

Strategic Evaluation of the Performance of Enabel in the Field of Technical and Vocational Education and Training (TVET) and Employment BXL11525B

Final Report

October 2022

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Implemented by:

SOGEROM

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Abbreviations, acronyms, and initialisms

ADBG	African Development Bank Group
ADE	Consulting company in Belgium
AJI	Support for Young Initiatives
ANAPEC	Moroccan National Agency for the Promotion of Employment and Competences
APEFE	Association for the Promotion of Education and Training Abroad
BTC	Belgian Technical Cooperation
CAR	Central African Republic
D4D	Digital for Development
DGD	Directorate General for Development Cooperation and Humanitarian Aid
DTPS	Development of Technical and Vocational Competences
DRC	Democratic Republic of the Congo
ETF	European Training Foundation
ETR	End Term Review
E-T-W	Education-Training-Work (Continuum-s)
FOREM	Walloon Office of Vocational Training and Employment (Public Employment Service)
GDP	Gross Domestic Product
GIZ	German Agency for International Cooperation
GPEC	Strategic Management of Jobs and Competences
GSP	Global Competences Partnership
HIMO	High Labour Intensity
IIEP	International Institute for Educational Planning
ILO	International Labour Organisation
IM	Intervention Manager
LNOB	Leave No One Behind
MBI	Maghrib Belgium Impulse
MDCRME	Ministry in charge of Moroccans Living Abroad
M&E	Monitoring and Evaluation
MLA	Moroccan Living Abroad
MTR	Mid-Term Review
NEET	Not in Education, Employment or Training
NIAS	National Immigration and Asylum Strategy
NGO	Non-governmental Organisations
OSAA	Office of the Special Adviser on Africa
Pefop	Platform of Expertise in Vocational Education and Training
RBM	Results-based Management
Resicodi	Resilience to Covid-19 through digitalisation
RPL	Recognition of Prior Learning

SDF	Skills Development Fund
SDG	Sustainable Development Goal
NIAS	National Immigration and Asylum Strategy
SNMM	<i>Société nouvelle des moulins du Maghreb</i>
THAMM	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa
ToC	Theory of change
ToR	Terms of Reference
TVT	Technical and Vocational Training
TVET	Technical and Vocational Education and Training
TVTE	Technical and Vocational Training for Employment
VET	Vocational Education and Training
VTI	Vocational Training Institute

Summary

Evaluating Enabel's performance along two structural axes: TVET and employment...

This document is the final report of Enabel's performance evaluation of its intervention strategy in technical and vocational education and training (TVET) for employment in its partner countries in Africa and the Middle East. After many years of working only in TVET, Enabel has adopted a broader paradigm of action that seeks to link TVET and employment more systematically. This has led it to strengthen its interventions in areas such as business creation, the fight against social inequalities, gender equality, digitalisation, the involvement of the private productive sector, and support for human mobility. This paradigm shift, and the transformations that accompanied it, led Enabel's Management Committee and Board of Directors to question the performance of its overall TVET for employment efforts.

... and transversal axes: gender, aid to vulnerable groups, digitalisation, monitoring and evaluation.

"This strategic evaluation aims to provide evidence of how Enabel contributes to TVET, competences development, employability, and decent employment, as well as how it contributes to addressing social and economic inequalities, taking into account the specific contexts and assumptions used when formulating and implementing interventions" (excerpt from the terms of reference). The relevance of this evaluation therefore also comes from its cross-sectional and comparative aspect. The work is not to evaluate each individual intervention but to step back and consider Enabel's work as a whole and the performance of its portfolio of interventions.

Based on an extensive literature review and in-depth field visits, the evaluation highlights common approaches that lead to the desired outcomes, foremost of which is access to decent work. In essence, the evaluation helps to measure the relevance and effectiveness of the TVET-Employment theory of change, the Private Sector Development theory of change, and the Human Mobility theory of change, while incorporating two key equality dimensions, gender and vulnerable groups.

The recommendations from the evaluation should feed into Enabel's policy and strategic steering for future TVET and employment interventions, but also more broadly into the gender strategy, the *Leave No One Behind* (LNOB) objective, and the Monitoring and Evaluation policy. The objective is unique but the dimensions of analysis are numerous, making this evaluation both rich and complex.

28 interventions 12 countries 5 countries examined in detail

The evaluation covers a total of 28 interventions selected by Enabel in 11 countries in Africa and in Palestine over a period from 2015 to 2020. Of this sample, eleven interventions concern the Democratic Republic of the Congo (DRC) and Morocco, while five other countries have only one intervention in this sample. A total of five countries were examined in detail through one-week field visits (DRC, Guinea, Morocco, Uganda) or remote interviews (Palestine). More than half of the interventions began after 2018, and many are still in execution, or recently

completed. Although these interventions are all considered TVET, some also relate to other areas such as small and medium-sized enterprises, human mobility, or specific industries.

6 evaluation criteria

16 evaluation questions

effectiveness, relevance, sustainability, equality, digitalisation, Monitoring and Evaluation as well as capitalisation - for sixteen evaluation questions.

The evaluation was based on a desk review of Enabel's strategic documents and for all 28 interventions, interviews with Enabel's sector experts, interviews with Belgian institutional development agencies as well as with stakeholders of Enabel's interventions in the five countries examined in detail.

All the material produced fed into a cross-cutting and triangulated analysis, allowed for the production of five country notes as well as the organisation of a workshop to co-create recommendations, and resulted in the synthesis of results presented in this report.

In the stated objectives, support for business is increasing, support for TVET is decreasing.

companies, and to accompany both the entry into education and training and the exit from education and training. The objective is also to create partnerships with the private productive sector, so that their needs in competences are better taken into account, and to facilitate the recruitment of trained people.

Women and entrepreneurs are often targeted.

important indirect beneficiary of Enabel's interventions, although it remains difficult to involve it to the extent of the issues at stake. It appears in more than 50% of the interventions covered by this evaluation. Support to the education and training sector comes second, followed by institutional agencies. In contrast, civil society and the voluntary sector are less supported than the stakeholders mentioned above.

The evaluation matrix, proposed in the Inception Report and which guided the entire evaluation, was developed from the evaluative questions posed in the terms of reference. Six evaluation criteria were selected -

After 2018, the stated objectives of the interventions changed as a result of Enabel's new strategic directions. Interventions aimed at supporting TVET alone decreased from eight to one; those aimed at supporting enterprises increased from five to twelve. The choice was made to support short vocational education and training courses because they would better meet the fluctuating needs of

In the architecture of Enabel's interventions, the target audiences can be broken down into two categories: direct¹ beneficiaries, which primarily target women, and indirect beneficiaries (institutions, the private sector as a whole, and the category of entrepreneurs). The private sector is an

¹ The categories of beneficiaries covered in this context are, for example: the graduates of vocational education and training, talents, youth, women.

Effectiveness

The proposed approach to increasing access to TVET and employment for all is based on contextualised targeting and the removal of peripheral barriers.

entrepreneurship and empowerment for women, with the establishment of day care centres, for example). Enabel's effectiveness is also based on its ability to mobilise a variety of types of interventions that it articulates within individualised pathways. On the other hand, Enabel's interventions are unevenly based on the development of a coherent ecosystem bringing together most of the partners in the Education-Training-Work (E-T-W) continuum.

The approach that contributes to achieving the results is a hybrid one, with support for ongoing reforms and a good handling of individual problems.

Enabel is organised to implement relationships with institutional agencies and to support ongoing reforms. It has a real ability to appreciate the context and the issues, to assess the opportunity to maintain relationships with institutional agencies and to reach the right interlocutors. Enabel's interventions show great agility in the sense that its teams manage to formulate interventions that coincide with the reforms underway. Thanks to the expertise of its teams, Enabel has the ability to adapt the roll-out of its interventions to local and individual issues. The objectives in terms of access to education and training for the beneficiaries are achieved in most of the interventions considered, the objectives in terms of access to employment remain to be improved in the sense that the quality of employment is rarely taken into account, which may give a good overall impression but hides differences according to specific categories, such as women. Enabel's strategy is to strengthen the referral processes towards education and training, with an often ingenious recruitment as it calls upon civil society stakeholders in order to attract the broad public to the programmes. However, it would benefit from going further in understanding gender inequalities. In addition, the development of structured support programmes has the advantage of mobilising and maintaining young people within the programmes and limiting dropout. However, there is a lack of innovation and projection on education and training for the trades of tomorrow, with many interventions proposing education and training for traditional occupations that do not take into account technical evolutions.

The factors that promote the achievement of results refer to Enabel's expertise...

Enabel's approach is inclusive. Its targeting is appropriate to local issues, both rural and urban, where there is mass youth unemployment, where there are many vulnerable groups (NEET), where access to education remains inadequate, and where youth are a keystone of development. Enabel has a good capacity to master the problems of these groups and to adapt the support and care systems to their difficulties in accessing education/training and employment (administrative support for migrants,

entrepreneurship and empowerment for women, with the establishment of day care centres, for example). Enabel's effectiveness is also based on its ability to mobilise a variety of types of interventions that it articulates within individualised pathways. On the other hand, Enabel's interventions are unevenly based on the development of a coherent ecosystem bringing together most of the partners in the Education-Training-Work (E-T-W) continuum.

The structuring of Monitoring and Evaluation processes increases Enabel's ability to capitalise on past interventions to build new ones, thus limiting the negative effects of high staff turnover.

...those that prevent it refer to the lack of interactions.

Some interventions may have been undersized and/or had a high turnover of Enabel staff, which affects their effectiveness. On this organisational aspect, several factors of effectiveness were identified by the field teams: the absence of spaces for exchange on TVET and gender issues, even though the #Weforher strategy is omnipresent; the lack of interaction between the field teams and Brussels; the lack of exchange with the academic world; the under-use of data to feed back into the decision-making process; and finally, the lack of tools that would promote a greater application and operationalisation of the strategic orientations within the interventions.

Relevance

The parameters to be considered when deciding to invest relate to the size of the target, the consistency with national policy, and the ability to unite energies.

There are many parameters to consider when deciding to invest. First, there is a formulation of interventions that would allow the greatest number of people, especially among vulnerable groups, to take into account the central injunctions and show convincing results, while informing and supporting national reforms. Second, interventions in line with the country's schedule and with the general action of other technical and financial partners. Consideration of the intervention context is essential to establish the formulation of interventions, as is a proven ability to evolve them if necessary, to renew them in an improved version, or to formulate new interventions based on the data accumulated to date. Despite the objective of involving the private sector in the deployment of TVET interventions, Enabel is limited in its capacity to implement ambitious programmes to support private sector development.

Strategies to improve collaboration with the private sector, public authorities and civil society include the further development of Enabel's image as a force of proposition.

Work-based learning (especially apprenticeship) or incubator approaches need the private productive sector to provide on-the-job learning, work and exchange spaces or, more generally, places to learn and understand what the world of work is like. In this context, Enabel is beginning to convince some employers to get involved in TVET, the creation and recognition of competences, and the future of young people. The line of argument was that today's learners and apprentices are tomorrow's employees in the private productive sector. In a more general way, Enabel has developed a certain knowledge to build bridges with the private productive sector, through consultation, steering, management committees or any other form of activity likely to establish partnership relations with representative structures of the private productive sector (umbrella structures, employers' organisations). However, for now, this is not yet translating into improved employment outcomes. Finally, Enabel must continue to build expertise because this will make it credible as an inviting and proposing force, which can bring the private productive sector, civil society and public authorities to cooperate for the harmonious development of TVET for employment.

Sustainability

The approaches implemented to enable women to have equal access are based on quotas and a communication strategy towards society; for young people, they are based on the transmission of practical competences.

financing by the European Union or financing by the Belgian State only), the organisational model of the intervention (grant financing), and the internal conditions for carrying out the intervention (human resource management and staff turnover).

The strategies implemented to ensure financial sustainability involve local or international partnerships.

too low. The challenge of creating these partnerships is to create favourable conditions for financial sustainability after the end of Enabel's interventions. Finally, in a controlled budgetary context, Enabel is deploying a strategy to develop partnerships with other donors and to obtain funds from the European Union outside of bilateral programmes, which should be more selective and in line with Enabel's strategy. The use of very short emergency funds targeted on immediate, visible results, not intended to be anchored in the long term, results in a risk of deviating from the objective of sustainability.

The main factor that favours the sustainability of the interventions is the linkage of Enabel's interventions to national strategies, when they exist. The structuring factor for the sustainability of interventions is largely based on a strong relationship of cooperation between states. This requires support for national strategies in different sectors – education and training, employment, human mobility - and a convergent multisectoral approach. Sustainability is not sufficiently anticipated at the time of the formulation of interventions, for example, by predicting the obstacles to sustainability. This involves taking into account the socio-political context (degree of fragility and corruption of the states), the method of financing the intervention (co-

Enabel's strategy is to create partnerships between local authorities and the private productive sector, to focus on a more localised but more controllable level. Enabel's recognised expertise helps make these partnerships possible, especially since Enabel's sometimes long-standing presence in some countries is proof of the technical relevance of its interventions, the budget for which is, however, considered by local stakeholders to be

Equality

The approaches that have been developed to enable people in mobility to have equal access to training and employment are global (Public employment service) or individual (coaching, mentoring).

In Enabel's interventions, the results-based management policy incorporates gender as an objective variable, most often with parity objectives for integration into a particular education and training or entrepreneurship preparation programme. These objectives are generally formulated in the technical and financial documents and are subject to specific monitoring. These parity objectives make it possible to fight against gender inequalities, since efforts are made to ensure that women can enter any education and training programme (identification committees in the provinces, role of community agents in convincing men to let women train or prepare for self-employment, role of information on guidance towards male-dominated trades).

The approaches implemented are based on the definition of quotas for women in education and training and on actions that allow them to be reached by developing "outreach" approaches in the communities, to convince those who have the power to decide (fight against cultural barriers), and by setting up facilitating actions (mobile education and training centre, mobile day care centres, boarding schools specifically for girls). It is a small step towards gender equality that is accomplished by working in communities to explain and challenge gender stereotypes.

Young people in the countries of intervention suffer from a lack of job vacancies, unemployment, underemployment and economic inactivity, due to a lack of basic competences (access to education is still very unequal depending on the territory, urban or rural areas, family origins), but also because of a lack of competences adapted to the needs of companies that are recruiting. The approaches developed by Enabel are therefore based on - generally short - education and training programmes that allows young people to acquire these missing competences by promoting work-based learning (workshop training as in the Congolese Resource Centres or the Ugandan Centres of Excellence, work-based learning, apprenticeships) or by giving them the necessary foundations to develop their own business (incubators, start-up kits).

Socio-economic inequalities are even greater among people with disabilities than among other vulnerable groups, and interventions dedicated to them are far too rare. The solution lies in interventions that fully integrate an inclusive dimension - in the sense that people with disabilities and able-bodied people would be trained in the same place - but they are insufficiently deployed.

The good practices that have been developed to enable the sustainable integration of people with migration background are based on a good understanding of needs and the creation of a climate of trust.

The good practices identified are those that consist in taking into account all the specificities of the target public (returnees, people interested in mobility opportunities, regularised migrants), in relation to the migration experience. This involves actions that go beyond vocational education and training or entrepreneurial support: financial, social and legal support, community relations, workshops to exchange information about the migratory experience, and citizenship education to facilitate integration. Actions based on the establishment of relationships with the communities in which migrants (including returnees) find themselves, also make it possible

to establish a bond of trust that is essential before any attempt is made to enter vocational education and training.

To ensure equal access to education/training and employment opportunities, some interventions rely on the public employment service, to take advantage of its territorial network and the capacity of local agencies to identify and attract people in mobility. The strategy of building partnerships (in the form of subsidies with civil society organisations, for example) allows Enabel to be as close as possible to the field and to build an expertise in the field of mobile people and refugees. Individual support, implemented as early as the initial guidance stage, also improves the chances of accessing vocational education and training, and helps improve the chances of entering an education and training programme that corresponds to the aspirations of the individuals. Finally, as far as connecting with companies is concerned, mentoring appears to be a good practice, but not very widespread, to facilitate access to employment for migrants and refugees, insofar as the role of the mentors is to provide them with knowledge of local companies, hiring procedures, or the existence of job vacancies.

The targeting of vulnerable groups and approaches to the LNOB could be improved by further relying on local authorities and civil society.

Enabel intervenes where other technical and financial partners do not necessarily go. In several countries, Enabel deploys its interventions in various territories, sometimes very isolated and in which the economic activity is weak and/or informal or made difficult by the economic-political conditions. There may be a tension between the objective of respecting the LNOB and the effectiveness of interventions, given that the return to employment of the most vulnerable people is all the more difficult in a fragile and unpromising economic context.

Digitalisation

Whether digital tools help improve access to training and employment, or facilitate learning, remains a matter of conjecture.

Digitalisation, according to Enabel, is not seen as an end in itself but as a catalyst for development. This is why Enabel's action in the field of digitalisation is totally in line with the D4D initiative and goes beyond TVET. Digital tools help attract people to education and training who see multiple benefits, including increased employability. However, they are not yet used for innovative teaching. There are no clear

results yet that vulnerable groups are in a position to improve their learning abilities through digital tools. There is a significant gap between the strategy for the development of digitalisation and its operational implementation on the ground.

Digital tools have been integrated into vocational education and training and employment interventions...

... and the Covid has had a revealing-accelerating effect.

there are beneficial effects in terms of inclusiveness.

Training strategies using digital tools are sustainable if the approach is holistic

However, there are some initiatives to bring digitalisation to TVET in Enabel's partner countries. Some are old (2013). The use of digitalisation varies according to Enabel's partner countries. It is still very theoretical in some countries, even if the vision is there. It is also true that access to the Internet is very uneven across the territory and remains expensive. In addition, access to hardware to connect is not easy. Smartphone use is widespread, computer use much less so. In this context, the Covid-19 pandemic has shown that partner countries need to strengthen the digitalisation of their interventions, that it is possible to do so within a reasonable timeframe, and that

Digitalisation as conceived and implemented by Enabel is likely to be sustainable, as Enabel wants to introduce digitalisation in all stages of its work, from the way it works to TVET (as well as in general education and health for example).

At the most general level, it is not only a matter of introducing digital tools, but of transforming the available data into knowledge and competences for decision-making. With Open.Enabel, Enabel is investing in tools and establishing a strategy to become an open, data-driven organisation.

Monitoring, evaluation and capitalisation

Monitoring and Evaluation systems measure desired changes, but there is room for improvement.

Results-based management is a fundamental principle of Enabel. The change from BTC to Enabel, the adoption in 2015 of the 17 SDGs, the 2013 law on development cooperation giving more autonomy to Belgian development stakeholders in return for robust and reliable Monitoring and Evaluation systems, are all factors that underpin the implementation of Monitoring and Evaluation systems for interventions, portfolios and strategic axes. Contributing to

development outcomes is an objective of Enabel, and the performance evaluation of the education/training and employment strategy should examine how existing Monitoring and Evaluation systems contribute to measuring the achievement of these outcomes.

The Monitoring and Evaluation process of the interventions is very structured, the evaluation reports are numerous but often redundant between the annual reports, the mid-term reviews and the end-of-term reviews. Moreover, there is a lack of global reflection on measurement indicators that do not allow for the identification of the contributions of interventions and that mask the difficulties in making progress on access to decent employment, for example. Overall, the monitoring data are rich and reliable, but are currently largely underutilised.

In order to better respond to the needs of companies and to evaluate the performance of interventions from another angle, the questioning of companies, upstream of the intervention (collection of needs), and downstream, in order to question the hiring of beneficiaries of the intervention, remains similar to satisfaction surveys and limits the scope of diagnoses in terms of recruitment prospects and expected competences.

Strengths and weaknesses

A coherent portfolio, a good theory of change. Interesting approaches based on practical "just in time, on the spot" training.

The strength of the Enabel model lies in its ability to rapidly transform the situation of individuals belonging to vulnerable groups, while doing so in a manner consistent with the national strategy of the countries in which it operates. This requires an approach based on short education and training courses, linked to the current local labour market, and a holistic approach that allows one to practice a trade and to receive tools - whose quality is very heterogeneous - to start as an independent worker, or even in a consortium. Access to practice is an indispensable

complement even for individuals who have already had access to the educational system, as the lack of practice appears to be the main shortcoming of public education and training systems. Enabel is able to act before and after the education and training period itself. It has also been able to initiate the involvement of the private productive sector, but not yet to the extent of its strategic ambitions.

Areas of improvement in terms of qualification, evaluation of the competences created and their visibility.

The theory of change behind this approach does not really have a weak point from a theoretical point of view. It is consistent with the approaches developed by other development cooperation agencies. It is in the implementation that one must look for areas of improvement, for example because the scale of intervention is sometimes reduced to a single territory or a single group, and the reality on the ground is often far from the image conveyed by a well-defined and convincing

theory of change; for example, also because not all the tools that have recently appeared on the international scene are necessarily mobilised (qualification, qualifications framework, micro-credential, making visible the competences acquired thanks to Enabel, recognition of prior learning, informal apprenticeship in particular). It is also true that by wanting to offer very targeted short education and training courses, Enabel's interventions cannot fall within the national qualifications framework and this is a bit of a paradox in the implementation of an action - that of Enabel - which is globally well thought out, but whose strength is also its weakness. The gap between the theory of change and the reality on the ground could be reduced by more "bottom-up" approaches, e.g. from the field to the sectoral experts, as opposed to what is currently practiced (top-down approach). It is therefore a greater involvement of the field teams in the construction of the ToC that could be favoured.

