



External Mid-Term Review (MTR) Skills for Employment Tanzania (SET)

SET MTR_Final Report

Submitted to SDC

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12 FEBRUARY 2021

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ACRONYMS

AIC	AgriBusiness Innovation Centre
ATE	Association of Tanzania Employers
BDS	Business Development Support
CBA	Cost Benefit Analysis
CoP	Communities of Practice
DP	Development Partner
DPG-TVET	Development Partner Group – Technical Vocational Education and Training
ESPJ	Education and Skills for Productive Jobs
FDCs	Folk Development Colleges
FGD	Focus Group Discussion
FSDT	Financial Sector Deepening Trust
GEM	Gender Empowerment Measures
IAE	Institute of Adult Education
ILO	International Labour Organization
KII	Key Informant Interview
KTO	Karibu Tanzania Organization
LAP	Learn and Adapt Plan
LMAs	Labour Market Analysts
LMI	Labour Market Information
MoA	Ministry of Agriculture
MoEST	Ministry of Education, Science and Technology
MRM	Monitoring and Results Measurement
MTR	Mid-Term Review
MVTTC	Morogoro Vocational Teachers Training College
NACTE	National Council for Technical Education
NBS	National Bureau of Statistics
NSC	National Skills Council
NSDS	National Skills Development Strategy
NQF	National Qualifications Framework
OUT	Open University of Tanzania
PASS	Private Agricultural Sector Support
PDIA	Problem-Driven Iterative Adaptation
PMO-LYED	Prime-Minister’s Office – Labour, Youth, Employment and Disability
RPL	Recognition of Prior Learning
SAT	Sustainable Agriculture Tanzania
SC	Swisscontact
SDC	Switzerland Agency for Development and Cooperation
SDL	Skills Development Levy
SET	Skills for Employment Tanzania
SIDO	Small Industries Development Organization
SSC	Sector Skills Councils
SUGECO	Sokoine University Graduates Entrepreneurs Cooperative
TAHA	Tanzanian Horticultural Association
TASAF	Tanzania Social Action Fund
TCU	Tanzania Commission for Universities
ToC	Theory of Change
TPSF	Tanzania Private Sector Foundation
TVET	Technical and Vocational Education and Training
VET	Vocational Education and Training
VETA	Vocational Education and Training Authority
VFM	Value For Money
VICOBA-FETA	Federation of VICOBA Implementers
VSD	Vocational Skills Development
VSLA	Village Savings and Loans Association
WEE	Women’s Economic Empowerment

EXECUTIVE SUMMARY

BACKGROUND

Against the backdrop of the national vision of transitioning a middle-income country by 2025¹ and the drive to build a skilled labour force which can support the growth of key economic sectors, the Government of Tanzania has launched its **National Skills Development Strategy (NSDS) 2016–2027**². Designed as a platform for coordination among the Government and development partners, the NSDS introduces a new approach to skills development in six priority economic sectors (Agriculture; Agribusiness and Agro-Processing; Tourism and Hospitality; Transport and Logistics; Construction; Information and Communications Technology; and Energy), seeking to improve the quality, quantity, and relevance of skills by addressing the following critical challenges:

- Weak national coordination of myriad formal and alternative training providers which results in fragmentation and duplication of efforts, as well as inefficiencies and low capacity for quality assurance by regulatory bodies;
- Limited public-private Sector collaboration, where Governance structures at the national and sector level do not adequately involve employers³;
- Inadequate Labour Market Information to match skills supply and demand ⁴;
- Inefficient sector financing and use of the Skills Development Levy (SDL) with the majority of funding for training allocated to university-level education;
- A lack of flexible pathways enabling youth, including women and young mothers, to build skills by moving through multi-pathway (informal, non-formal and formal) skills development;
- Low relevance and quality of skills development programs, and limited professional development opportunities for training instructors to identify and address skills gaps⁵.

Vocational Skills Development is also marked by a significant gender gap. Fewer girls and young women than boys and young men complete primary to tertiary education, with pregnancy being an important cause of drop-out. Women are employed to a lesser extent than men, they have lower incomes, are more financially excluded and young women are over-represented among those with no income at all⁶.

The **Skills for Employment Tanzania (SET)** Program, supported by the Switzerland Agency for Development and Cooperation (SDC) and managed by Swisscontact, is currently implemented in the context of the two key results areas of the NSDS: strengthening the institutional capacity of the skills development system and promoting the expansion and quality of labour-market driven skills development opportunities at service delivery level. SET implementation is planned in three phases over a 12 year period, with an allocation of CHF 6 Million for the 4 years of the current Phase (2018 – 2022). NIRAS Tanzania has been commissioned to undertake the present external Mid-Term Review (MTR) of the current phase (Phase 1) of the Program. The MTR was conducted between October 2020 and January 2021.

PURPOSE AND METHODOLOGY

The dual **purpose** of the MTR of the SET program is first, to retrospectively assess the extent to which the SET design, management processes, and implementation strategies are *relevant* in terms of the Program's policy environment and target beneficiaries' needs; *effective* in terms of achieving desired change and *efficient* in terms of resource allocation; and second, to evaluate SET *sustainability*, making actionable recommendations for the remainder of Phase 1, taking into account prospective phases of the Program, to maximize future impact.

Our overall **approach** for the review was the application of *utilization-focused evaluation* (UFE) techniques, informed by gender responsive evaluation (GRE) design. In line with the Terms of Reference (ToR), mixed methods included a *desk review* of relevant Program documents and available secondary data; in-depth *key Informant Interviews (KII)* and *focus group discussions (FGDs)* with a wide range of stakeholders, including program beneficiaries.

¹In July 2020, the World Bank announced that Tanzania's status had changed from low to lower-middle country.