Recommendations

The following recommendations are those considered to be strategic priorities (level 1 on a scale of 1 to 4) and are addressed to the Management Committee/Board of Directors and field teams².

Promote social innovation and quality objectives, continuing the paradigm shift from employment at all costs to access to quality and decent employment

Management Committee/Board of Directors:

- Pursue the selective strategy by supporting public policies in technical and vocational education and training and in employment when they meet Enabel's equality criteria: support for people with disabilities, ethnic minorities, people in post-conflict situations, and the most vulnerable.
- Promote the Belgian Development Cooperation *brand* as a brand of quality, equality and dialogue (communication strategy focused on values and concrete action with vulnerable groups). This brand should mean "*Leave No One Behind*" (LNOB).

Strengthen the missing levers to improve the achievement of the Sustainable Development Goals (SDGs)

Management Committee/Board of Directors:

- Increase the agility of Enabel in supporting and financing the productive sector, encourage the creation of foundations to manage these support funds.
- Continue to integrate funds from other multilateral donors (in particular from the European Commission's DG International Partnerships, DG INTPA) but be more selective about their compatibility with the format of Enabel's interventions; contribute actively upstream (for example in the joint programming of the Team Europe Initiative) to promote the integration of Enabel's vision in this programming.

Field Teams/Sector Experts:

- With a constant budget, rebalance the financial support for interventions between institutional support and private sector support.

To disseminate the Enabel intervention model in the countries of intervention (individualised support, education and training for employment, decent employment objective, entrepreneurship, cross-cutting themes) by adapting it to the local context.

Field Teams/Sector Experts:

- Strengthen the strategy for promoting ambassadors and highlighting success stories.

² All recommendations are presented at the end of the report (Section 5)

Improve Monitoring and Evaluation of interventions, and create a working group on monitoring surveys, and provide capacity building

Management Committee/Board of Directors:

- Strengthen the *Monitoring and Evaluation* of interventions *by conducting End Term Reviews (ETRs) at least six months after the end of the intervention and* by ensuring that *"lessons learned"* systematically feed into the design of new interventions and the confirmation of choices of intervention sectors.
- Evaluate interventions beyond ETRs to measure their medium-term impacts and measure the sustainability of interventions.
- Undertake an in-depth reflection on the indicators of three major categories of analysis - decent employment, correspondence between education/training and employment, self-employment/entrepreneurship - in order to produce a common corpus of reference indicators and ensure their integration into the specifications of Monitoring and Evaluation programmes.

To create or reinforce spaces for capitalising on the experience of Enabel's actions and to reinforce the capacities of the teams

Field Teams/Sector Experts:

- Encourage exchanges - decompartmentalise spaces - between Enabel teams in the capitals and Enabel teams in the regions, and with Brussels, in particular with the sectoral experts.
- Build an evolving toolbox to document successful practices and help field teams integrate and implement the guidelines provided by Brussels.

1. Evaluation scope and issues

1.1. Reminder of the evaluation objectives

The main objective of this work is to evaluate the performance of Enabel in its intervention strategy in the field of vocational education/training and employment in Africa and the Middle East. The countries of these two regions are marked by deep economic and social inequalities in education and in vocational education and training, but also in access to the labour market (Section 1.3).

Through its development assistance mission, Enabel has a long experience in vocational education and training interventions in the countries of the study and recent internal transformations within Enabel have led the Management Committee and Board of Directors to question the performance of its action in this area.

By moving from Belgian Technical Cooperation (BTC) to Enabel, and by adopting a paradigm of action for the development of employment, for the creation of businesses and wealth, Enabel's stance is changing in its fight against social and economic inequalities, and in support for mobility, including human mobility. In addition to the fact that vocational education and training itself is constantly evolving to be more consistent with the needs of companies (work-based learning, digitalisation of education and training, development of social competences), Enabel's entire strategy is geared towards more equitable access to vocational education and training, better use of education and training by companies and increased employability of the beneficiaries of its interventions.

As stated in the ToR, *"this strategic evaluation aims to provide evidence of how Enabel contributes to TVET, competences development, employability, and decent employment, as well as how it contributes to addressing social and economic inequalities, taking into account the specific contexts and assumptions used in formulating and implementing the interventions."* Beyond providing evidence of the performance of Enabel's overall strategy in terms of vocational education and training, employment, support for the productive private sector, and equal treatment of vulnerable groups, the evaluation aims to show which actions work in the contexts in which they take place, and why; which do not work or work less well, and under what conditions.

The relevance of this evaluation also comes from its cross-sectional and comparative aspect. Based on an extensive literature review and in-depth field visits (Section 1.2), the evaluation highlights common approaches that lead to the desired outcomes, foremost of which is access to employment, decent employment if possible. The challenge is to draw lessons from the evaluations of interventions carried out by Enabel as part of its results-based management policy, supplemented by a field investigation methodology. Basically, the evaluation helps to measure the relevance and effectiveness of the TVET employment theory of change, the private sector development theory of change, and the human mobility theory of change, while integrating two fundamental dimensions of equality, gender and vulnerability.

The recommendations resulting from the evaluation should feed into Enabel's political and strategic steering for future portfolios in the area of vocational education/training and employment, but also more broadly into the gender strategy, the *Leave no one behind*

objective, and the Monitoring and Evaluation policy. The objective is unique but the dimensions of analysis are numerous, making this evaluation both rich and complex.

1.2. Reminder of the methodology deployed

To evaluate Enabel’s performance in its vocational education/training and employment strategy, Enabel has determined in the terms of reference a set of interventions that delimits the scope of the evaluation, over a period of time (2015-2020). Consequently, the evaluation is not based on all the interventions operating in the field of vocational education/training and employment, but on a set selected before the evaluation study³, e.g. a total of 28 interventions (Section 2). These interventions are concentrated in twelve countries and distributed as shown in Table 1.1.

Table 1.1. List of interventions included in the scope of the evaluation

Country	Number of interventions
Burkina Faso	1
Burundi	2
Central African Republic	1
Democratic Republic of the Congo	5
Guinea	2
Guinea Bissau	1
Morocco	6
Niger	1
Palestine	4
Rwanda	2
Senegal	1
Uganda	2

Source: Terms of reference

In the Inception Report, the evaluation matrix was developed based on the evaluation questions posed in the terms of reference. Some questions have been reviewed (those related to digital deployment). The evaluation criteria were defined as well as the degree to which they could be achieved with the available material. The evaluation matrix guided all literature review and fieldwork.

The evaluation was based on a variety of complementary materials:

- **A literature review for all 28 interventions:** for each intervention, the documentation was made available by Enabel. This typically includes intervention formulation documents, intervention evaluation reports (mid-term review and end term review when the intervention is completed), and annual reports.

³ The list of interventions used in the evaluation is attached to the specifications.

- **A document review of Enabel’s strategic documents:** Enabel’s *Strategy 2030* is the main reference for understanding the foundations of Enabel’s interventions, in the perspective of the five global challenges, two of which are particularly relevant to this evaluation: social and economic inequalities and human mobility. As such, vocational education and training are seen as a means for reducing social and economic inequalities, by improving employability, employment situations and work income. Enabel has thus produced a conceptual reflection of the changes that should be brought about by the implementation of vocational education and training actions on employment (document Theory of Change TVET/Employment), the development of the private sector in relation to the development of competences for business (document Theory of Change PSDE), the development of digital tools for development (D4D), equality and gender (Gender strategy), human mobility. In addition, there is documentation on the implementation of a results-based management strategy, which describes the Monitoring and Evaluation processes that Enabel implements in a systematic way.
- **Interviews with Enabel sector experts:** education, training, employment and D4D, gender, human mobility, private sector development.
- **Interviews with Belgian institutional development agencies.**
- **Five country visits: Democratic Republic of the Congo, Guinea, Morocco, Palestine⁴, and Uganda:** the objective of the country visits was to take stock of the implementation of Enabel’s vocational education/training and employment strategy. This inventory was based on interviews with the Enabel teams (*Portfolio Manager, Intervention Manager*), the Belgian representation in each of the countries, the focal points in the relevant ministries, representatives of the public employment services, representatives of local authorities, representatives of subsidised companies, companies, beneficiaries of training actions. A country note was produced after each visit, containing the answers to the evaluation questions in the matrix defined in the inception report.
- **A workshop to co-create conclusions and recommendations in Brussels.**

All of the materials from the literature review, interviews, and country notes were used in a cross-tabulated analysis, resulting in the synthesis of findings presented in this report.

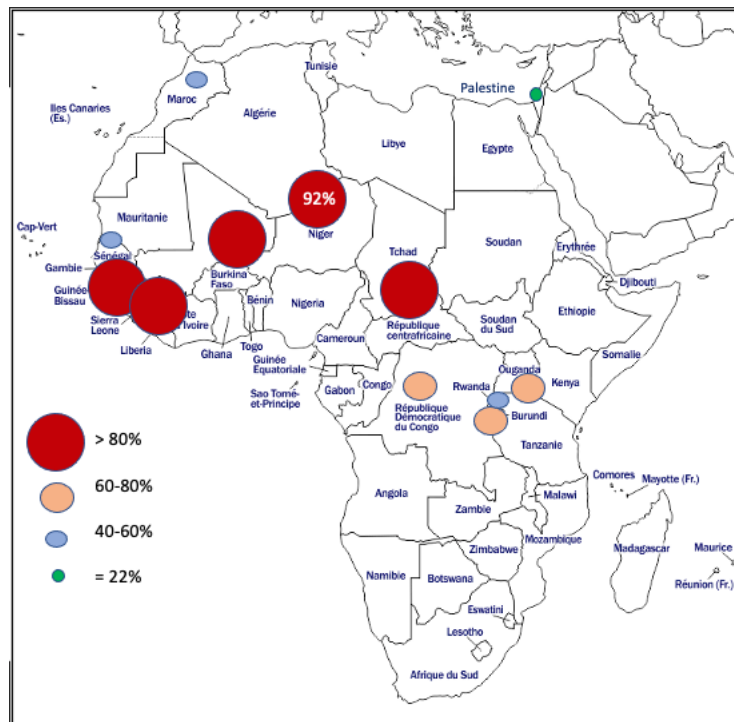
1.3.Context and challenges of TVET in Enabel’s partner countries

Between unemployment, out of the labour force and difficulties of access to decent employment

Reducing unemployment (Figure 1), and especially providing access to decent employment, are crucial issues in Enabel’s partner countries. Youth unemployment (Figures 2 and 3) in particular -and its various variants such as underemployment, involuntary economic inactivity, and vulnerable employment (Figures 4 and 5)- peaks at levels that put individuals,

⁴ Organised remotely.

Figure 5. Vulnerable Employment Rate - Young Men (15-24) in Enabel's partner countries



Source: World Bank data, edited by the authors

TVET is a neglected pathway for youth and families

In this difficult context for young job seekers, many countries and international organisations see TVET, and competences development in general¹⁰, as a credible solution to high rates of unemployment and economic inactivity, and related issues such as difficulties in accessing decent jobs.

In Sub-Saharan Africa, in 2014, only 7 % of upper secondary students were enrolled in TVET (UNESCO IIEP, 2021a). This is significantly lower than in North America or Western Europe. There is little reliable data on the reasons for this low uptake, but fieldwork often reveals that youth, and also their families, do not see TVET as synonymous with success.

In Enabel's partner countries, it is estimated¹¹ that the proportion of youth in secondary education who are in TVET at the end of the 2010 decade, for example, ranges from 0.007 percent in Palestine to 0.1 percent in Burundi (Burkina Faso: 0.02%, Central African Republic: 0.04%, Morocco: 0.09%, Niger: 0.07%, Rwanda: 0.13% for countries with data available in 2107 and 2018, the most recent years).

¹⁰ Several authors (see, for example, Walther, 2014) emphasise the importance of looking beyond what is commonly referred to as TVET and embracing the broader concept proposed by the OECD and the African Development Bank (OECD & AfDB, 2008) of technical and vocational competences development. This means taking into account all forms of professionalising pathways such as traditional apprenticeship, informal apprenticeship, and all approaches to acquiring competences in the workplace and in everyday life.

¹¹ World Bank data, authors' calculations.

TVET is always second best to the more academic streams that are always held in higher esteem by learners and their families. Higher education remains a magnet for most young people in Africa and it is not clear that many have perceived that TVET also exists in higher education. This results in huge gaps in TVET participation in countries where access to the formal education and training system is already difficult.

TVET is however a credible path

Yet TVET is a credible solution in sub-Saharan Africa where a TVET qualification provides access to employment, and decent employment, given the relative shortage of skilled workers.

TVET is also a credible pathway to recognition of competences as it is a solution that leads to qualification where informal vocational learning does confer competences but is largely invisible, even though systems of recognition of prior learning are in place, particularly in East Africa (e.g. Kenya, Tanzania, and Uganda).

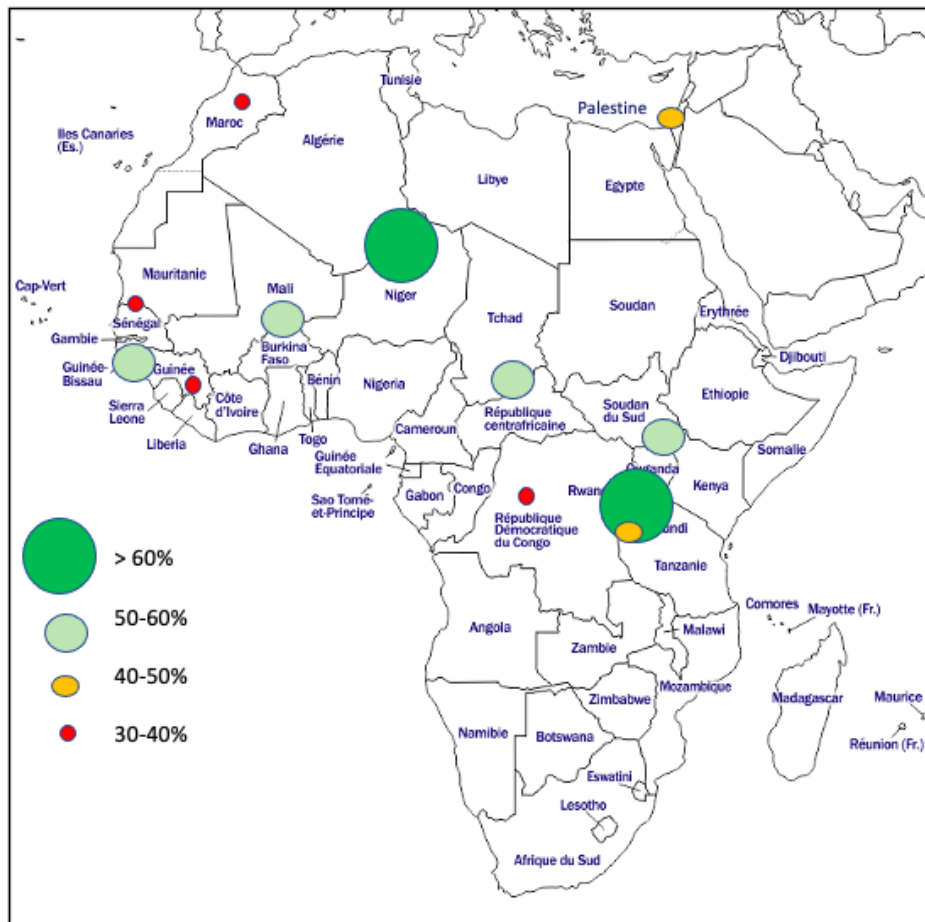
The development of TVET in Africa corresponds to some of the United Nations Sustainable Development Goals (SDGs). Goal 4, in fact, affirms the will to ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university (4.3), to increase the number of young people and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship (4.4.), and to guarantee access and inclusion for all those who have been excluded from these systems until now (4.5).

Vocational education and training that better prepares for the labour market

The reality, quality and sustainability of youth education-to-work transition is a key issue, and the role of TVET is increasingly being highlighted. Education and training programmes are considered inadequate to meet the needs of the labour market (trades, levels) and the expectations of employers (competences, including transversal competences). Matching the competences of young people entering the labour market to the needs of companies and new technologies is a major challenge to ensure that TVET provides its graduates with a high level of employability.

In the long term, there is a strong potential for job growth in the areas of hard and soft infrastructure, green jobs and information and communication technologies.

Figure 6. Youth activity rate in Enabel’s partner countries (2021)



Source: World Bank data, edited by the authors

Digitalisation

In general, digitalisation is underway, and has been for quite a long time in Enabel’s partner countries, approximately since 2011 for the first ones (for example Palestine). It is not always, or only, about TVET. In Palestine, Enabel is also very active in general education (primary and secondary with *E-learning*). In Burkina Faso, the digital capacity building intervention focuses on improving the digital competences and innovation capacity of entrepreneurs¹². In Senegal, the one aimed at strengthening the digital and management competences of the staff proposes capacity building. This allows programme stakeholders to take ownership of the digital tools that interventions will put in place and ensure effective resource management¹³.

Through the *Digital for Development (D4D) Hub*, Enabel is active in digitalisation in general, e.g. beyond TVET. Belgium is indeed involved with the European Union and four¹⁴ other EU members in the D4D Hub. This project aims in particular, in partnership with the African Union, to support African institutions towards an inclusive digital transformation. It provides

¹² <https://www.enabel.be/content/enabel-burkina-faso>

¹³ <https://www.enabel.be/fr/content/que-fait-enabel-au-senegal>

¹⁴ Estonia, France, Germany and Luxembourg.

a comprehensive set of services, products and activities aimed at creating an environment for Africa to seize the opportunities created by digitalisation. Enabel's action in this context naturally consists of helping its partners to find digital solutions and supporting them in the implementation of the latest technologies. This ranges from digital tools like data collection with mobile tools (phone, tablets) to advanced technologies like digital imaging¹⁵. These tools and technologies are perceived and promoted by Enabel as useful tools for development.

In this context, thanks to the *wehubit* programme¹⁶, Enabel can finance all initiatives aimed at promoting, developing or using digital tools, whether they come from the private productive sector, associations or the public sector in its partner countries. Specifically, the *wehubit* programme supports the generalisation or duplication of initiatives from the D4D cluster with grants or loans. Successful pilot projects are eligible for funding under this framework to further deploy their approaches. Calls for proposals are regularly posted on the *wehubit* website.

Thus, Enabel will face the following challenges, among others:

- Digitalisation,
- Equality between women and men,
- Access to employment and training for all groups, including the most vulnerable,
- Enhancement of the vocational education and training stream.

The private productive sector at the centre of Enabel's vision

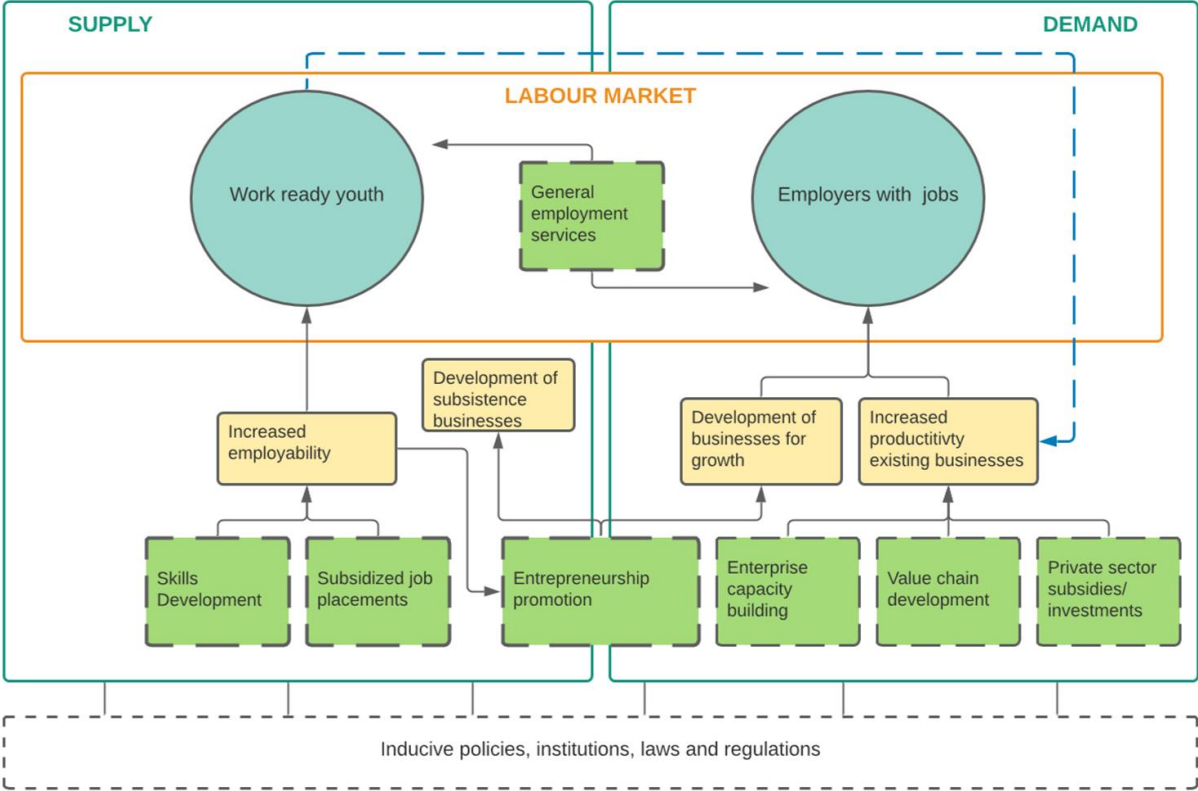
The ambition of the change seen by Enabel is to support the development of the private productive sector, in order to create the conditions for economic and social development in emerging countries. To this end, Enabel seeks to develop a vocational education and training system better adapted to the needs of this productive private sector. In other words, Enabel has moved from a labour supply approach to a labour demand approach. This paradigm shift starts from the observation that the budgets and capacity of (fragile) states are not sufficient to achieve the SDGs (PSDE Approach document, Enabel). Thus, in order to stimulate economic development, the PSDE approach establishes that the expected effects may come from different criteria related to the improvement of the business climate, the stimulation of investments (particularly foreign), the capacity of companies to develop and the structuring of industry sectors. Vocational education and training have a (new) role to play in the sense that the development and growth capacity of the private productive sector requires the development of the competences of the active population. Acting on the vocational education and training of young people who will soon be entering the labour market is therefore a central issue for the economic future of emerging countries. Training young people to meet the local needs of businesses is a condition for fostering local and national economic development, and for enabling sectors of activity to structure themselves better. These changes can only take place if the young people entering the labour market have the competences that companies

¹⁵ <https://www.enabel.be/content/digital-development-what-enabel-doing>

¹⁶ www.wehubit.be

need to develop (anticipation and forward-looking vision of needs), and if mechanisms exist to better match labour supply and demand (strengthening the public employment service).

Figure 7. TVET/PSDE approach



Source: TVET/PSDE approach, Enabel

2. Mapping

2.1. Non-interactive mapping

The evaluation of Enabel's performance in the field of vocational education/training and employment is based on twenty-eight interventions, listed in the terms of reference, in twelve countries in Africa and the Middle East: Burkina Faso, Burundi, Central African Republic, Democratic Republic of the Congo, Guinea, Guinea Bissau, Morocco, Niger, Palestine, Rwanda, Senegal and Uganda (see Map 1). Thus, Enabel's interventions in the field of TVET concern countries with varied socio-demographic and economic characteristics. Some are deployed in emergency contexts (e.g. Guinea) and most in very fragile environments (CAR, DRC, Palestine). Conversely, other interventions considered in this evaluation are taking place in more promising contexts, such as Morocco, which is classified by the World Bank as a middle-income country, or Rwanda, which has enjoyed strong economic growth in recent years.

Box 1. Methodology

All the results presented in this section are derived from materials made available by Enabel to the consulting team. These resources include:

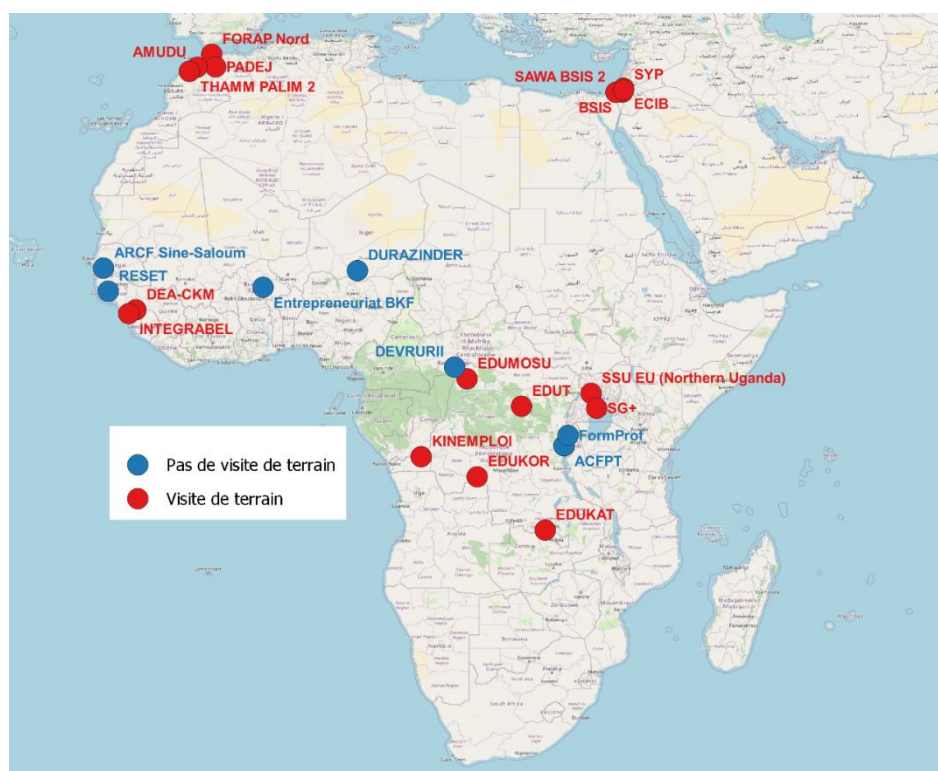
- Documentation of interventions (Technical and financial document, MTR, ETR);
- Information from Enabel Open Data, Enabel's online database.

Because they did not have access to a database of intervention characteristics, the evaluators performed their own assessments. In order to present a mapping of interventions, the consultants attempted to objectify categories of analysis from the information contained in the previously cited resources. In the case of the exploitation of data from Open.Enabel, a "*webscrapping*" method was used to systematically collect the information present online.

Most of the results presented in this section were put into a "*dashboard*" format and used as a basis for the 5 July 2022 workshop.

Five field visits allowed to appreciate the diversity of these contexts. TVET interventions in DRC, Guinea, Morocco, Palestine and Uganda were covered by the team of consultants who were able to meet most of the stakeholders involved in the field. In total, eighteen of the twenty-nine interventions considered were used as case studies for the evaluation, or 62% of the total (see Figure 7).

Figure 8. Enabel's interventions in the field of TVET

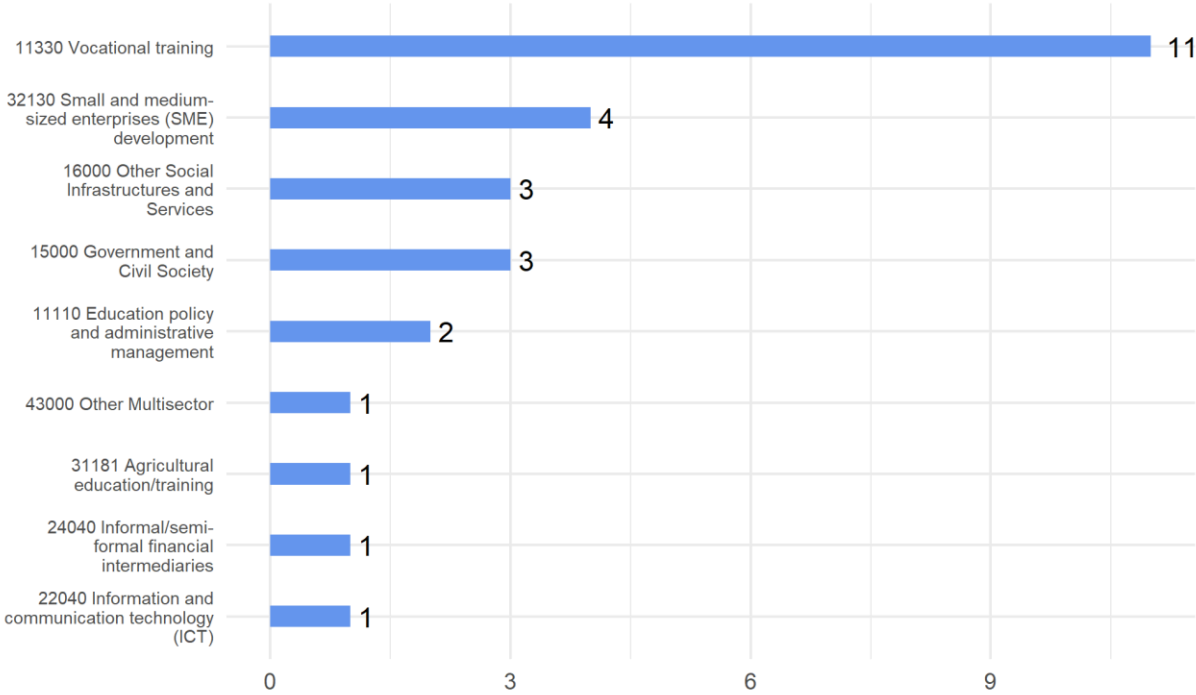


Source: Miscellaneous materials, prepared by the authors, 2022

More than half of the interventions began after 2018. Twenty-one are still in progress, some recently completed at the time of the evaluation. The data presented and the results of the evaluation will show how the implementation of interventions before or after 2018 illustrates the strategic directions deployed by Enabel in TVET. In terms of areas of intervention¹⁷, although the interventions considered are related to TVET, some of them are related to other areas. Thus, only eleven interventions are strictly speaking from the vocational education and training sector while some (four) are related to the field of small and medium enterprises or to specific sectors of activity (three). This highlights Enabel's objective to bring together technical and vocational education and training with socio-economic needs. In this case, the actions in the TVET sector appear to be "at the service of" the needs of the labour market.

¹⁷ The nomenclature of the fields of intervention is the one used by Enabel.

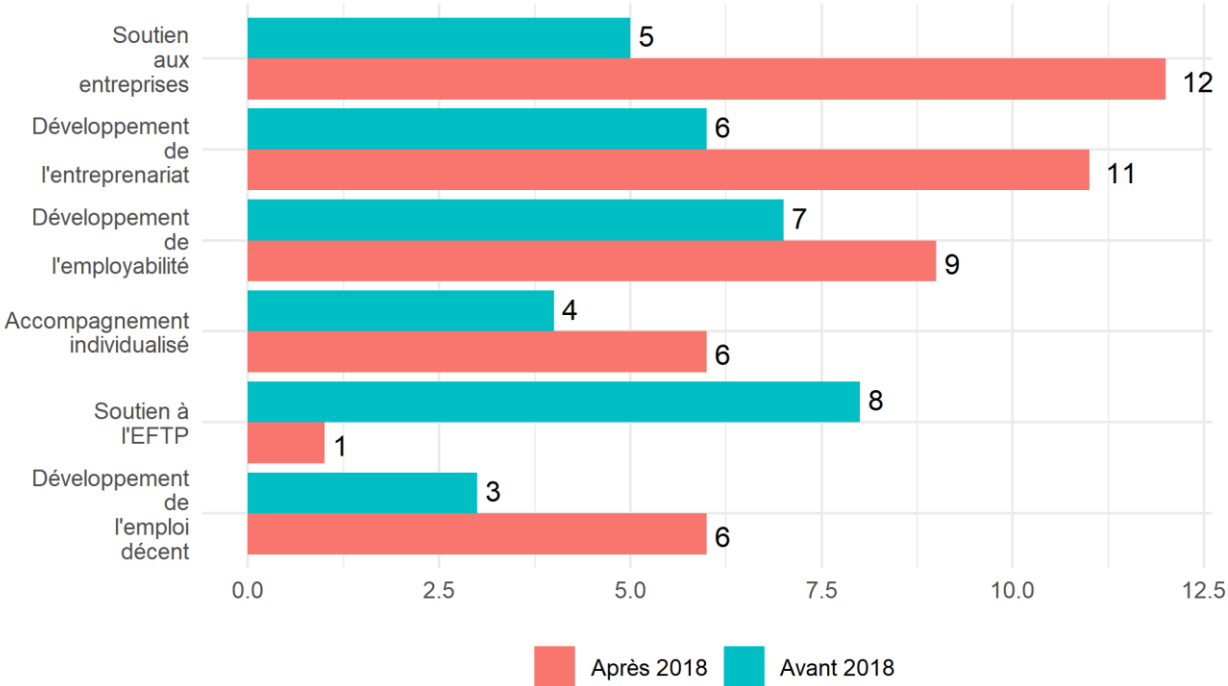
Figure 9. Purpose of Enabel’s interventions



Source: Miscellaneous materials, prepared by the authors, 2022

A comparison over time allows to see the effects of Enabel’s strategic orientations on the objectives of the interventions in the field of TVET. Figure 10 shows the purposes of the interventions based on whether they were implemented before or after 2018. A first effect is the dramatic decline in support actions for national TVET sectors after 2018. Thus, after this date, only one intervention concerns support to the institutional sector. On the other hand, after the "paradigm shift", the share of interventions that aim to support enterprises has become the norm. Within the framework of these new strategic orientations, the development of entrepreneurship and employability have taken an important place. To a lesser extent, over time, other objectives are gradually becoming more important within the actions undertaken in the field, such as individualised support and the development of decent employment.

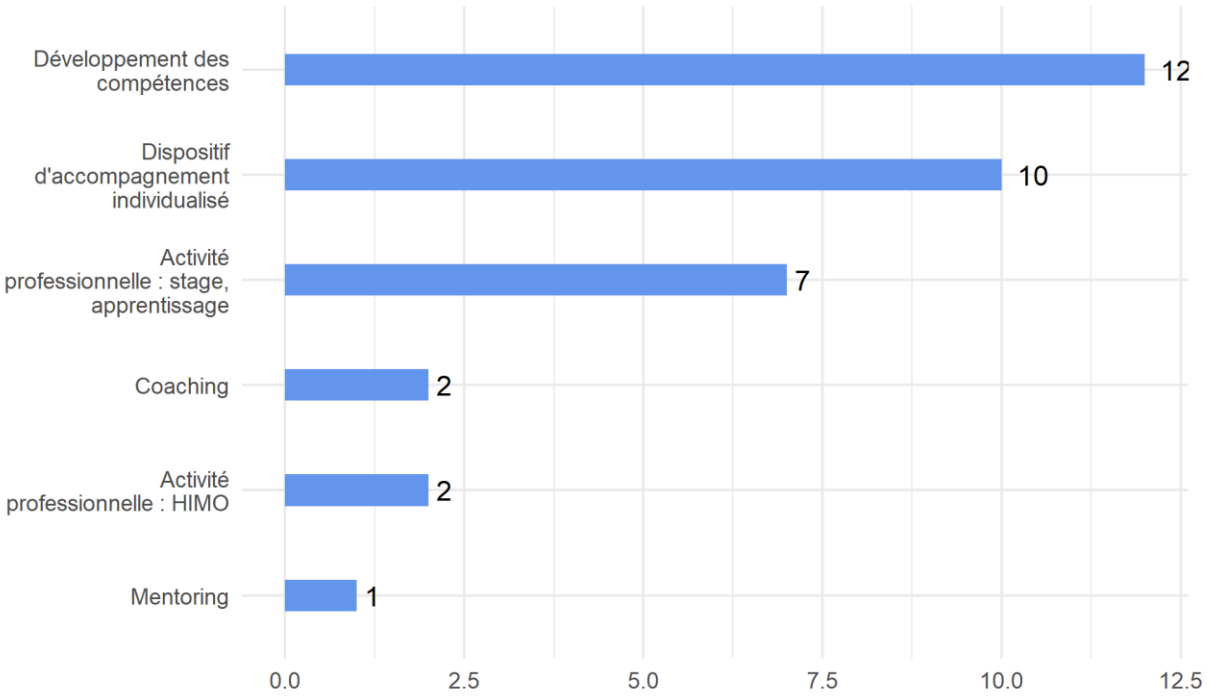
Figure 10. Comparison of the purpose of interventions before and after 2018



Source: Miscellaneous materials, prepared by the authors, 2022

The aim here is to consider the different mechanisms deployed to promote the integration of direct beneficiaries into training and employment paths. The analysis of the interventions shows the diversity of the actions implemented by Enabel. This indicates a good knowledge of the transition processes from education and training to the labour market and a non-dogmatic approach to the subject. More specifically, the development of competences and the deployment of individualised access to education/training and employment are the most commonly used actions. This echoes the stated goal of increasing the employability of beneficiaries to access employment. In this context, the deployment of coaching or mentoring actions is gradually spreading, but these actions are not yet systematised. In the process of transitioning to the labour market, work experiences play a major role. In Enabel’s interventions, immersion in the world of work through on-the-job learning, work-study programmes or apprenticeships is frequently used when the economic fabric allows it.

Figure 11. Programmes deployed by Enabel’s interventions



Source: Miscellaneous materials, prepared by the authors, 2022

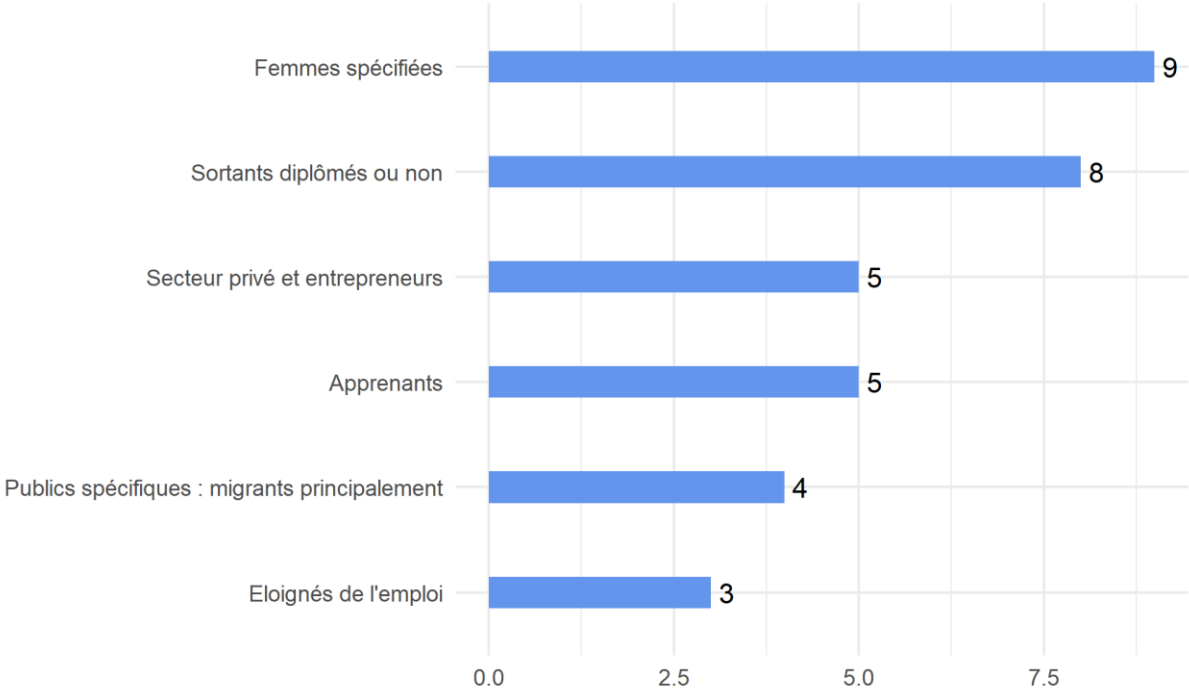
Beyond the means implemented by Enabel in the field of TVET, the question of targeting, and therefore of beneficiaries, is an important issue. In the architecture of the interventions, the latter are composed of two categories: direct beneficiaries and indirect beneficiaries.

In the first category, women are the priority target audience for interventions. Thus, nine interventions specify them as a priority audience, while in the others, they are not absent but not specified as such.

In the context of the interventions, individuals who have already passed through the technical and vocational education and training system, whether they have a qualification or not, also appear to be priority audiences. Among the specific groups with the most difficulties, the evaluations show that they appear to be more removed from the interventions implemented by Enabel.

Finally, the private sector and entrepreneurs are targeted relatively frequently by the interventions, mainly in the category of indirect beneficiaries.

Figure 12. Public targeted by Enabel’s interventions



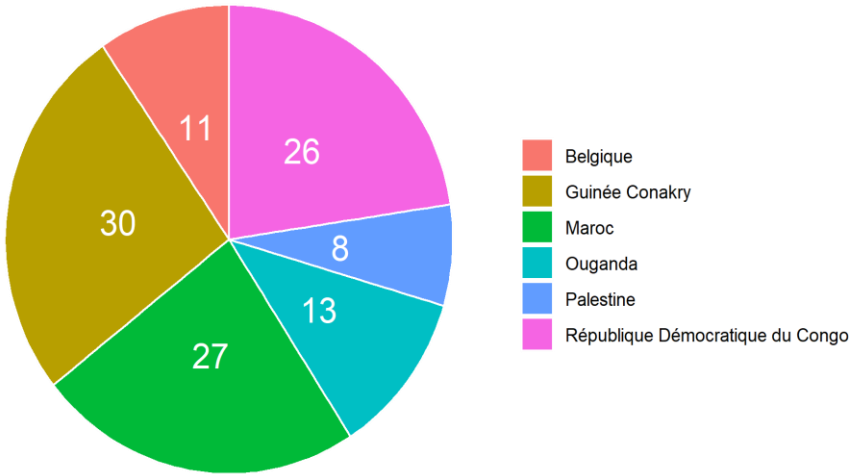
Source: Miscellaneous materials, prepared by the authors, 2022

The private sector is therefore an important indirect beneficiary of Enabel’s interventions. It appears in more than 50% of the interventions covered by the evaluation. Support to the education and training sector comes second, followed by institutional agencies. In contrast, civil society and the associative sector are less supported by Enabel than the entities mentioned above.

2.2. Map of the stakeholders interviewed

During the mission, a multitude of stakeholders were interviewed. Thus, the interviews made it possible to take into account the point of view of the stakeholders in the field in the countries visited, as well as those located in Belgium. The graph below shows the distribution of the interlocutors according to their location.

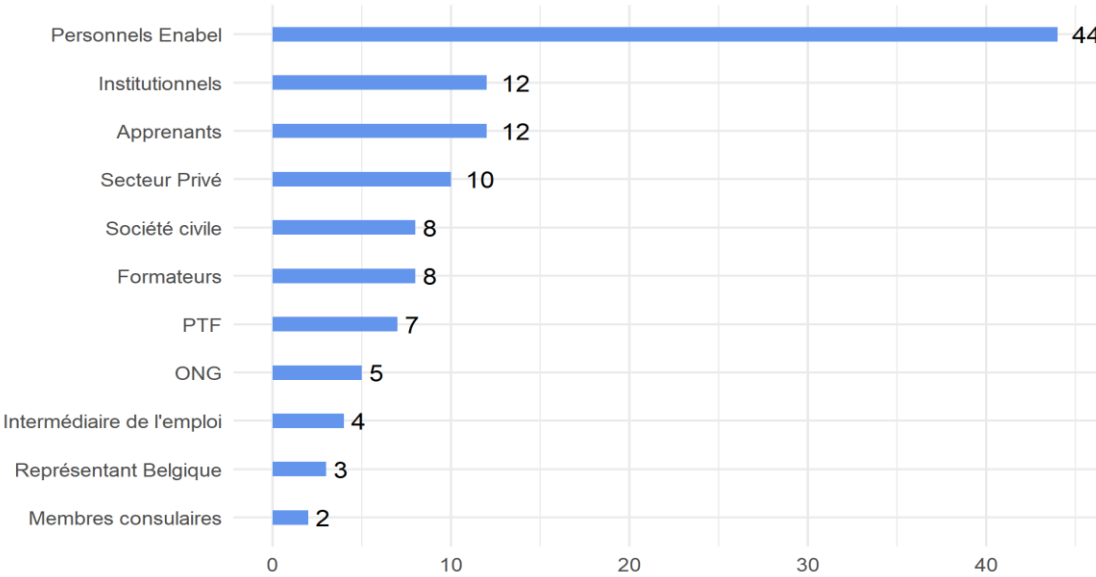
Figure 13. Distribution of the stakeholders interviewed according to their location



Source: Miscellaneous materials, prepared by the authors, 2022

Of those interviewed, Enabel’s teams were the category whose views were most widely collected. Institutional (departmental representatives) and direct beneficiaries, e.g. learners in the figure below, come second respectively. However, many of the beneficiary interviews were conducted in groups, so the number below is a gross underestimate. The figure below illustrates Enabel’s difficulty in involving the private sector, which was little solicited during the field mission; only twelve interlocutors from this sector were met.

Figure 14. Distribution of respondents by category



Source: Miscellaneous materials, prepared by the authors, 2022

3. Responses to the evaluation questions

3.1. Effectiveness

Question 1: What are the key models/approaches/solutions proposed so far to increase (1) access to qualitative vocational trainings for all, including third country nationals (2) employment for all, including third country nationals?

Thanks to all the materials collected, the field visits and the mapping of interventions presented above, the evaluation carried out shows a strong coherence between Enabel's strategic orientations and the intervention logic deployed in the field of TVET.

Youth and inclusion

Overall, **youth are the direct beneficiaries** in most interventions. There is no real age range for defining youth, and Enabel's programmes rarely refer to it in defining the population of youth who benefit from interventions. NEETs, or young people furthest from employment, are the main target of Enabel's interventions. In many cases, Enabel's interventions are similar to "*second chance*" programmes since the beneficiaries have already been through the educational system before dropping out or failing. Enabel generally uses the national definition to identify youth; that is, never under the age of 16 or even 18, and up to a maximum of 30.

Overall, Enabel's targeting is appropriate for local issues where there is mass youth unemployment, access to education remains insufficient, and youth are a keystone of development. However, in a more localised way, the question of the flexibility of interventions in terms of targeting and a need to open up to other audiences arises. This is particularly the case when the actions concern only those leaving training and exclude, for example, those who did not enter the education system¹⁸. Interventions in the field of TVET also raise the issue of lifelong learning and adult learning which, although underdeveloped in the countries concerned, is on the agenda of some national education policies. This issue is further complicated by the fact that some African countries consider individuals up to the age of 40 to be young.

Beyond these targets, the **most vulnerable populations** are at the heart of the TVET intervention programmes. Thus, migrants, people interested in mobility opportunities, refugees, people with disabilities, talents¹⁹ are, in some interventions, targeted according to the national and geopolitical contexts. In fact, although in some cases other groups could have been specifically targeted²⁰, the wide range of potential targets testifies to the willingness to include these groups in training and employment access programmes. Faced with this challenge of inclusion, observations in the field show Enabel's ability to master the problems of these groups and to adapt the support and care systems to their difficulties in accessing

¹⁸ See Country Note for DRC.

¹⁹ For example, MLAs (Moroccans Living Abroad) in the framework of MBI.

²⁰ See Country Note for DRC

training and employment. In the case of migrants, for example, Enabel has had the capacity to develop a structuring support system that addresses both their difficulties in accessing education/training and employment and other dimensions (administrative, recognition of qualifications, for example).

Among the vulnerable groups, **women** appear to be a target group for interventions with results to be achieved in terms of access to training, increasing their employability or their access to employment. With the objective of developing entrepreneurship, they are a target audience for several interventions²¹ since Enabel considers this dimension as a niche intervention. In addition to these actions, more or less scattered initiatives for women exist within the interventions. They help fight against discrimination and gender stereotypes, and promote female empowerment and access to the labour market for women. The establishment of "*mobile day-care centres*", awareness-raising meetings against sexism in the workplace or the employment of women for husbands are all initiatives that exist in some contexts but are not widespread. Thus, on the issue of gender, the interventions, from their conception, seem to only partially integrate Enabel's "*Objectives and Lines of Action of the Gender Action Plan 2019-2023*". The evaluation highlights a gap between what is advocated by Enabel and what is deployed in the field: the concept of "*gender mainstreaming*" is not yet well understood by the stakeholders in the Enabel ecosystem, e.g. local partners and teams. For the moment, it is partially and insufficiently operationalised in the field of TVET.

In the countries considered by the evaluation, Enabel attempts to cover both **urban and rural areas**. This was true in most of the countries visited. This shows the will to reach many targets but also to deploy in places where development aid is lacking. The field evaluation shows that the teams have a good knowledge of local issues and a strong capacity to adapt to socio-economic contexts. For example, the choice to favour the development of wage employment rather than self-employment differs according to the realities on the ground. However, the desire to reach out to different contexts is not without its challenges. The analysis of interventions in the DRC demonstrates this. The lack of human and material resources for some interventions in rural provinces, combined with a weaker structuring of stakeholders and strong political instability, jeopardises the effectiveness of interventions. Thus, in some rural areas, Enabel teams note a greater difficulty in involving private stakeholders, particularly within the formal sector, due to their low representation in the economic fabric and their weak organisation. Also, with regard to Enabel's strategic orientations, which aim to support the productive sector, some interventions in rural areas appear to be more difficult to implement and produce less good results.

Variety of actions

Enabel's agility in the deployment of its interventions is expressed in the diversification of mechanisms aimed at ensuring access to vocational education and training, employment, self-employment, or increasing the employability of beneficiaries. On the education and training side, quality improvement involves strengthening existing structures (training centres) or creating new ones (resource centre, platforms, school worksites). Between education/training and employment, **the acquisition of occupational experience and immersion in the labour market** through work-based learning, apprenticeships or work-study programmes

²¹ See Country Note for Guinea and Morocco

are the means favoured by Enabel. To promote the employability of young people, education and training to develop competences that can be transferred to the labour market or job search techniques are also mobilised. In this context, the use of coaching and mentoring is gradually being deployed. On the employment side, the development of high intensity labour (HIMO) used in some interventions allows for the employment of young people on a short-term basis.

Enabel is also involved in **actions to promote and enhance the value of TVET** or success stories. In the areas of intervention where TVET suffers from a degraded image and where vocational education and training paths are neglected by part of the youth, Enabel participates in a series of actions to promote technical and vocational education and training²². Other initiatives focus on enhancing the value of vocational courses in order to increase their attractiveness in terms of occupational integration. Finally, Enabel is particularly visible in promoting individual success stories through the development of ambassadors. In this context, the trajectories of some women are often highlighted.

The effectiveness of Enabel's interventions is therefore based on its ability to mobilise a variety of actions that it articulates within an individualised programme. However, this individualised support model can be questioned because the evaluation shows that **the model is so far incomplete**. Studies on the E-T-W Continuum and on the education-to-work transition of young people show the importance of peripheral obstacles in individual paths. These obstacles are many and varied, and relate to mobility, housing, the low level of acquisition of basic competences, the weight of family structures on career choices, and the fact of having children. For example, the geographical distance of learners from education and training centres or their economic involvement in the family structure appear to be obstacles to access to training. In the case of self-employment, access to financing or opportunities to enter the formal economy are also identified as peripheral obstacles. The use of mobile day-care centres or information meetings on female empowerment bringing together husbands and wives are all initiatives that Enabel deploys in a localised manner to break down some peripheral barriers that concern women. These initiatives deserve to be generalised in the individualised support model to improve the effectiveness of interventions.

Finally, even if Enabel masters and deploys many actions related to vocational education/training and employment, the range of these interventions is not complete. Thus, it seems reluctant to develop schemes that focus on informal training or others that can mix or alternate formal and informal training. **Reflections on the recognition, qualification and valorisation of competences, knowledge and know-how are relatively absent from the intervention model in the field of TVET**. The interviews conducted show that these dynamics have existed in the past and are still relevant in some contexts. The evaluation work shows that these actions were implemented in countries where national frameworks were already organised and structured, and that they were completed by the time Enabel chose to decrease institutional support. In a logic that aims to develop the employability of young people and to meet the needs of the labour market, the lack of consideration for issues related to qualifications can be questioned. Indeed, qualifications have the virtue of creating a common language between the world of education/training and the world of the labour market, which is necessary to match training and employment. In terms of future developments, the discussions at the July 2022 feedback meeting highlighted Enabel's willingness to move

²² See Country Note for DRC.

toward innovative forms of qualification that can be appropriate in environments where national frameworks are lacking. The possibility of developing micro-credentials is one of them.

Development of an ecosystem

Enabel's interventions are based, for the most part, on the development of a coherent ecosystem bringing together most of the partners of the E-T-W Continuum. The materials collected showed the capacity of Enabel's teams to mobilise a diversity of stakeholders: institutional, private, other technical and financial partners and NGOs present in the field. In this context, the stakeholders do not have the same position within the dynamics set up by Enabel. The previous mapping shows the **strong presence of the private sector in Enabel's dynamics**. The private sector is a privileged partner in Enabel's programming, since it is a question of education and training to support employment, and is often present via representatives, e.g. business or sectoral federations. On the ground, several governance models allow for the integration of the private sector into interventions. The participation of the private sector in a consultation committee or partners is often an option favoured by Enabel, as is its integration in the management of training structures set up by Enabel. For example, these meeting places are an opportunity to gather employers' needs in terms of manpower and competences. However, experience in the field shows that representatives have difficulty carrying out this exercise.

Business immersion schemes such as work-study, on-the-job learning and apprenticeships are also a way of integrating the private sector into VET interventions, and of addressing the lack of workplace practice that vocational education and training systems in general suffer from. As such, in the context of the work-based learning, Enabel seeks and works with local private employers who host the young people. These employers are asked to evaluate the competences of the learners at the end of their work experience, which reflects a real interaction between private and training stakeholders, in a win-win logic. Finally, the development of entrepreneurship and the emergence of self-employment is a direct support to the private environment. Other modalities for involving the private sector are rarely used in interventions, such as the involvement of employers directly in training programmes.

The Enabel prism for integrating private sector issues into the TVET model seems to obscure **other dimensions of the E-T-W Continuum**. Thus, the articulation between training and employment, e.g. the processes of intermediation in the labour market, is well present in the interventions. Among the tools deployed in the interventions, there are training modules dedicated to job search or CV writing that are part of this process as well as coaching and mentoring actions. Stakeholders specialised in labour market intermediation are sometimes involved in the ecosystem of interventions and sometimes in charge of carrying out the above-mentioned training. In some cases, infrastructures dedicated to the intermediation process are developed with Enabel's funding. However, the field visits showed that, in general, intermediation stakeholders appear to be much less central than, for example, private stakeholders (with the exception of Morocco and, to a lesser degree, the DRC). Thus, apart from countries where there is an important stakeholder in the intermediation process (ANAPEC in Morocco) on which Enabel relies heavily, few interventions aim at strengthening this dimension of the E-T-W Continuum. Moreover, when the public employment service is a

partner in the intervention, the degree of involvement varies, which should be discussed and improved.

Question 2: To what extent have these models/approaches/solutions contributed to achieve the expected development results (outcome) in terms of access and employment (if traceable)?

Recognised expertise and support for reforms

In the evaluation, the field has allowed us to see how Enabel organises itself to implement **relationships with institutional stakeholders**. Overall, Belgian cooperation has a real capacity to appreciate the context and the issues at stake, to evaluate whether or not to maintain relations with institutional stakeholders and to reach the right interlocutors. Although institutional support is less of a focus in the interventions, support for local policy directions depends on the presence or absence of a strong state. The effectiveness of Enabel's interventions is largely due to a strong link to national strategies, which has been confirmed in several countries.

The interviews conducted in the field tend to lead to the conclusion that **Enabel is a central player in the field of TVET in most of the intervention areas considered**. Some institutional representatives praised the ability of Enabel's teams to listen and to develop actions related to national or more local issues. In other respects, it is also the ability to intervene with the most vulnerable populations that is praised by many cooperation and institutional agencies.

Beyond this virtuous panorama, Enabel can be criticised for its interactions with local institutions and other local stakeholders. It turns out that Enabel has real **difficulties in disseminating some of these issues to its partners**. The deployment of the "*gender mainstreaming*" strategy is the most glaring example. In the field, local partners are not acculturated to this model, which, moreover, presupposes the dissemination of gender issues in all dimensions of the interventions. In the specific field of the E-T-W Continuum, although the general impression is that the stakeholders mobilised appear to have little experience with the issues, Enabel is trying to increase their competences on the question of the links between education/training and employment through participation in some VET-Toolbox type schemes.

Agility in the implementation of actions

There is a real agility on the part of the teams to imagine and organise interventions that coincide with reforms in TVET or in other areas but that involve dimensions of TVET. Enabel's agility is also based on its **ability to adapt the deployment of some systems according to local and individual issues**. To do this, Enabel has a strong knowledge of the issues of the E-T-W Continuum in a development context. Thus, Enabel has the capacity to deploy a complete set of actions that it adapts according to the local context and the targeted beneficiaries. Thus, the design of interventions in the field of TVET is based on a fairly complete identification of local socio-economic issues, a precise analysis of policy issues and an adaptation of the measures to the difficulties of the beneficiaries in terms of access to

training and employment. This last dimension is visible as soon as interventions are backed up by education/training and employment reforms.

However, the strategy to support an education and training provision adapted to the needs of the productive sector brings new challenges for the Enabel teams. If identifying sectors of activity that are particularly dynamic in terms of employment or self-employment opportunities has been successfully achieved for many years, it is now a question of **identifying sectoral needs in terms of apprenticeships, competences, know-how**, for example. This exercise appears to be much more complex than what was traditionally done in setting up interventions. Enabel's teams are thinking about developing Strategic Management of Jobs and Competences (GPEC in French), for example. For the moment, these sectoral analyses are carried out by local consultants and local documentary and statistical resources are mobilised, but Enabel has not really developed its own strategy in this area. A method could be deployed throughout these intervention areas.

An opportunity for beneficiaries

The materials studied show that the objectives in terms of access to education/training and employment of beneficiaries are achieved in most of the interventions considered. This effectiveness is visible in their entirety but also for more specific categories, such as the women's category. In addition, as the interventions progress, the number of young people who access the programmes, the vocational education and training system, and ultimately employment, increases.

Enabel's strategy is effective in the **way it draws beneficiaries into these interventions**. Sourcing is in some cases very ingenious as it calls upon civil society stakeholders to attract audiences to the programmes. In addition, the development of structured support programmes has the advantage of mobilising and maintaining young people within the programmes and limiting dropout. In some cases, the effectiveness of Enabel's interventions can be judged by more subjective factors. The use of more qualitative surveys allows us to see the benefit of participation in Enabel's interventions. In this virtuous panorama, there are interventions that do not achieve the expected results. However, the study of their architecture shows that these interventions are further from Enabel's strategy in that they seem less agile and more complex to operationalise²³. Despite this, the evaluation can only conclude that **for the beneficiaries, participation in Enabel's interventions is beneficial**. The increase in income observed from follow-up studies in Uganda is a convincing illustration, as post-training income increased by almost two-thirds.

Beyond these aspects, **several criticisms** can be made in terms of the effectiveness of the results. A central issue is how effectiveness in terms of employability is measured. To that extent, to date, there is a lack of information to fully assess effectiveness in this area. In this context, the lack of information on the longer-term employment status of beneficiaries is a real drawback. This is particularly important in the case of self-employment, since there is little information on the survival rate of this type of occupational activity in the longer term or on the rate of transition from the informal to the formal economy. In addition, there is a lack of precision in qualifying the occupational situation of beneficiaries at the time it is assessed.

²³ See Country Note for Morocco.

Impacts still difficult to assess

In summary, when considering the impact of Enabel on the creation of dynamics in the field of TVETs on a macro-economic scale, several observations must be made. Considering the state of the technical and vocational education and training system in the intervention countries, Enabel's investment contributes to improving the quality of training in the centres involved in the interventions. Access to education and training is also a criterion for success, since in most cases the number of learners is increasing, including the proportion of women. In terms of education/training-to-work transition, the available results show a relative effectiveness of the programmes. Finally, in the context of the strategy that aims to strengthen local economic dynamics through an education/training provision adapted to the needs of the productive sector, there is no evidence yet that Enabel succeeds in creating virtuous ecosystems in terms of wealth creation or employment. The importance of Enabel's interventions in the creation of value chains within local sectoral industries through a better articulation of technical and vocational education and training with the needs of the private sector has not yet been demonstrated.

On the ground, the effectiveness of Enabel's interventions is also measured by the interactions with local stakeholders. Both partners and beneficiaries praise the effectiveness of the Enabel model. However, in several cases, the selection of intervention areas was questioned in the interviews. Some local institutional stakeholders have expressed frustration. More locally, within the local communities, representatives sometimes emphasised that the presence of Enabel led to a strong demand from young people to enter the programmes (meeting with an elected official in the Kindia region, Guinea). Here, the question of the effectiveness of the selection and choice of target audiences is an important issue.

Question 3: What are the factors and mechanisms hindering or favouring the achievement of the development results?

Strong capitalisation of results

Enabel has several assets that make these interventions successful. Enabel's strength lies in its ability to capitalise on past interventions to build new ones. In this context, some reports present "*lessons learned*" that serve to identify success factors that can be replicated over time. Recently, new interventions under the new Investment in Competences Plan build on the lessons learned from several actions within the same country of intervention²⁴. In fact, the Enabel has a real memory of interventions that allows it to adapt its systems from one area to another according to the appropriate targets and contexts. Observations in the field show that the mobility of staff with expertise in the field of E-T-W Continuum from one country to another fosters this ability to replicate interventions that are deemed to be effective. In addition to this, a relevant analysis of local issues from different perspectives: socio-economic, educational and political contexts, must be carried out prior to the implementation of interventions. These exercises, known as "*scanning*", are particularly effective. At the end of these steps, Enabel is able to identify the most vulnerable populations, to locate the areas of

²⁴ See DTF Kinemploi, DRC

intervention where it can roll out its actions, and to adapt its programmes in line with the difficulties of the beneficiaries and with local or national institutional reforms.

For the future, new challenges will make it possible to increase the effectiveness of intervention results in line with Enabel's strategic directions. If, for the moment, the systems manage to guide young people either towards wage employment or towards self-employment, depending on the different configurations of the labour market, **more sectoral approaches need to be reinforced**. Sectoral analysis of labour shortages or shortage occupations and competences needs could be encouraged to improve the match between education/training and employment. From this point of view, it seems necessary to **reflect on the dimensions that enable the transition from training to employment**. Investments in competences recognition, validation and qualification will be relevant, as will the need to support employment intermediaries. It is also the need to better integrate gender issues into interventions that is a real challenge in terms of effectiveness. On this point, the capitalisation via the identification of good practices or the implementation of toolboxes are already avenues put forward by the Enabel teams.

New methods to be deployed

The evaluation seems to show that human, material and financial resources are not to be questioned when it comes to the effectiveness of the results. However, on rare occasions, it has been noted that the under-dimensioning of interventions and a high turnover of staff have sometimes called into questioning the expected results of some of the interventions. On this organisational aspect, several effectiveness factors were identified by the field teams. There seems to be a consensus regarding the lack of spaces for exchange on TVET or gender issues in diversified spaces. For example, some people mention the need for greater interaction between the field and Brussels teams. Others suggest the possibility of increasing exchanges with the academic sphere. In this case, it is the use of the data collected by Enabel for scientific purposes that would improve the effectiveness of interventions. Many call for the development of tools and methods that would promote greater implementation and operationalisation of strategic orientations within the interventions.

3.2. Relevance

Question 4: In a given national context with limited (financial) resources and (paid) jobs, what are the parameters to consider when deciding to invest in a specific model or approach aiming at inclusive skills development for increased employment and entrepreneurship (economic efficiency)?

There are many conditions to consider when deciding to invest. First, a formulation of interventions that would **reach the largest number** of people, especially among vulnerable groups, to address central injunctions and show strong results, while informing and supporting national reforms. Second, **interventions in line with the country's schedule** and with the general action of other technical and financial partners. Consideration of the intervention context is necessary to establish the design and intent of the interventions, as well as a **demonstrated ability to develop them** as needed, to replicate them in improved versions,

or to formulate new interventions based on the data accumulated to date. Finally, it is necessary to **involve the private productive sector**, and associate the general action of Enabel with international concerns (such as those of the European Union).

Acting on the greatest number?

In accordance with Enabel's strategic orientations, the development of entrepreneurship and self-employment are at the heart of Enabel's programming. This is particularly consistent in most countries where the low presence of industrial activity and wage employment are not able to provide employment opportunities for everyone.

Enabel is committed to *Leave No One Behind* (LNOB) because the State is often deficient in helping the most vulnerable groups. In fact, these two reasons come together because, when the State is fragile, it is the vulnerable groups that suffer from its absence in terms of training and access to decent employment.

We can see approaches that aim to support ongoing reforms in TVET and employment, in order to make Enabel's action sustainable, and others that are much more pragmatic, closer to the individuals. This approach is relevant when it intervenes at the grassroots level to help groups that would otherwise have no alternative. This apparent opposition (support for reforms/help for vulnerable groups) contains the parameters to be taken into account when deciding to invest: **interventions that address the problems of individuals as close to the ground as possible, with a focus that is relevant to Enabel's objectives, while ensuring that these interventions inform the more global action of support for reforms in the country** as a whole. This permanent feedback between learning and acting gives Enabel's action its relevance, and provides the conditions for investment, as it allows both the identification of the target groups and the needs of these groups.

This is undoubtedly one of the important debates about the relevance of Enabel's general action. It is a paradoxical injunction, because supporting national reforms is often not very visible in the short term but has a strong chance of changing the situation of the population in the long term, whereas helping the population directly at the grassroots level - typically through training and/or employability development actions - is more visible and more satisfying for Enabel's stakeholders, including Belgium's central institutions, but has little chance of profoundly or permanently changing the country's situation in terms of the E-T-W Continuum.

However, Enabel is identified as an agency that also develops interventions for audiences neglected by public authorities and by most other agencies and donors (individuals not in Education, Employment or Training, NEETs; LNOBs; migrants; people with disabilities; people involved in armed conflicts). Enabel's action is relevant from this point of view, when it seeks to reduce economic inequalities through the reduction of inequalities in access to TVET and competences, or when it seeks to reduce gender inequalities by focusing its efforts on improving women's participation in education/training, employment and entrepreneurship.

Interventions often linked to national policy

Coherence between Enabel's approaches and solutions and the national policies of its countries of intervention is a central objective of Enabel's general action, which strives to formulate its interventions as supporting the reforms underway in the partner countries (migration,

vocational education and training, social and occupational integration). Such an approach assumes that support for reforms has a deeper and more lasting effect. **The fact that the interventions are linked to a sector ministry reinforces the link between Enabel's action and the national policy of the country of intervention.**

This approach is well illustrated by the SSU (*Support to Skilling Uganda*) interventions in Uganda. They are designed and formulated to support the national *Skilling Uganda* (SU) strategy. This is a relevant approach because **this coherence makes it easier to achieve several other general objectives, such as the sustainability of the action**, since it is in line with the continuity and expectations of the various sectoral ministries concerned. The Uganda example also shows that Enabel has invested in research to understand the determinants of successful action: this is evidenced by the size of the M&E team, which was the largest of any intervention country at the beginning of the SSU interventions. The idea was that support for the ongoing reforms would allow for a lasting and in-depth change in the employment situation and the contribution of TVET to the social and occupational integration of young people, especially if Enabel's intervention schedule is in phase with that of the country.

In Morocco, many interventions are rooted in the country's strategic migration orientations. They are also relevant to the strategic guidelines established jointly by the Moroccan government and the European Commission. Thus, Enabel's interventions are often **related to human mobility, and relevant in the international context**. The Amuddu intervention is presented as a support to the National Strategy for Immigration and Asylum (NIAS) which aims to "*ensure a better integration of immigrants and a better management of migration flows within the framework of a coherent, comprehensive, humanistic and responsible policy*". The Amuddu and MBI interventions are also supported by the actions deployed as a result of the NIAS. In addition, the National strategy for Moroccans of the World aims to mobilise the Moroccan diaspora to meet individual and economic needs.

In line with Enabel's new paradigm, which links TVET and employment more closely than in the past, Enabel's work has also become **relevant from an employment perspective**, although this form of relevance actually predates the paradigm shift (in Palestine and Uganda, for example). Its interventions are almost always formulated in relation to the reforms undertaken by the State of the country of intervention to change the functioning of the labour market or, at least, to improve its fluidity and capacity to absorb the younger generations. In Palestine, all interventions aim to address concrete issues concerning barriers to accessing the labour market, such as lack of practical competences or knowledge of the world of work. This manifests itself in a clear focus on work-based learning, and incubator-type approaches (ECIB).

In Morocco, Enabel supports reforms to improve the business climate that can help foster job creation. The relevance of Enabel's interventions can be observed in the entrepreneurial component of the interventions, which has become a major axis of Morocco's economic policy. Recently, the reform of the regional investment centres allows to support economic activity and entrepreneurial initiative. In addition, Morocco has launched several programmes to support access to finance for young entrepreneurs. There is a match between the Moroccan objectives and those of Enabel's interventions to promote self-employment.

Between these two levels - micro and macro, as it were - there is the *meso* level on which Enabel also has a great capacity to act. Enabel has a real ability to identify, strengthen or develop structures that could help achieve the objectives set out in the interventions, first and foremost because Enabel has a real talent for identifying relevant partners and stakeholders, who are levers for action. On the partner side, Enabel has a good capacity to rely on local players (neighbourhood leaders, non-governmental organisations, local government representatives). These local relays are in turn able to mobilise the socio-economic ecosystem in a short time (see the case of Guinea). On the other hand, Enabel seems to have difficulty coordinating with other technical and financial partners -with notable exceptions such as its work with GIZ (Palestine, for example)- and few relationships with them exist. This raises the question of relevance to the interventions of other technical and financial partners.

Other points, less present in Enabel's action, could also be taken into consideration when deciding to invest:

- Country approaches could be more holistic in identifying needs, as in the case of the DRC and the issues surrounding domestic migration.
- Acting on employment requires action on employability, so that individuals can increase their chances of being recruited. Approaches such as the recognition of prior learning (RPL), qualification, or even micro-credential, would be relevant to access to employment, and especially to decent employment.
- Develop synergy between interventions in different sectoral areas in which vocational education and training play a role (DRC, electrification of a district in Lubumbashi).
- Support vocational education and training institutions in a logic of strengthening value chains within a sector of economic activity (Rwanda, Morocco), linked to the national strategy (sectoral plans).

Question 5: What are the strategies in place to improve the collaboration between the private sector, public authorities and civil society in the domain of TVET and employment? To what extent did these strategies succeed in improving the coordination among these actors?

A search for involvement of the private productive sector, reinforced by the paradigm shift

Enabel has always tried to involve the private productive sector, even before its paradigm shift. Since this change, it is even this aspect that structures Enabel's action and the formulation of its interventions. Interventions in countries such as Burkina Faso, Guinea, Palestine and Senegal, for example, focus on the private productive sector as a catalyst for competences creation. Work-based learning or incubator approaches need the private productive sector to provide on-the-job learning, work and exchange spaces or, more generally, places to learn and understand what the world of work is like. In this context, Enabel was able to find the right speech to **convince some employers** to the idea of getting involved in TVET, the creation and recognition of competences, and the future of young people. The line of argument was that today's learners and apprentices are tomorrow's employees in the private productive sector. In

addition, the centres of excellence in Uganda clearly report that it has been fairly easy to convince employers that getting involved in vocational education and training is a win-win situation for them because there is a high demand for competences and the centres of excellence, with the right equipment, can impart technical competences that are often scarce and in high demand.

In a more general way, Enabel has developed a certain knowledge to build bridges with the private productive sector, thanks to **consultation, steering, management committees or any other form of activity that establishes partnership relations** with structures that are somewhat representative of the private productive sector (umbrella structures, employers' organisations). In DRC, the Lubumbashi Resource Centre is managed by a committee of partners. It is one of the most obvious characteristics of the private sector's participation in Enabel's work that it is not there as such, but **through associations or professional federations**, with the exception of a few large, locally dominant companies that are involved, sometimes in a win-win philanthropic logic.

There is a **relative shortage of meeting and sharing spaces** that would create a movement towards more cooperation between the private and public systems, and civil society. There is no digital platform that would play this role as a sharing space, for example, to document approaches and solutions that work. **The involvement of civil society** is not automatic, although it is present in some interventions, particularly in low-income countries where Enabel intervenes directly with groups at risk who are left behind. Indeed, in this case, implementation is often led by a civil society organisation. In general, Enabel tries to set up steering committees bringing together private stakeholders, civil society organisations and public sector entities around its interventions. Intervention managers have a convincing role to play in this regard through their work in seeking out partnership relationships.

Enabel is credible as an inviting and proposing power

This diagnosis of a relative shortage of meeting spaces, whether physical or digital, is even surprising given that, as seen above, Enabel coordinates well with key players and other stakeholders in the TVET and employment fields. Enabel knows how to identify key players at the local level and, even if coordination with other technical and financial partners is not ideal, Enabel is a credible organisation as an inviting force.

Enabel plays its **role well as a bridge between key players and stakeholders in education/training and work** who did not know one another before, but these bridges do not exist on a large scale. They are promising, however, because they have proven successful elsewhere, such as attempts to establish public-private partnerships in the management of infrastructure, although they are not very successful at the moment (for example, the public-private partnership management of the Lubumbashi Resource Centre visited in the DRC is struggling to be established). Knowing how the ecosystem works and playing a unifying role is a prerequisite for contributing to development beyond a simple capacity building action.

There is a clear attempt to develop cooperation with the private productive sector and its involvement is foreseen in all recent interventions. Partnerships with the private production sector exist and are sometimes innovative. This is the case of the EDUKAT intervention in the DRC, where employers are involved in evaluating the competences of young people who are involved in on-the-job learning in their companies (three months off-the-job learning in the

resource centre, and three months on-the-job learning; nearly 70 partner companies). For the next formulation of EDUKAT, a reflection around a "*first facility employment*" is envisaged to structure and involve more the partner companies. There are also some innovative forms of cooperation where the company is not only a provider of jobs and work-based learning activities, but is also involved in the incubation of young companies. The forms of ambassador programmes - present in the DRC and recommended by the evaluations conducted in Palestine, for example - are practices to be noted. These are mechanisms where the success of some is documented for the greater number and to create vocations to choose this or that training path and/or to launch into entrepreneurship typically.

However, in the relationships, it is difficult to involve the private productive sector in the creation and recognition of competences, on the one hand, and to ensure that the partners of the private productive sector are able to identify their needs in manpower, recruitment and competences, on the other. In addition, the investment of employers in the education and training programmes is limited, there are few examples of interventions where employers are involved in the education and training programmes or in their implementation (for example, in the development of the programmes).

3.3. Sustainability

Question 6: To what extent are the development results achieved (access, employability and employment) likely to continue after the end of the interventions? What are the underlying reasons and factors which favour or hinder the sustainability of development results? To what extent do results influence the way of working of the partner countries beyond the intervention (mainstreaming or up-scaling of models and approaches)?

The sustainability of Enabel's interventions is a **crucial issue with regard to the development objectives** and global challenges that Enabel intends to address through its 2030 strategy. Development aid is a long-term process and many of Enabel's interventions in the field of education/training and employment are renewed or extended, sometimes up to ten years after the launch of an initial intervention. This may indicate a need to intervene over a long period of time, which exceeds the five years of interventions financed by Belgian cooperation, and even more the three years of interventions co-financed in the framework of emergency plans. It can be assumed that if the interventions are renewed, it is because sustainability has not been achieved as desired. The issue of sustainability is even more decisive because the interventions take place in states that are largely characterised by their fragility.

National and local anchoring

The main factor that favours the sustainability of interventions is undoubtedly the **support of national strategies**, when they exist. In fragile states (e.g. Guinea), it is more difficult to

support national strategies than in countries such as Morocco, "*a strong State, where it is difficult to implement projects without having relations with institutional stakeholders.*"²⁵.

This structural factor comes into play very early on in the negotiations between the Belgian government and the country that receives support from Belgian cooperation, which could be detected through the advice notes on the formulation of the portfolio. It is also very early on, in the multisectoral approach to formulating a country's portfolio, that the conditions for sustainability are being shaped. For example, the latest Advice Note (*Note d'avis* in French) from the DRC states that "*the multisectoral portfolio should strengthen the sustainability of sectoral interventions.*" The search for sustainability, as the cornerstone of a country's development, requires support for an inclusive, social and solidarity-based economy, through complementary sectoral interventions.

It appears that **the structuring factor for the sustainability of interventions in a country is largely based on a strong relationship of cooperation between states, through support for national strategies in different sectors (education, training, employment, human mobility), through a convergent multisectoral approach.**

Incidentally, the cooperation strategy deployed by Enabel leads to a strong logic of adhesion of national institutional stakeholders, to a strong collaboration with the ecosystem of the field of education/training and employment (also human mobility when interventions require it), which is made possible by a recognition of Enabel's expertise. **Enabel's legitimacy** and its **capacity for institutional influence** are in themselves factors of support for the interventions implemented, and thus for their sustainability. In the countries visited, Enabel's technical expertise and its recognition by national institutional stakeholders, as well as by local players, were repeatedly highlighted. From the transversal analysis, it appears that the conditions of sustainability are built over a long period of time, which goes beyond the time of the intervention. The capacity-building strategy is also a fairly standard channel for **changing the way partners work** once the intervention is over. In the DRC, for example, local staff gradually took over the management and administration of the resource centre so that it could continue to function after Enabel's support ended.

In practice, support for national strategies and reforms takes different forms. We will take three of them as examples here, because they were frequently reported in the interviews and in the evaluation reports as factors of sustainability: the establishment of **focal points** in the host ministry (Enabel-Ministry pairing, mutual exchanges of practices, knowledge of the field), the **establishment of public-private partnerships for the construction or maintenance of infrastructures** (e.g. training centres or other infrastructures), **support for the operation of training centres** (e.g. equipment, teacher training, training of management teams). The paradigm shift in Enabel's education/training and employment strategy aims to involve the private sector to a much greater extent in order to stimulate job creation and thus contribute to the country's development. The example of the resource centres in the DRC or the centres of excellence in Uganda illustrate the search for partnerships with the private sector, whether to better respond to local needs in terms of competences, to secure financing for the centres, to provide useful technical platforms for businesses (e.g. to support the development of an education and training programme in the DRC), or to develop a

²⁵ Country note Morocco, p.8

partnership with the private sector: the VTI of Fort-Portal, Uganda). The model of support to local development plans implemented in Guinea (Integra intervention) is also a way to contribute to the sustainability of the intervention, by also creating partnerships between local authorities and local businesses. Interventions based on support to a particular sector (agricultural sector in Guinea and Morocco; construction sector in Rwanda) and the creation of a value chain have emerged as models that promote sustainability by contributing to the structuring of a sector, increasing the competences of the workforce and coordinating the stakeholders in the sector.

A question that emerges from the study is **how the paradigm shift in Enabel's education/training and employment strategy is leading to greater sustainability of interventions?**

Thinking about sustainability when formulating interventions

The sustainability of interventions is a difficult criterion to assess insofar as the final evaluation reports are produced at the end of the intervention. To measure the sustainability of interventions, evaluations some time after the end should be considered (e.g. five years after the completion of a portfolio). As it stands, what can be reviewed are the conditions for sustainability, which very often rely on capacity building of the intervention partners (institutional or subsidised). The development of sustainability plans is an indication that these conditions are being taken into consideration. In the interventions reviewed, this consideration is quite variable. We can only state that the more sustainability is anticipated and co-constructed with local players (setting up a partners' committee for example), the more likely it is to lead to visible results. When sustainability plans are foreseen at the time of the drafting of the technical and financial files, they are only foreseen for the intervention; we have not identified in the documentation available any indications of sustainability construction in the formulation of a sectoral portfolio.

Barriers to the sustainability of interventions

Throughout the study, weaknesses in Enabel's ability to put in place the conditions for the sustainability of interventions became apparent. These are either linked to the **socio-political context** (degree of fragility and corruption in the states concerned), to the **mode of financing** the intervention (co-financing by the European Union or financing by the Belgian State only), to the **organisational model of the intervention** (financing by subsidy), to the **internal conditions for carrying out the intervention** (human resource management and staff turnover), and finally, to varying degrees, to an insufficient understanding of the private sector's needs in terms of competences, with a very manpower planning-based approach²⁶, or not sufficiently methodologically equipped.

Thus, it appeared that the method of financing the intervention could be a point of weakness in the sustainability of the interventions (even though European Union funding seems to be increasing). Indeed, interventions that involve other agencies or donors run the risk of not pursuing the same sustainability objectives or responding to emergencies (e.g. Emergency Trust Fund funding). Similarly, interventions restricted to vocational education and training programmes, e.g. interventions without a backbone of systemic change, such as SSU's system

²⁶ In the manpower planning-based approach, the creation of competences by the education and training system is planned on the basis of the demand expressed by companies.

of project calls in Uganda, do not provide the conditions necessary for sustainability. In this case, if Enabel's funding stops, the trainings stop.

The employment conditions of Enabel staff (National Technical Assistants recruited on a project basis for example) and the frequent turnover is both a resource for the teams (contribution of practices and knowledge, sometimes from other countries), but also a factor that limits the sustainability of the intervention (loss of information, loss of local contacts) whose conditions are linked to the establishment in the ecosystem of the education/training and employment partners.

Finally, and particularly since the change in strategy for vocational education/training and employment, the private sector is becoming a central stakeholder in development. However, this implies that competence needs are well identified, knowing that they are volatile and variable depending on the type of interlocutor from whom the diagnosis is built. We can take as an example the PALIM project, in Morocco, for which a major effort has been made to identify the needs of companies. However, this identification effort was not based on the companies themselves, but on representatives of company networks, which resulted in a gap between the diagnosis made and the actual recruitment of beneficiaries: *"In other partnerships we have experienced, the role of business in these projects is more central than that of PALIM. In PALIM, we wanted to focus on sectoral organisations. Of course, these are politically and strategically important structures, but no one knows their real needs better than the companies themselves. Perhaps they should have been more involved"* (Final Review, PALIM, p. 26). Obviously, the statistical system of the states in which the interventions are deployed has only rare exceptions for data on the labour needs of companies (e.g. Morocco). The diagnoses are therefore based on the detailed knowledge of the field of Enabel's teams, or on field maps made for the needs of the intervention. The risk identified is that if local competence needs are poorly identified, the sustainability of the intervention may be questioned (in addition to its effectiveness and relevance). With the change in strategy, the tools for identifying workforce needs and shortages would benefit from review and improvement.

Question 7: What are the strategies implemented to ensure the financial sustainability of the TVET and Skills Development for employment promotion initiatives supported (such as TVET Centres, Centres of excellence)? To what extent do they effectively contribute to ensure their financial sustainability?

In most of the countries covered by the evaluation, governments are failing and Enabel's strategy is to create partnerships between local authorities and the private sector, to focus on a more localised but controllable level. Enabel's recognised expertise helps make these partnerships possible, especially since Enabel's sometimes long-standing presence in some countries is a testimony to Enabel's actions that are technically appropriate, but whose budget is considered by local players to be too low. The challenge of creating these partnerships is to establish favourable conditions for financial sustainability after the end of Enabel's interventions. However, it seems that the sustainability of interventions is rarely ensured at the end of the interventions, and there is still room for improvement in order to secure

interventions that show good results, as well as to increase the influence of the expertise, which seems to be limited to the ministries where the interventions are based and the main implementation partners.

A strategy based on individual support, an economic model that is more expensive and more difficult to sustain

The TVET-Employment theory of change is based on individual support mechanisms, whether during the initial guidance, training or post-training phases. It is at the cost of deploying human resources dedicated to accompanying beneficiaries that results are more likely to be achieved. However, this economic model is undoubtedly difficult to support by local partners and the relevant ministries. High costs can be a barrier to the financial sustainability of interventions. This remains a question that could be addressed in a separate study.

Within a constrained budgetary context, Enabel is deploying a strategy to develop partnerships with other donors and to obtain funds from the European Union outside of bilateral programmes. However, the search for new funds can be considered detrimental to financial sustainability (very short emergency plans targeting immediate and visible results, not intended to be long-term). The increase in European funds is too recent to have a global vision of the impact on the scope of interventions, their formulation and their sustainability.

3.4. Equality

Question 8: What kind of approaches have been introduced, if any, to ensure that women, youth and people with disabilities had: (1) equal access to training and (2) equal opportunities in entering the job market (relative to context and to national trends)? How effective were these approaches to improve gender equality?

The gender strategy 2019-2023 (*#Weforher*) references the guidelines of actions that were to be implemented to improve equality between men and women. In the field of vocational education/training and employment in the countries of intervention, marked by profound gender inequalities and the existence of particularly pronounced gender stereotypes, the issue of equal access is particularly important. In the interventions reviewed, the **results-based management policy does incorporate gender as a target variable**, most often with parity objectives for integration into a particular education/training or entrepreneurship preparation programme. These objectives are generally formulated in the technical and financial files and are subject to specific monitoring. These parity objectives probably make it possible to fight against gender inequalities, since efforts are made to ensure that girls and women can enter an education and training programme: role of identification committees in the provinces, role of community agents in convincing men to let their wife and/or daughter go for training or preparation for self-employment, role of information on guidance towards male-dominated occupations, even if in the end women are most often still in female-dominated training (e.g. hairdressing, sewing) and men in male-dominated training (e.g. car mechanics, building industry). **The approaches implemented are twofold:** based both on the definition of objectives for women in training and on actions that enable the

achievement of these objectives (which are sometimes difficult to reach because of the high cultural barriers) by developing "*outreach*" approaches in the communities to convince those who have the power to decide and by setting up facilitating actions (mobile training centre, mobile day care centres, boarding schools specifically for girls, etc.). By the way, in these approaches, it is a small step towards gender mainstreaming that is accomplished, by working in communities to explain and combat gender stereotypes (see, for example, the transformative actions around gender inequalities with men and women, Guinea). **However, the evaluation did not identify (local) gender inequalities at the time the interventions were formulated.** We also did not identify any evaluation work specifically designed to measure progress in terms of women's empowerment, with the exception of the study commissioned by APEFE from ADE Consulting on the programme's impact on Moroccan women's entrepreneurship, which shows a slightly positive impact on their degree of empowerment thanks to the programme. The main approach used to improve women's access to employment is enrolment in self-employment programmes. There are still interventions in which **facilitating actions** are not put in place, which forces women to come with their children to training (Morocco), which can hinder equal access to training.

Youth in the countries of intervention suffer from unemployment, underemployment, and even idleness, both because of a lack of basic competences (e.g. access to education and training is still very unequal depending on the territory, urban or rural areas, family origins), but also because of a lack of competences that are not adapted to the needs of the companies that are recruiting. Most often, lack of practice is given as the reason for the main difficulties encountered by young people, including young graduates. The education and training courses, too theoretical, are not adapted to the labour market. The approaches developed by Enabel are therefore based on **education and training that enable young people to acquire these missing competences by promoting work-based learning** (e.g. workshop training such as in the Congolese Resource Centres or the Ugandan Centres of Excellence, work-based learning) **or by giving them the necessary foundations to develop their own business** (e.g. incubators, start-up kits). It is by bringing the world of training and the world of business closer together that Enabel's approaches aim to reduce inequalities in access to training that is valued for access to employment and, ultimately, to the labour market. Enabel's interventions are based on **individualised pathway engineering**, from guidance for the choice of a trade to help towards work-based learning or a job. Enabel's support actions are mobilised to reduce dropouts, promote opportunities, and move each beneficiary toward the final goal.

The connection between the training and economic spheres is not reduced to the dimension of technical competences acquired in a work environment. Work on **behavioural competences** is sometimes identified in the interventions (and sometimes linked to the consideration of gender differences) and supported by coaching or mentoring actions (or even citizenship education).

Finally, for **people with disabilities**, socio-economic inequalities are even greater than among other vulnerable groups. However, we did not identify any interventions that fully integrate an inclusive dimension, in the sense that people with disabilities and able-bodied people would be trained in the same place. Enabel's interventions, such as those deployed in Uganda (Kadupedi) by an association subsidised within the framework of SSU, are an illustration of how the needs of people with disabilities are taken into account.

Question 9: What best practices and inclusive strategies were developed to ensure sustainable (re)integration of people with migration experiences, through (access to) training and employment opportunities? What worked and why?

According to the theory of change related to human mobility, "*The ultimate change Enabel wishes to contribute to in terms of sustainable reintegration is that the potential of returning migrants is enhanced and strengthens the socio-economic development of territories and communities.*" (p. 3) To this end, Enabel has set up specific interventions for returning migrants (e.g. Morocco, Guinea, Uganda) or specific actions in broader interventions around human mobility or access to employment.

The good practices identified are those that consist in taking into account all the specificities of the target public (e.g. returning migrants, people interested in mobility opportunities, regularised migrants, refugees), in relation to the migration experience. This involves actions that go beyond vocational education and training or entrepreneurial support: financial, social and legal support, community relations, workshops to exchange information about the migratory experience, and citizenship education to facilitate integration. On the other hand, there is a **lack of inclusion of people with migratory experience with nationals**, as the training is provided separately.

Box 2 - Definition

Returning migrants: Returning migrants are defined as individuals who have temporarily changed their usual place of residence to go abroad (e.g. crossing an international border), for various reasons, and who have temporarily or permanently returned to live in their country of origin, regardless of how the return was organised.

Actions based on the establishment of **relationships with the communities** in which the migrants (including returning migrants) find themselves, make it possible to establish a bond of trust that is essential before any attempt at vocational education and training. This work sometimes requires that Enabel's teams have been present in a territory for a long time or rely on civil society partners well anchored in the territories and/or local authorities (legitimacy effect), or even on people with migration experience. This climate of trust and dialogue allows Enabel and its partners to take into account the specific needs of these population groups. In addition, the population groups targeted by these interventions may be reassured by being with others who have migratory experience. One example is the workshops on the migration experience.

There are many legal obstacles in the migration process, and practices that combine interventions in the area of competences development and **legal support** related to migration (relations with the relevant administrations, visa renewal) are successful. Removing barriers to full integration in the host or return country is a prerequisite for socio-economic integration.

Beyond legal support, support for the **recognition of competences or qualifications** is an approach that can facilitate integration into the labour market, although effective implementation is difficult (lack of a national qualifications framework, lack of formal frameworks for the recognition of prior learning). However, there are cases where, thanks to the existence of a national policy for the recognition of prior learning, the recognition of the experiential learning outcomes of people with migratory experience is effective (e.g. Directorate of Industrial Training, Uganda).

Naturally, the more Enabel's interventions are backed by **national migration strategies** (where they exist), the more likely they are to lead to sustainable integration or reintegration.

In the migration experience, the **economic difficulties** of the candidates are also other types of obstacles to which Enabel provides solutions. In some interventions, raising the opportunity cost of irregular migration is a means to foster sustainable integration²⁷. From then on, it is also a question of providing individuals with capacities (e.g. competences, resources) that can be mobilised during future mobility. This can be, for example, the establishment of a daily allowance (even if small, but which allows to secure the training path, Guinea), the assistance to the creation of self-employment with a start-up kit to provide for basic needs (intervention in Uganda with ex-combatants). Short-term training courses are then particularly suitable for making the opportunity cost of training economically acceptable in interventions where there is no financial allowance for replacement.

Finally, part of the study's interventions is characterised by an anchoring to the global challenge 2030 "*Human Mobility*", based on the GSP model (*Global Skills Partnership*) which is presented as a model of labour circulation in order to balance the labour markets of different countries and to address the mismatch between supply and demand in each of the labour markets (e.g. PALIM and THAMM). Although innovative, the recently implemented approach has not yet proven effective.

Question 10: What approaches and strategies, if any, were adopted to ensure that displaced and refugee people had (1) equal access to training and (2) equal opportunities in entering the job market? What made them effective and why?

To ensure equal access to training and employment opportunities, some interventions rely on the **public employment service** (e.g. Morocco) to take advantage of its territorial coverage and the capacity of local stakeholders to identify and attract mobile people. This strategy depends on the degree of territorial coverage of the public employment service and its capacity to support new groups; in some countries, the public employment service is not yet sufficiently developed to be an approach that improves equal access.

When the public employment service is not strong enough, a strategy of building **partnerships** (e.g. in the form of subsidies with civil society organisations) allows Enabel to gather field knowledge and expertise on mobile populations and refugees.

²⁷ Overall objective of the Integra intervention: To contribute to the prevention and limitation of irregular migration, as well as to enable the reintegration of returning migrants and the sustainable socio-professional integration of Guinean youth, in order to promote the inclusive economic development of Guinea.

Individual support, implemented as early as the orientation phase, improves the chances of accessing vocational education and training, and improves the chances of entering an education and training programme that corresponds to the aspirations of the individuals. This individual support, which continues during the training phase, also enables mobile people and refugees to benefit from an adapted programme (e.g. understanding of the programme, obstacles linked to social and administrative rights), modularised according to learning and progress capacities (adapted teaching methods, language reinforcement modules).

Finally, as far as connecting with companies is concerned, an initiative such as **mentoring**, tested for example in Morocco (Amuddu, 22 partnerships of sponsors and sponsored) appears to be a good practice to facilitate access to employment for migrants and refugees, insofar as the role of the sponsors is to provide them with knowledge of local companies, hiring procedures, or the existence of job openings. In addition to the fact that mentoring is a way for the private sector to become involved in socio-economic integration, the contribution of a sponsor can be complementary to the support work carried out by the public employment service or the partners in charge of individual support. The organisation of **job dating** (e.g. planned in PALIM in Morocco), or the development of a **digital platform** presenting the competences of trained migrants and refugees (Amuddu, Morocco), are examples of approaches to improve the chances of access to employment for mobile people or refugees.

Question 11: What should be improved in targeting vulnerable groups and in the models/approaches/solutions implemented so far to respect the principle of *Leave No One Behind* (LNOB) (given the digital divide, the COVID Crisis)?

Enabel intervenes with vulnerable target populations that are not the object of interventions by countries or other cooperation agencies, despite the 2030 Agenda for the achievement of the SDGs during the interviews in the various countries visited, the fact that Enabel intervenes where others do not was repeatedly mentioned.

In several countries, Enabel deploys its interventions in **various territories**, sometimes very isolated and in which economic activity is weak and/or informal (e.g. Tshopo in DRC, Kasese in Uganda, Kindia in Guinea), or made difficult by the economic-political condition (e.g. Gaza Territories). There may be a tension between the objective of respecting the "*Leave no one behind*" principle and the effectiveness of interventions, given that the return to employment of the most vulnerable people is more difficult in a fragile and unpromising economic context.

Enabel succeeds in **targeting vulnerable audiences** by relying on local authorities, civil society organisations (agility and expertise), and communities in a "*reach out*" approach. The most vulnerable people are also vulnerable because they do not have the capacity to claim their great poverty and vulnerability, and do not solicit the competent public authorities in this matter. Enabel's approach is based on a strong territorial anchorage and support to the Civil Society Organisations, via the principle of subsidy and "*faire-faire*", which may have its drawbacks, but is in this case a relevant support. Furthermore, the long-term presence of Enabel's teams in the territories is a factor in the success of targeting the most vulnerable people.

The approaches implemented could probably be more widely promoted through the capitalisation of experiences in favour of these specific groups and contribute to social protection reforms through institutional support.

3.5. Digitalisation

Question 13B: To what extent digital tools contribute to improving access to TVET and quality of TVET?

Question 14B: To what extent digital tools contribute to improving individual capacity to learn (with a specific attention to vulnerable groups)?

The logic of Enabel's approach

Digitalisation is not seen as an end in itself but as a catalyst for development. This is why Enabel's action in the field of digitalisation is totally in line with the D4D initiative and goes beyond TVET. This is also why Enabel is aligned with the principles for digital development which are general principles.²⁸

Activities such as the Digital Talks²⁹ allow participants to learn about digital innovations in other countries. There is a willingness to develop active research to learn from what is happening in the field of digitalisation. Specific tools allow to develop digital competences³⁰ and to establish partnerships around digitalisation.

Enabel's action and its operating logic are therefore resolutely geared towards digitalisation. The question here then is the extent to which these tools have been integrated into TVET in particular, as opposed to digitalisation that would actually be underway but applied in sectors (e.g. primary, secondary) or areas (e.g. to improve Enabel's internal functioning) that would not be directly related to TVET.

All in all, digital tools help attract people to training who see multiple benefits, including increased employability. There are no clear results yet that vulnerable groups are in a position to improve their learning abilities through digital tools.

Question 12B: To what extent and how digital tools have been integrated in vocational and employment interventions?

Digitalisation in TVET

The material gathered during the evaluation work shows a wealth of initiatives to bring digitalisation to TVET in Enabel's partner countries.

²⁸ Design with the user, Understand the existing ecosystem, Design to generalise, Build to last, Build on data, Use open standards, data, sources and innovations, Reuse and improve, Ensure privacy and security, and Cooperate (Source: digitalprinciples.org/principles/)

²⁹ www.enabel.be/content/digital-talks-1

³⁰ www.enabel.be/content/digital-development-what-enabel-doing#digitalresources

Palestine is undoubtedly among the pioneer countries in the field of digitalisation. The ECIB intervention has been organising digital bootcamps there since 2013. Based on the model of summer camps, the idea is to bring participants together in a unit of time and place for learning activities (one camp focused, for example, on identifying the cross-cutting competences that are most often lacking). In general, Enabel's interventions address the digital economy in the context of entrepreneurship development, which is at the heart of the TVET approach developed in Palestine with work-based learning to become an entrepreneur, incubators and entrepreneurship promotion in general. Digitalisation is at the heart of the 'Innovation Hubs' (Enabel, 2020).

Also in Palestine, the E-learning project³¹ received the first prize from the D4D (Digital for Development) cluster in 2016. The overall objective of the E-learning project was to introduce the use of information and communication technologies in 288 pilot schools in the West Bank to put the learner at the heart of the learning process and to equip Palestinian learners with 21st century competences (critical thinking, learning to learn, problem solving, global citizenship, digital literacy). When it started in 2011, it was very innovative in Palestine. It is a successful project because it went beyond digital competences and put learners at the heart of the learning process, essentially by them in the position of owners of their learning. It is also one of the first distance learning solutions ever offered in Palestine, which makes it a very inclusive approach since it allows teaching people with special needs and/or in conflict areas. However, this seems to be of little concern to TVET but mainly to secondary education.

In the DRC, digitalisation is also an explicit objective of Enabel's interventions. Coordination, governance and management for the TVET sector have been improved by introducing digital solutions through the use of a "software package" for managing the institutions. The monitoring of learner cohorts mobilises computer tools based on complex database management systems. Digitalisation is not only seen as a tool and computer science is taught as such by the resource centre of Haut-Katanga. In addition, Enabel finances emerging players in the sector, for example in Lubumbashi (ITOT) or in Kinshasa (*Kinshasa Digital Academy*).

In Uganda, there are also islands of good practice where institutions are incorporating information and communication technologies into the curriculum. In general, the digitalisation promoted by Enabel meets the Government's will to move forward in this direction. The digitalisation of TVET is part of the elements for Enabel's SSU interventions to contribute to the Skilling Uganda (SU) strategy.

Digitalisation is not as advanced in all of Enabel's partner countries. In Guinea for example, it is still very theoretical even if the vision is there. It is also true that access to the Internet is very uneven across the country and remains expensive. In addition, access to hardware to connect is not easy. Smartphone use is widespread, computer use much less so.

In Morocco, there are several interesting digitalisation initiatives for the benefit of migrants and refugees, trainers, companies, and in terms of Monitoring and Evaluation (digital logbook to improve the integration of migrants, digitalisation of 100 projects of beneficiaries of the intervention, creation of a single monitoring system for all partners).

³¹ <https://www.enabel.be/story/e-learning-palestine>

The Covid developer-accelerator

The Covid-19 pandemic has shown both that partner countries need to strengthen the digitalisation of their interventions, that it is possible to do so in a reasonable timeframe, and that there are benefits in terms of inclusion.

With a few exceptions, such as the AJI intervention in Morocco, which was able to be maintained thanks to the digitalisation of the programme during Covid, Enabel's interventions were indeed not prepared to teach online. Beyond the technical difficulties of access established above, the contents of the programmes were not adapted to asynchronous teaching, without the presence of a teacher. Moreover, uploading educational material on a platform is not a relevant approach in itself if the courses are not scripted to allow the learners to really invest themselves and take ownership of the content. Enabel has understood this difficulty and is working to address it by developing content adapted to distance learning. It is not only about producing digital textbooks and putting files in a user-friendly format (e.g. pdf, pptx) but it is about developing courses involving interaction between the teacher and the learners on the one hand and between the learners on the other. However, for TVET in particular, the core of teaching is often based on the transmission of competences and, in particular, the ability to reproduce professional gestures. These are difficult to teach online since actual practice, with tools in the hands, is not [yet] possible.

However, special efforts were made during periods of containment to maintain the link with direct beneficiaries (e.g. supply of computer equipment), or to leverage new solutions (e.g. in the case of the Integra intervention in Guinea).

The D4D cluster has also been reactive in this respect since D4D Covid was created as part of the Team Europe initiative, in which GIZ and Enabel joined forces to ensure that an integrated and sustainable response to Covid-19 was formulated. Thus, Resicodi - Resilience to Covid through Digitalisation - allows to build a response based on the initiatives implemented by GIZ and Enabel³². In particular, Enabel is strengthening its ongoing initiatives in the field of TVET³³, although the project also addresses general education and health. Not all countries are concerned but there are: Burundi, DRC and Rwanda. Within this framework, it is remarkable that Enabel has succeeded in bringing together different TVET stakeholders to formulate responses to Covid: ministries and government agencies, learners, users, with particular attention to vulnerable youth and women, teachers, and administrators of training institutions.

Question 15: Are the digital-based training strategies implemented sustainable? Under which conditions?

Digitalisation as conceived and implemented by Enabel is likely to last because Enabel has introduced digitalisation at all stages of its work, from its world of work to TVET (as well as in general education and health for example). At the most general level, it is not only a matter of introducing digital tools, but of transforming the available data into knowledge and

³² <https://d4dhub.eu/resicodi>

³³ www.enabel.be/resicodi

competences for decision-making. With Open.Enabel, Enabel is investing in tools and establishing a strategy to become an open, data-driven organisation³⁴.

It is probably this desire to have a holistic approach that also means that TVET is not yet at an advanced stage of digitalisation. There are convincing initiatives such as the VET-Toolbox which is multi-partners. Other interventions combine TVET and digitalisation, but they are often recent and still difficult to evaluate (Skilled Young Palestine and Youth Economic Empowerment in Palestine, Kinemploi in DRC, Reset in Guinea-Bissau, Qudra in Jordan, entrepreneurship in Burkina Faso). However, digitalisation is very little integrated into TVET programmes (e.g. for multiplexing in automotive mechanics, cutting and sewing on computer, or three-dimensional printing), with notable exceptions such as the Entrepreneurship Centre in Fez, Morocco, which is all digital, or the AJI intervention in Morocco, which managed to organise its services remotely during the confinement due to the Covid. There are also training centres in Uganda (Kasese, Fort Portal) that are equipped with a computer room.

However, in TVET, digitalisation is more about learner monitoring and work tools for Enabel staff rather than pedagogical or didactic tools. In the context of Enabel's paradigm shift, which rightly seeks to bring TVET and the labour market together in the same approach, there are also cases where digitalisation is not about vocational education and training but rather about the labour market directly and only: digital competences for the labour market are well present in Enabel's interventions and they are conditions for sustainability because the labour market increasingly demands digital competences. In Palestine, for example, the demand for digital competences will take hold and last because neighbouring Israel is a very technologically advanced country, and its labour market could use the digital competences developed in Palestine.

All in all, the digitalisation of TVET learning is still in the making in many of Enabel's partner countries, and it is not certain that this approach is adapted, for the moment, to the context of some intervention zones (access to electricity, equipment, and the network) or for some target groups of Enabel's strategy (LNOB), which are sometimes highly vulnerable groups that combine several difficulties for digitalisation to be sustainable. However, Enabel is moving forward on several fronts to ensure that the digital tool becomes part of the way we work (e.g. data collection for decision-making, data collection for monitoring learners, operating procedures within the Enabel organisation, digitalisation of training centres). In this last example, Covid-19 had an accelerating effect. Digitalisation remains a huge challenge that will only last if the prerequisites are there (access to electricity, Internet). However, there is reason to be optimistic because Enabel's approach, by making digitalisation a way to put, or resume putting, the learner at the centre of the learning process, has laid the foundation for a sustainable approach.

3.5. Monitoring, evaluation and capitalisation

Question 16: Do the Monitoring and Evaluation systems of the implemented programmes sufficiently capture the desired changes (development results) in employment, self-employment, and entrepreneurship?

³⁴ <https://open.enabel.be/en/projects>

Results-based management is a fundamental principle of action of Enabel. The change from the Belgian Technical Cooperation to Enabel, the adoption in 2015 of the 17 SDGs, the 2013 law on development cooperation giving more autonomy to Belgian development stakeholders in return for robust and reliable Monitoring and Evaluation systems, are all factors that underpin the implementation of Monitoring and Evaluation systems for interventions, portfolios and strategic axes. Contributing to development outcomes is an objective of Enabel, and the performance evaluation of the training and employment strategy should examine how existing Monitoring and Evaluation systems contribute to measuring the achievement of these outcomes.

A structured process of Monitoring and Evaluation systems for interventions, which could be improved

Enabel's "*Set-up of the Intervention Monitoring and Evaluation Framework*" (2019) details the Monitoring and Evaluation process from the start of the intervention design. The process is very **structured**, supervised and leads to homogeneous products in terms of production (baseline report, annual reports, mid-term review, final review). This process is based on the theory of change that is referenced in the field, defining how in the context of the intervention the changes will be achieved. The process is also accompanied by the development of a monitoring matrix, containing the indicators that are being monitored with the targets to be achieved. A first remark about the monitoring indicators can be made: the vast majority of them relate to development results in terms of vocational education and training (access, retention, success) and employment (access to employment and nature of employment, wage or self-employment). **Indicators related to autonomy and entrepreneurship are absent from the Monitoring and Evaluation systems we were able to analyse.**

In addition to documentation on the Monitoring and Evaluation of interventions, **portfolio reviews** are beginning to be produced (e.g. Guinea), providing a cross-cutting analysis by sector (e.g. education, training, employment), and showing the intersections between interventions as well as the margins for progress to improve the synergy of interventions.

The documentation on Monitoring and Evaluation is therefore very rich but could be **streamlined**. From the analysis of the mid-term and final reviews, a number of redundancies are observed and could be limited if evaluators were asked to rely on the mid-term report to conduct the final review, for example. Quite often, the final review does not provide more qualitative information than the mid-term review, as the difficulties were usually identified fairly quickly by the Enabel teams. It would perhaps be more interesting and useful if the final reviews were thought of in terms of added value, such as the identification of corrective actions to solve this or that difficulty.

Furthermore, in order to respond to Enabel's mission to contribute to development results, there is currently no evaluation conducted after the end of the interventions, in a time frame that would allow for the measurement of impacts and thus provide more evidence of the sustainability of the interventions. The final reviews are carried out at the very end of the intervention; in our view, there is a lack of **post-evaluations** (three to five years later) that would provide a more in-depth analysis of Enabel's impact on development objectives.

Finally, the evaluations implemented fall within the field of theory-based evaluations, e.g. developed on the basis of a theory of change and tested through qualitative materials

(documentary review, individual and group interviews). Without questioning the methodology of these evaluations, given the existence of reliable monitoring data in the different countries, **evaluations mobilising quantitative data** could usefully be added (experimental or quasi-experimental counterfactual impact evaluations; the ADE impact study on women's entrepreneurship is a good example of an impact evaluation that seeks to measure the impact on the development of women's entrepreneurship and women's autonomy)

Rich and reliable follow-up data, and under-exploited tracer studies

In the five countries reviewed in depth, particular attention was paid to information systems for producing data tracking beneficiaries. In each, there are information systems that tracked cohorts of learners or beneficiaries from the time they were referred to the intervention until they entered the workforce. Data is often collected in the field, either by the training centres (e.g. VTI in Uganda, Resource Centre in DRC) or by the subcontractors in charge of a particular action for the beneficiaries (e.g. in Guinea, where the multiplicity of subcontractors requires a high degree of coordination by the Enabel project team). Without having been able to make an expertise of these data, it seems however that they are complete, coherent and relevant. They are used for annual reporting purposes and to a lesser extent for evaluation reports. They are also used as a basis for the education/training-to-work surveys carried out between six and twelve months after the end of the action (end of the training or entrepreneurship support).

There is a distinction between monitoring data from information systems and survey data from education/training-to-work surveys.

The latter are generally outsourced to external service providers who deploy their interviewers in the field after having trained them, equipped with tablets and computer-assisted approaches. Data processing is also outsourced and provides descriptive elements on the achievement of results. The analyses are based on standard statistical analysis techniques (simple or cross-tabulations), but do not use more advanced techniques that would make it possible to identify the most determining factors in access or non-access to employment. For example, indicators are not systematically broken down by gender.

The already extensive questionnaires (e.g. Tracer Studies 1 and 2 in Uganda) allow for before-and-after analyses, particularly of beneficiaries' income. With the use of quasi-experimental evaluation techniques, it would be possible to produce impact results for interventions. Basically, the data collected are more for management purposes than for analysis and capitalisation. We were not aware, for example, of the existence of a working group on data from the training-employment field. A good practice guide for creating Monitoring and Evaluation data could be considered and shared among the teams in charge of piloting the interventions. Eventually, Enabel could build up a pool of data from its interventions in the different countries, based on common methods and quality assurance. This would pave the way for comparative quantitative analyses across countries and interventions, and for advancing knowledge of what Enabel's work for change produces.

In addition to these education/training-to-work surveys, some teams have taken the initiative to complete their knowledge of the effects of the intervention with a more qualitative, complementary approach. This type of survey, carried out after a first level of analysis of the education/training-to-work survey, makes it possible to target one or two themes for which the education/training-to-work survey provides only a very imperfect understanding. This is the

case, for example, with migration mechanisms, which were explored in depth through semi-structured interviews with a sample of young beneficiaries of the Integra programme in Guinea. The supplemental study sheds light on the potential effects of the intervention on potential migration.

Crossed approaches between beneficiaries and companies

In order to better respond to the needs of companies, we noted a good practice of interviewing companies that have hired beneficiaries of the intervention (Tracer Studies 1 and 2 in Uganda) in order to measure their satisfaction with the training provided by the interventions. It is not clear at this stage to what extent the results of these surveys are feeding into changes in the formulation of interventions (areas of training, modes of competence acquisition). In any case, the analysis reports of these survey data contain rich and useful information to better understand the recruitment process and the expectations of companies. In the end, with the education/training-to-work surveys and the enterprise surveys, Enabel has relevant material to review the Enabel TVET/PSDE theory of change.

A necessary debate on indicators

Despite the existence of good practices in terms of the constitution of monitoring data and education/training-to-work surveys, the Monitoring and Evaluation system could be enriched by a debate on the indicators to be produced to meet the objective of contributing to the achievement of the SDGs.

In the case of employment, the description is often reduced to the nature of the job, whether wage- or self-employed, with information on income from work. The sector of activity is not always requested, nor even the field of employment.

Decent employment. It seems that the formal or informal characteristic of employment is not sufficiently informed or exploited in the results, even though the issues of access to decent employment are paramount. Based on different definitions of decent work, a set of indicators could be constructed in a common way and integrated into Monitoring and Evaluation systems. These indicators could also be integrated into company surveys (e.g. is the company formal or not, proportion of employees with social protection, average level of remuneration by function).

Education/training-job matching. Another type of indicator that should guide the evaluation of the TVET/employment theory of change is the match between the education/training taken and the job held. The match could be distinguished according to whether we are talking about the level of competences mobilised for the job ("*is the beneficiary employed at his or her competence level*") or the nature of the competences acquired in training. In the latter case, finer indicators of correspondence between education/training fields and employment fields could be established. The correspondence with the sector of activity is perhaps not the best indicator, since within a sector of activity, the beneficiary can occupy different specific or transversal functions. To illustrate this point, there is the example of young women trained in the VTIs in car mechanics and who are employed for transversal functions (reception) which do not require education/training in car mechanics.

Entrepreneurship. Among the good results of the interventions, the indicators of access to self-employment are among the highest. Although the economic fabric is not sufficiently developed

to ensure wage employment for all beneficiaries, the indicator of access to self-employment may not accurately reflect reality. One can ask to what extent this self-employment provides income to ensure the subsistence of the beneficiary, or even his or her family, and to what extent the activity is sustainable, the type of clientele, the turnover. A number of these questions exist in the surveys conducted in Uganda, and their diffusion to other interventions would be beneficial. In the scheme of change based on support to the private sector, the creation of self-employment and small businesses should eventually lead to the creation of new opportunities (creation of wage employments). At the time of the drafting, it is not possible to verify whether this mechanism is likely to work in the context of the intervention countries.

From Monitoring and Evaluation of Enabel's interventions to capacity building for a national vocational education and training graduate monitoring system

In analysing the Monitoring and Evaluation systems deployed by Enabel to measure the effectiveness of the investment in vocational education and training, an interesting experience is that observed in Palestine. Since 2015, a partnership with the German cooperation (GIZ), the Turin Foundation (European Training Foundation, ETF) and the Ministry of Education and Higher Education, has strengthened the Monitoring and Evaluation system of vocational education and training institutions and resulted in a national framework for monitoring vocational education and training graduates. As a cooperation agency, Enabel thus demonstrates its capacity, through a judicious partnership, to influence the improvement of the observation of the labour market of VET graduates. In many African countries, national systems for observing occupational integration are embryonic or non-existent, so the needs are there and Enabel's expertise in this area could be mobilised.

4. Synthesis

4.1. Equality

A strong commitment to addressing issues for vulnerable groups

Enabel has a clear objective to be in contact with disadvantaged populations and vulnerable groups. However, there is no real homogeneity in the approach from one country to another. In Morocco, individuals who are not in education, employment, or training (NEETs) and not even looking for work, migrants, refugees, and asylum seekers are well-identified target groups and the focus of most interventions. Returning migrants, in particular, are targeted because they are often at high risk of violence. In Guinea, equal access to education and training for vulnerable youth and returning migrants are also clear objectives. The rationale is the same in Uganda, where some of Enabel's partners -such as those working to reintegrate individuals from armed conflict in the country's borders- explicitly argue that training groups at risk of violence significantly increases the opportunity cost of violence. This result suggests the existence of positive externalities to vocational education and training in countries where the risk of social and/or political unrest is high. In Palestine, too, the NEETs are the focus of attention (ECIB), as well as people in refugee camps (Skilled Young Palestine).

Enabel has acquired a solid reputation for going where other technical and financial partners do not go and where the government itself does not intervene. Enabel is thus very consistent with one of the drivers of its action which is to *Leave no one behind* (LNOB). This gives its action a considerable added value for populations otherwise left behind.

The question of women and gender issues is present everywhere in Enabel's interventions. For this reason, it is treated in a separate section.

A well-established connection between TVET and vulnerable groups

The relevance of Enabel's work comes from the fact that the focus on vulnerable groups is always connected to TVET and competences creation in general (in Guinea Bissau, for example, the revival of TVET has the explicit objective of expanding access to the disadvantaged). As seen above, it is because training individuals from the most disadvantaged groups makes any other alternative - migration, violence, inactivity - either expensive or not very credible, that Enabel has built a very coherent action. This is one of the ideas behind the paradigm shift from Enabel's supply-side approach to a demand-side approach to competences for employment and integrating all of the tools in Enabel's current toolbox -entrepreneurship, workplace learning, incubation, centre of excellence and/or resource centre- into one comprehensive approach.

Constantly positive developments

Another characteristic of Enabel's work, already highlighted elsewhere, is its great agility. In the case of its equality contribution, this means that there is ongoing internal questioning, fuelled by exchanges with its partners and other key TVET and labour market stakeholders, to move toward even greater equality. A reflection on the Kinemploi intervention in the DRC has shown that it is relevant to extend access to Kinemploi to young unemployed people. The targeting of NEETs in several countries is particularly relevant to Enabel's objectives. These

groups in difficulty have the potential to create a business and economic activity, with appropriate assistance to their needs.

In a way, the targeting is multiple. Once the population groups have been targeted, the actions deployed in the interventions are then determined in order to fulfil their role of linking education/training and employment. In this way, the actions are often adapted to the groups that benefit from them. In Palestine, reflection on the lack of contact with the labour market in the formulation of interventions has led to the promotion of work-based learning; in Uganda, recognition of prior learning is particularly appropriate for groups far away from formal TVET but who have competences.

In general, learning in non-formal and/or informal settings is often highlighted as a way to improve equality. This is because formal TVET can be intimidating to those who are out of touch with the education and training system. People from the street, for example, may be reluctant to attend education and training centres in the formal system, hence the idea of direct immersion with the employer, with competences acquisition on a smaller scale.

Finally, targeting also refers to the idea of proposing the most appropriate training for the participants' profile. In this way, Enabel always strives to reconcile short-term objectives based on rapid and targeted intervention - for example, by financing short, immediately integrating training courses - with higher objectives of acquiring competences over longer periods.

A gap between the strategy and the field

Against this fairly positive landscape, the message that keeps coming back to equality work is that the task is huge and still far from complete. Indeed, the way the field takes up the interventions developed by Enabel is not always satisfactory and equality is sometimes lost along the way. At the same time, it must be said that many parameters are not directly in the hands of Enabel, which makes part of its action - that of supporting national reforms - consistent with the objective of working on equality because Enabel can help change the context also by working at the national level.

However, there is often a sense of disconnect between the idea at the heart of the equality intervention, which is coherent and relevant, and its application. These numerous peripheral obstacles can be technical or cultural. On a technical level, it is not clear that Enabel can reach the most disadvantaged groups of the population, even if it has identified them. For example, the use of calls for tenders can introduce a bias since it is the bidder's ability to convince rather than the reality of the need that will lead to funding. Other obstacles relate to non-educational needs - transportation, day-care, dormitory, food, housing for the most known - which may escape the benevolence of Enabel's financing or the goodwill of local partners.

As will be seen below, many of these barriers - most of which are cultural - are identified in the case of women's access to education and training.

4.2. Gender strategy

Increasing attention to gender issues

The inclusion of gender issues in the formulation of Enabel's interventions is not new. Explicit references to gender equality, or quotas for women among vocational education and training participants or graduates, can be found in the 2015 Burundi TVET support project review, or the 2016 DRC Edukat mid-term review, for example.

It became a near-systematic component of all interventions by the late 2010s. In Guinea, interventions dealing with the E-T-W Continuum are being developed to, among other things, ensure equal access for women to vocational education and training. In the DRC, Enabel's interventions are mainly directed at women (and youth). They are identified as a specific target of interventions, whether in accessing the vocational education and training system or in employment.

What is especially clear in the formulation of the most recent interventions is the way in which the issues are specified - in line with the #Weforher strategy, with explicit references to the fight against gender stereotypes (in the choice of training and trade, in access to citizenship), to the fight against violence against women and/or to the specific needs of women wishing to train or work (childcare). In Guinea, for example, there are mixed discussion groups to talk about violence, or mobile day-care centres for female apprentices.

Gender issues are sometimes taken into account in a transversal way in Enabel's interventions, as in Morocco, where women are not among the explicitly targeted audiences. Yet, here again, Enabel shows great agility as the Amuddu intervention contains a gender action plan to address the risks of abuse in the context of migration.

In retrospect, it appears that greater attention to women's issues was driven by the Enabel Law defining its missions (2017) as well as the management contract (2018) and the gender strategy (revised for 2019-2023 based on the evaluation of BTC's 2010-2014 Gender Strategy). It is likely that these issues are indeed multiplied tenfold when it comes to formulating interventions that bring together TVET, employment, and the transition from the former to the latter, as women are discriminated against many times in this process.

A need for measurement - Ambitious quantitative objectives

Another somewhat recent development is the introduction of gender indicators to verify the reality of the objectives set in the interventions. The need to measure and set goals to be achieved in quantitative terms is neither new nor specific to gender equality. However, perhaps here more than elsewhere, it is somewhat problematic. On the one hand, the quantitative targets set are often ambitious and therefore difficult to achieve. The Enabel teams are aware of this, and the local Enabel partners even more so. Local realities sometimes make these goals unattainable in the short-term. The question then arises as to whether the quantitative targets could not be more credible and, in return, have to be met; that is, by imposing more effort - or specific effort - to achieve them. In some sectors where vocational education/training and jobs are historically and traditionally occupied by men, such as building industry, there are real difficulties in achieving the objectives.

There are also situations that are deceptive at first glance. In Uganda, for example, gender parity was achieved in the automobile mechanics trade in a vocational education and training centre, but a detailed analysis showed that women were more likely to be assigned to management tasks and/or office work, while men worked in the workshops. In Guinea, gender

indicators show that access to employment is higher for women than for men (75% versus 62%), but access to sustainable employment is higher for men (42% versus 34%). Again, in Uganda, follow-up surveys also showed that more women than men were employed six months after leaving education and training. However, the employed women were almost all self-employed, while the employed men were almost all wage earners.

The weight of context - The need for a holistic approach

In sum, gender equality is complex and complicated to implement. It is complex because it involves many, if not all, stakeholders in the country and well beyond TVET and the world of work. It is complicated because not all of these stakeholders show the same level of determination. However, Enabel does not have the means to act on all the levers that would allow gender equality to be achieved quickly.

In most of Enabel's partner countries, gender considerations overlap with other diversity issues, including age, ethnicity, disability, autonomy in family decision making, family, economic status, and marital status. In Guinea, for example, particularly early marriages and maternity and the weight of the family prevent women from making autonomous choices. Guinea is the second highest proportion of girls in West Africa, after Mali, who are married or in union before the age of 15 (Unesco, 2019). There is also a lack of training and employment opportunities that take into consideration the constraints of women, especially women with children (day-care, transportation).

There is still a lot of convincing to be done to ensure the equal involvement of all stakeholders, first and foremost the spouses and families. Reflections from the field highlight the need to rely more on local expertise and civil society stakeholders. There is an emerging need for a stronger acculturation of Enabel's partners to the gender issue. The general criticism that can be made of Enabel is that once in the field, the interventions do not take into account all the issues and do not have an approach that covers all these issues. In particular, there is a lack of a toolbox and spaces - physical or digital - for sharing. The gender approach must move towards even more holistic solutions.

4.3. Entrepreneurship

Supporting private sector development is central to the 2030 Agenda and the Sustainable Development Goals. As a source of growth, decent job creation, inclusion, women's empowerment, and youth opportunities, the private sector is recognised as a central player in development. Locally, the emergence of a productive environment most often generates a virtuous circle that benefits the entire community. However, depending on the context and the country, the share and weight of the business world differ. Its stability and dynamism also vary according to the areas where Enabel operates. For most development agencies, the ability to create a stable and sustainable economic ecosystem is a major challenge. In this context, increasing individual entrepreneurial competences is a means to achieve this goal. It is for these reasons that Enabel has been supporting the emergence or development of entrepreneurship for several years. More specifically, Enabel deploys its actions around three niches: women's entrepreneurship, digital and fair trade. In response to these challenges, part of the TVET interventions aim to promote the development of competences related to

entrepreneurship and the integration of individuals in education/training into self-employment.

The prism of development agencies and Enabel to promote the creation of individual productive units appears to be coherent with regard to the evolution of work in general, and the socio-economic contexts of the countries concerned by the intervention zones in particular. Thus, becoming an entrepreneur and creating one's own business is a globalised trend favoured by the advent of some sectors of activity such as digital. In the countries where Enabel operates, the weak structuring of an industrial fabric based on the presence of medium or large companies capable of offering wage employment justifies this strategic positioning. For the target audiences of development, e.g. youth, in the future and despite the modernisation of the economic fabric of some countries, there is little chance that they will massively access manufacturing wage employment³⁵. The public administration, often considered as the grail, is not able to absorb the demand of young people for work either. Finally, within the major challenge of combating gender inequality and enabling women to freely dispose of their destiny, entrepreneurship is proving to be a source of social and economic emancipation (Duflo, 2012). In short, self-employment and the creation of micro and small enterprises appear to be a credible way to develop the most economically fragile countries.

If these observations justify the investment in entrepreneurship as a major development challenge, this global strategy is not without raising several questions about Enabel's positioning in this area. A first reflection consists in questioning the compatibility of the model of entrepreneurship with the respect of the conditions of existence of individuals. The development of the entrepreneurial sector can, in the least economically structured countries, largely escape the regulatory systems of social and labour protection. Thus, in this context, how can we ensure that entrepreneurs have a decent income and working conditions once their productive activity is created? Recent sectoral developments show that the digital sector can be a source of exploitation of individuals and non-compliance with decent work³⁶. Development agencies have identified this problem and Enabel promotes entrepreneurship in the formal economy, e.g. the creation of small and medium-sized enterprises rather than support for informal or subsistence entrepreneurship.

Fostering entrepreneurship in the formal sector implies mastering other factors that go beyond the issues of the E-T-W Continuum and the processes of integration into the labour market. Thus, access to financing via credit is a major issue. Loan systems for professionals are still in their infancy in some countries, even in the case of micro-credit, which is suitable for subsistence purposes. Entrepreneurship in the formal economy also presupposes the presence of a public administration capable of organising the activity and the trust of individuals in the regulatory system. The presence of a wealth-predatory State does not encourage the creation of activities in the formal economy. Finally, in terms of the E-T-W Continuum, for young people, starting a business implies the acquisition of knowledge, interpersonal competences and multidimensional competences that go beyond a simple interest in entrepreneurship.

³⁵ Sandra Barlet and Rohen d'Aiglepierre, "Les dispositifs d'appui à l'insertion des jeunes sur le marché du travail en Afrique [*Support mechanisms for the integration of young people into the labour market in Africa*]" (AFD, 2016).

³⁶ Arthur Jan, "Sarah Abdelnour and Dominique Méda (eds.), Les Nouveaux travailleurs des applis, [*The new appliance workers*]" *La nouvelle revue du travail* n°20 (12 April 2022), <https://journals.openedition.org/nrt/10949>.

Thus, the question of relevance and effectiveness arises: do TVET learners have sufficient individual and academic characteristics to be trained for business creation in the formal economy? The data available in the interventions do not allow us to answer this question and assess Enabel's effectiveness in this area. Data on business creation and survival are still lacking in the Enabel Monitoring and Evaluation model.

If the development of the business world necessarily passes by the creation of companies in the formal sector, the development of entrepreneurship can emerge from the informal sector. Often seen as an activity that is imposed on individuals and insufficient for the social and economic emancipation of women, informal entrepreneurship is denigrated by many states, which adopt dissuasive policies. However, in many countries, the structuring of an entrepreneurial market within the informal economy has significant potential to contribute to economic growth in the least developed countries. According to experts, "*many entrepreneurs in this sphere demonstrate 'entrepreneurial qualities' and may therefore carry a 'hidden entrepreneurial culture'*"³⁷. Thus, for Enabel, it is a question of how and what incentives make it possible to move from informal to formal entrepreneurship.

Regardless of the type of entrepreneurship considered, the issue of training youth in these activities is a challenge. From this point of view, Enabel adopts a global approach that aims to spread the spirit of entrepreneurship in all its interventions. The promotion of success stories through the promotion of ambassadors is evidence of this commitment. In a more operational way, within the interventions, Enabel sets up a coherent individualised accompaniment which aims at spreading this culture and helping the beneficiaries to turn to self-employment. Within this framework, according to the interventions, the beneficiaries are prepared for the different stages of the creation of a company, coaching and mentoring actions are progressively used in the TVET's educational pathways. In addition, Enabel finances structures specifically dedicated to the incubation of entrepreneurial activities and supports initiatives for the pooling of subcontracting. Within the overall system, women's entrepreneurship has a prominent place, reflecting Enabel's inclusive approach.

In spite of these proactive interventions, Enabel is struggling to solve the problem of peripheral obstacles to the development of self-employment. For many interviewees, funding is the number one obstacle. In most countries, micro-credit is not well developed, and loan conditions are considered prohibitive. To incubate companies, Enabel is not in a position to finance initiatives directly and alternative solutions are not up to Enabel's ambitions. For the future, Enabel will have to devise initiatives to finance the emergence or development of the business community: TDC-type programmes or diaspora investment are initiatives that deserve to be reinforced.

The sectoral approach appears to be central to the development of entrepreneurship within Enabel's interventions. On this point, tensions have emerged in the discourse of the stakeholders. In a context of competition between development agencies and the enhancement of their image, there are economic activities that would be conducive to entrepreneurship, particularly those related to societal challenges (digital, ecological) and other more traditional

³⁷ Arthur-Félix Sawadogo, "L'entreprenariat au Burkina Faso: analyse économique des choix occupationnels sur le marché du travail et de l'intention d'entreprendre des étudiants [*Entrepreneurship in Burkina Faso: an economic analysis of students' occupational choices in the labour market and entrepreneurial intention*]" (Dijon, UBFC, 2020), 133.

activities that are less likely to be supported by Enabel (mechanical, sewing). In the future, in the context of TVET development, these perceptions would be likely to influence Enabel's positioning in the development of curricula in terms of specialties. In this context, Enabel could reflect on how these new challenges can be developed within traditional activities and how to value traditional activities with regard to these new challenges. The declination in terms of the E-T-W Continuum prompts reflection on the redefinition of competences, including those concerning the ability to imagine, create, innovate and undertake, but which hold a predominant place.

4.4. Tracer Studies

The tracer studies are, in almost all cases, accompanied by additional quantitative or qualitative surveys of other stakeholders in the E-T-W Continuum (companies, training centres). Indeed, limiting the work to tracer studies of beneficiaries carries the risk of observing only part of the mechanisms for linking training and employment.

- ✓ Tracer studies are used to assess **the effectiveness of vocational education and training implemented in labour market interventions**. This is also referred to as the external performance of vocational education and training. With objective indicators of detailed employment status, access to employment, income, durability of jobs, formality of jobs, correspondence with the field of training followed, these studies document the way beneficiaries progress in the labour market and make it possible to assess the evolution of their employability.
- ✓ Studies of companies make it possible to assess **the effectiveness of the vocational education and training implemented in the interventions in terms of the recruitment** of beneficiaries and the relevance and use of the competences of the recruited beneficiaries.
- ✓ **Qualitative studies make it possible to examine a specific subject** (e.g. use of competences, migration, implementation of training) in **greater depth** with small groups (e.g. training centre managers, returning migrants). These studies enrich our knowledge of phenomena that cannot be captured by quantitative studies.

The combination of different observation tools is a good Monitoring and Evaluation practice, but it is not used in a standardised way across Enabel's interventions.

Tracer Study, Palestine, 2018

Partnership: ETF, GIZ, ENABEL, Ministry of Education and Higher Education

Objective: to evaluate the effectiveness of vocational education and training in the labour market, to better understand the needs and the absorption capacity of graduates by the private sector.

Field: 2017 vocational education graduates (15-29 years old)

Method: Study conducted 6 months after graduation, by telephone (questionnaire in Arabic), stratified random draw (region, gender, refugee status, type of programme)

Sample size: -

Response rate: 55

Number of graduates responding: 788

Main themes of the questionnaire: access to employment, quality of employment, methods of finding a job, qualitative aspects of the school-to-work transition

Harmonise methods and questionnaires to compare the effectiveness of vocational education and training programmes

In Palestine, collaborative efforts between the ETF (*European Training Foundation*), GIZ, and the Ministry of Education and Higher Education, have led to a joint reflection on the need to have common tools, respecting the standards of the International Labour Office, to produce rigorous information that is not dependent on the methodology used. Different questionnaires have been shown to have an impact on the indicators.

The most fundamental example of measuring the effectiveness of vocational education and training on access to employment is the **definition of "employment"**. The International Conference of Labour Market Statisticians definition of employment leads to the introduction of multiple questions in the questionnaire to precisely define employment and its nature. In the labour markets of African and Middle Eastern countries, the heterogeneity of employment situations (e.g. several informal jobs lasting a few hours, several employers, family helpers) further complicates data collection. The experience in Palestine could be used as a basis for a transnational reflection (within the Enabel interventions) to produce a common definition of what employment is. The same applies to the definition of **decent work** and the determination of the questions to be included in the questionnaires to collect agreed, validated and comparable information.

More broadly, consultation and adoption of **common measurement standards** (type of sampling, quality assurance criteria, collection methods, collection timing) would allow for both improved study data collection and data comparisons. This methodological work could also be extended to other cooperation agencies where collaboration is possible in this area, and to technical assistance to national authorities to help design study systems for monitoring VET graduates at the national level.

Tracer Studies, Uganda, 1st and 2nd survey, 2018, 2019

Study 1

Partnership: -

Objective: to evaluate the effectiveness of vocational education and training in the labour market, the quality and relevance of the competences acquired

Field: 2015 and 2016 graduates of the 7 ITVs in the intervention, in 2 regions (Rwenzori Albertine and Karamoja)

Method: quantitative study, qualitative study with the heads of the vocational education and training institutes in the field.

Sample size: 1297 graduates and trainings, 264 companies

Response rate: -

Number of graduates responding: 568 respondents, 135 employers (direct supervisors)

Main themes of the questionnaire: content of the training received, environment of the individual to determine his or her vulnerability, situation in the labour market (paid employment, self-employment, unemployment)

Study 2

Partnership: -

Objective: to evaluate the effectiveness of vocational education and training in the labour market, the quality and relevance of the competences acquired

Scope: graduates of formal, non-formal, and short vocational education and trainings funded by the Skills Development Fund (SDF) in the 3 intervention regions of Albertine-Rwenzori, Karamoja, and Northern Uganda, years 2017-2019, firms that hired beneficiaries

Method: quantitative and qualitative surveys, beneficiary surveys and company surveys; stratified random selection (graduates or trainees from short courses)

Sample size: 670 (BTVET), 632 (short courses)

Response rate: -

Number of graduates/trainees responding: -

Main themes of the questionnaires: 3 questionnaires (1 for graduates, 1 for short courses students, 1 for companies)

Strengthen the capacity of training institutions to conduct monitoring and data analysis

Technical support for monitoring studies and data analysis is already provided in Palestine and Uganda (e.g. staff training workshops, integration of local staff in Monitoring and Evaluation teams, partnership with the parent ministry). This is a practice that could easily be extended to other interventions, especially since each team has a Monitoring, Evaluation and Learning expert (*MEL officer*).

Strengthening the capacity of line ministries in the area of Monitoring and Evaluation could contribute to an overall improvement in the monitoring of vocational education and training graduates. However, before conducting tracer studies, the question of building a database from which to sample arises. The information systems do not currently allow for this (faulty or non-existent systems). Experiences with tracer studies at the intervention level alone have shown the difficulties of obtaining a contact database of former graduates (e.g. Study 1 in Uganda). The reliability of contacts is a delicate issue in quality assurance: for example, young people may change their number frequently (this seems to be the case in Palestine, for example), women may be difficult to reach, or the agreement of the husband/father may be required... It is also known that the methodology used to reach the targets has a direct impact on the quality of the indicators produced. This leads to extensive investigations, which take a lot of time for the teams to come up with reliable post-training tracer studies.

Tracer Study, Guinea, 2022

Partnership: ENABEL and Ministry of Youth and Sports

Objective: quantitative survey to measure the integration of young Integra beneficiaries; qualitative study to measure the impact of life competences training on youth employability and job quality.

Field: all youth who completed the integration programme at least six months ago

Method: comprehensive survey

Sample size: 1'453

Response rate: 79

Number of respondents: 1145 for inclusion, 989 for the impact of CVC training on employability

Main themes of the questionnaires: 1 questionnaire for integration (access to employment, job characteristics, relationship between training and employment, income, reasons for non-integration), 1 questionnaire for the impact of CVC training (beneficiaries' assessments)

5. Recommendations

Recommendation 1: <i>Promote social innovation and quality objectives, continue with the paradigm shift from employment at all costs to access to quality and decent employment</i>			
	Level	Target	Priority
<ul style="list-style-type: none"> 1.1 Pursue the selective strategy by supporting public policies in TVET and employment when they meet Enabel's equality criteria: support for people with disabilities, ethnic minorities, people who have experienced conflict situations, the most vulnerable 	Strategic	Management Committee Board of Directors	1
<ul style="list-style-type: none"> 1.2 Identify and develop a quality entrepreneurship model based on the organisation of the transition from subsistence self-employment to growth entrepreneurship, which creates jobs. Promote access to decent work income. Continue the development of niches by identifying promising economic sectors and accelerate the growth of women's entrepreneurship. Strengthen the modes of financing entrepreneurship and revitalise the traditional sectors favourable to entrepreneurship 	Strategic	Management Committee Board of Directors	3
<ul style="list-style-type: none"> 1.3 Support innovative, formal, eco-responsible, solidarity-based production units in creation or development 	Operational	Field Teams	2
<ul style="list-style-type: none"> Further strengthen the field of the social and solidarity economy for a fairer development that is even closer to the needs of citizens 	Operational	Field Teams	1
<ul style="list-style-type: none"> 1.4 Promote the Belgian Development Cooperation <i>brand</i> as a brand of quality, equality and dialogue (communication strategy focused on values and concrete action with vulnerable groups). This brand should stand for "<i>Leave No One Behind</i>" (LNOB). 	Strategic	Management Committee Board of Directors	1
<ul style="list-style-type: none"> 1.5 Increase efforts for inclusive interventions in which education and training centres welcome both people with and without disabilities, both people with and without migration experience. 	Operational	Field Teams	1

Recommendation 2:***Strengthen the missing levers to improve the achievement of the Sustainable Development Goals***

	Level	Target	Priority
<ul style="list-style-type: none"> • 2.1 With a constant budget, rebalance the financial support for interventions between institutional support and support for the private sector 	Strategic	Field Teams	1
<ul style="list-style-type: none"> • 2.2 Support the public employment service and private intermediaries in the labour market, both formal and informal, with the identification of new intermediaries to make them more systematic and better funded partners 	Operational	Field Teams	2
<ul style="list-style-type: none"> • 2.3 Increase Enabel's agility in supporting and financing the productive sector, encourage the creation of foundations to manage these support funds 	Strategic	Management Committee Board of Directors	1
<ul style="list-style-type: none"> • 2.4 Continue to identify and contextualise non-training and non-employment barriers that are critical. Organise transportation, lunch, childcare, design mobile education and training units, medical centres, communicate to families about the usefulness of vocational education and training 	Operational	Field Teams	3
<ul style="list-style-type: none"> • 2.5 Further strengthen the #Weforher strategy with approaches to identify gender inequalities when formulating interventions in order to provide the most appropriate solutions. Implement measures for women's empowerment to complement the measurement of progress on access to training and employment 	Strategic	Management Committee Board of Directors Field Teams Sector Experts Field Teams	2
<ul style="list-style-type: none"> • 2.6 Pursue the integration of funds from other multilateral donors (in particular from the DG International Partnerships - DG INTPA - of the European Commission) but be more selective on their compatibility with the format of Enabel's interventions; contribute actively upstream (e.g. in the joint-programming of the Team Europe Initiative) to promote the integration of Enabel's vision in this programming 	Strategic	Management Committee Board of Directors	1

Recommendation 3:

Disseminate the Enabel intervention model in the countries of intervention (individualised support, training for employment, decent employment objective, entrepreneurship, cross-cutting themes) by adapting it to the local context.

	Level	Target	Priority
<ul style="list-style-type: none"> • 3.1 Decentralise the fields of intervention to encourage the emergence of virtuous ecosystems. Promote bridges between programmes in the vocational-employment training sector and other intervention programmes, such as those in health. Assistance focused on the individual rather than on employment or job training alone. Build Enabel's intervention around territorial economic and social development before formulating sectoral interventions: e.g. infrastructure, health, regional planning, social protection, training, urbanisation. 	Strategic	Management Committee Board of Directors Field Teams Sector experts	2
<ul style="list-style-type: none"> • 3.2 Strengthen the development of spaces for collaboration, exchange, creation, and innovation and integrate a digitalisation dimension 	Operational	Field Teams	1
<ul style="list-style-type: none"> • 3.3 Diversify partnerships and open them up to new stakeholders such as those from civil society 	Operational	Field Teams	2
<ul style="list-style-type: none"> • 3.4 Promote Enabel's federating role in its partnership relations with other development agencies to improve development aid in the field of vocational education/training and employment 	Operational	Management Committee Board of Directors Field Teams	3
<ul style="list-style-type: none"> • 3.5 Finance long-term interventions beyond five years, especially in countries where Enabel has been working for a long time 	Strategic	Management Committee Board of Directors	2
<ul style="list-style-type: none"> • 3.6 Work to increase the acculturation of local partners and beneficiaries to the ENABEL model 	Operational	Field Teams Sector Expert	2
<ul style="list-style-type: none"> • 3.7 Strengthen the strategy for promoting ambassadors and highlighting success stories 	Strategic	Field Teams Sector Experts	1

Recommendation 4:

Open the perspectives of intervention in the field of vocational education and training in order to favour access to employment, through the promotion of devices aimed at creating, certifying and/or recognising competences

	Level	Target	Priority
<ul style="list-style-type: none"> 4.1 Use qualification for increased employability and qualifications frameworks for equity (micro-credentials, open badges, sectoral and regional qualifications frameworks) 	Operational	Sector Experts Field Teams	2
<ul style="list-style-type: none"> 4.2 Use recognition of prior learning as a second chance for qualification, and for an inclusive approach 	Operational	Sector Experts Field Teams	2
<ul style="list-style-type: none"> 4.3 Use integration into the company as a learning process (certify tutors or apprenticeship supervisors, accredit training companies), as well as an occupational integration objective 	Operational	Sector Experts Field Teams	1
<ul style="list-style-type: none"> 4.4 Match the content of training courses and the competences targeted by the training courses with societal issues (climate emergency and greening of training courses and infrastructures, circular economy, digitalisation) 	Operational	Sector Experts Field Teams	1
<ul style="list-style-type: none"> 4.5 Develop behavioural competences training modules to better prepare individuals for job search and employment. Disseminate more widely mentoring-type actions to help improve knowledge and understanding of the business world 	Operational	Sector Experts Field Teams	2
<ul style="list-style-type: none"> 4.6 Communicate more to change the image of vocational education and training, enhance the value of the traditional trades that provide employment but modernise the titles and content of occupations and training courses (from cutting and sewing to fashion design), develop/promote vocational education and training in higher education, develop bridges between initial vocational education and training and higher vocational education and training (through qualifications frameworks, equivalences, continuing education) 	Operational	Sector Experts Field Teams	2
<ul style="list-style-type: none"> 4.7 Integrate the concept of gender equality even more into training courses by taking into account women's wishes more directly and by removing the peripheral obstacles to women's access to historically or traditionally male courses, feminisation of courses, construction of courses, communication 	Strategic	Sector Experts Field Teams	2
<ul style="list-style-type: none"> 4.8 Strengthen digital tools that increase the learning capacities of vulnerable groups: introduce fun pedagogies, bring digital teaching closer to everyday concerns (e.g. promotion of jobs and professional success, job search, administrative procedures, access to information on health, citizenship, reproduction, violence) 	Strategic	Sector Experts Field Teams	3

Recommendation 5:***Improve Monitoring and Evaluation of interventions, and create a working group on tracer studies, and provide capacity building***

	Level	Target	Priority
<ul style="list-style-type: none"> 5.1 Strengthen the <i>Monitoring and Evaluation</i> of interventions <i>by conducting ETRs at least six months after the end of the intervention and by ensuring that "lessons learned" systematically feed into the design of new interventions as well as the confirmation of the choice of intervention sectors</i> 	Strategic	Management Committee Board of Directors Field Teams Sector Experts Special Evaluation Office	1
<ul style="list-style-type: none"> 5.2 Assess the data already collected via the "<i>Tracer Studies</i>" in order to foster the emergence of a globalised base of all interventions and to capitalise on the methods deployed and the results obtained, in order to promote results-based approaches. Beyond communicating about interventions, Enabel should communicate even more about the fact that its interventions work. 	Operational	Management Committee Board of Directors Field Teams Sector Experts	2
<ul style="list-style-type: none"> 5.3 Diversify Monitoring and Evaluation methods, encourage the emergence of new materials (qualitative, counterfactual impact studies) 	Operational	Management Committee Board of Directors Field Teams Sector Experts	3
<ul style="list-style-type: none"> 5.4 Evaluate interventions beyond ETRs to measure their medium-term impacts and measure the sustainability of interventions 	Strategic	Management Committee Board of Directors Field Teams Sector Experts Special Evaluation Office	1
<ul style="list-style-type: none"> 5.5 Develop experimental studies on the knowledge of sectoral needs: job shortage, competence requirements, recruitment methods and hiring prospects 	Strategic	Management Committee Board of Directors Field Teams Sector Experts Special Evaluation Office	2
<ul style="list-style-type: none"> 5.6 Undertake an in-depth reflection on the indicators of three main categories of analysis in order to produce a common corpus of reference indicators: decent employment, correspondence between training and employment, self-employment/entrepreneurship. 	Strategic	Management Committee Board of Directors Field Teams Sector Experts	1

Recommendation 6:

Create or reinforce spaces for capitalising on the experience of Enabel's actions and reinforce the capacities of the teams.

	Level	Target	Priority
<ul style="list-style-type: none"> 6.1 Promote exchanges - decompartmentalise spaces - between Enabel teams in the capitals and Enabel teams in the regions, and with Brussels, in particular with the sector experts 	Operational	Sector Experts Field Teams	1
<ul style="list-style-type: none"> 6.2 Promote exchanges between Enabel teams from one country to another 	Operational	Sector Experts Field Teams	2
<ul style="list-style-type: none"> 6.3 Create permanent virtual meeting spaces, and also physical ones at regular and close intervals. Disenclave teams in difficult terrain (security, health and/or political problems) 	Operational	Sector Experts Field Teams	2
<ul style="list-style-type: none"> 6.4 Involve different groups in some of these spaces (beneficiaries, political or technical partners, on structural subjects such as the E-T-W Continuum or transversal subjects) 	Operational	Sector Experts Field Teams	4
<ul style="list-style-type: none"> 6.5 Integrate Enabel teams into expert or academic networks, or integrate academics into Enabel's think tanks 	Operational	Board of Directors Field Teams	4
<ul style="list-style-type: none"> 6.6 Publish and promote the results of Enabel's action in these networks 	Operational	Board of Directors Sector Experts	4
<ul style="list-style-type: none"> 6.7 Build an evolving toolbox to document practices that work, and help field teams integrate and implement the Brussels guidelines. 	Strategic	Field Teams Sector Experts	1

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ANNEXES

ANNEX Country notes

Documents available as separate files

ANNEX Knowledge products

Documents available as separate files