²Government of Tanzania, National Skills Development Implementation Plan 2016–2019.

³Tanzanian Enterprise Skills Survey (TESS), World Bank, 2016.

⁴For instance, a study on the tourism industry finds that approximately 1,500 students graduate from registered education and training providers each year with qualifications in tourism, while the number of jobs in the sector is expected to double from almost 500,000 today to over a million by 2025 (Anderson Wineaster, 2015, Draft Report on Human Resource Needs and Skill Gaps in the Tourism and Hospitality Sector, MoEST).

⁵VETA, 2012, Report on the Labor Market Survey for TVET in Tanzania.

⁶FSDT, 2019, Bridging the gender gap in financial inclusion.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

A summary of *key findings* under the evaluation criteria Relevance is found below.

- Stakeholders agree that SET is addressing relevant problems, but the overall Program design needs to be sharpened, with decision-makers, implementers, and beneficiary groups participating in the refining process.
- The policy, governance, and accountability context of the education sector generally, and of the Technical and Vocational Education and Training (TVET) sub-sector in particular, is a critically important determinant of the Program's success.
- The intervention logic remains relevant at the mid-point of Phase 1 and the Theory of Change (ToC) is a potentially powerful instrument to ensure the Program focuses on results, adapting to an evolving context to unlock desired change.
- While Swisscontact brings international standards/expertise to TVET in Tanzania, this needs to be matched by a deeper contextual understanding, to identify national Program managers for future Program phases. The original set-up with local and complementary partners has not yet fully been operationalized. Two of the partners, TAHA and AVALLAIN, are yet to be engaged.
- In the absence of a clear Stakeholder Engagement Strategy, Swisscontact's applied partnership modality has proven to be problematic.
- Initial gains have been made in empowering young mothers to overcome household-level barriers; but in order to make gender transformative dimension of the Program design a reality, SET programming must strengthen synergies between Components, as well as the lack of collaboration with partner Programs.

In terms of Effectiveness, we found the following:

- In the absence of results measurement data, the paucity of monitoring data in general, and the lack of an inception phase for the Program design to 'settle', it is difficult to gauge the extent to which SET is on track to achieve the planned outputs and outcomes; however, findings suggest that a revision of outcomes and outputs is needed, and both the Phase 1 timeline and the overall three-phase life cycle may be revisited.
- While it is too soon to assess the effectiveness of partnerships in terms of *systemic* impact, some partners, particularly for Component 1, may well prove to be effective drivers of change, with strategic partners across all Outcome areas seeking to reach out to other institutions/programs to achieve lasting impact.
- Efforts to apply Gender Empowerment Measures (GEM) and Women's Economic Empowerment (WEE) techniques are gaining momentum, but the training modules developed to date are of poor quality overall and address gender issues in a tokenistic way.
- While a number of capacity building activities have been conducted in a relatively short space of time, there is a risk that the drive to 'make up for lost time' has compromised efforts to make a lasting impact in terms of a transfer of expertise from the SET Team to institutional partners and beneficiaries.

Assessing the Efficiency of the Program, we also found that while SET has shown little attention to Value For Money (VFM) and Cost Benefit Analysis (CBA) thus far. Plans for staff development of the SET Program team as well as and adaptive programming support from Swisscontact's Regional HQ may bring greater efficiency to SET implementation. However, this needs to be underpinned by greater attention to internal coherence within SDC's portfolio and external coherence with Government and DP-supported initiatives.

In terms of Sustainability, we found the following:

- Unclear mandates and roles within the sector, ongoing and anticipated dependency on financial support from the Program, and limited knowledge of the SET results framework – the 'bigger picture' – points to a need to strengthen efforts in creating stakeholder ownership of results and in revisiting the sustainability strategy.
- While Swisscontact's contractual Program Management mandate may prove functional during Phase 1, much more needs to be done in the current phase in terms of building a convincing evidence base to attract commitment from Government, industry, and development partners and to enable the contract modality to evolve in subsequent phases.
- Going forward, inter-ministerial policy dialogue and synergies with initiatives supported by Development Partners are essential for SET to accelerate implementation and potentially go to scale.

In *conclusion*, we return to the four key guiding questions.

Is SET doing the right things? Broadly, stakeholders agree that the Program is addressing relevant problems. However, we find a weak grasp of the volatile governance, political economy and accountability context for the TVET sub-sector, no clear stakeholder engagement strategy and somewhat fragile partnerships, particularly vis-à-vis the program's gender

strategy; together these point to the need for a sharpened Program design, with legally mandated partners participating in developing not only annual workplans but a meaningful ‘big picture’ of change that is contextually strategic *and* realistic.

Is SET achieving its planned outcomes? Notwithstanding delayed implementation – though SET has made commendable progress in 2020 - the paucity of performance monitoring data not only limits an answer to this question, but also confirms our conclusion that the drive to ‘make up for lost time’ has compromised efforts to make a lasting impact. It is early days, however, and by honing partnerships, building synergies between results, and revisiting the 3-phase life cycle, the Program may get back on track.

Is SET implementing in a resource-efficient way? The Program has shown little attention to VFM and CBA thus far and adaptive programming support needs to be underpinned by greater attention to both internal and external coherence.

Are SET’s (innovative) interventions designed to be sustainable? In a context where strategic partners lack funds, inter-ministerial dialogue on TVET financing is weak, and donor-coordination is nascent, SET is marked by dependency on financial support from the Program, now and going forward. This suggests an urgent need to reformulate the SET sustainability strategy. An evidence-base of actual and potential achievement of positive change will be essential for the Program to attract commitment from Government, industry, and DPs.

Our actionable **recommendations** are tailored to the evaluation’s primary users, including ‘foundational’ recommendations for Swisscontact, SDC and the SET Program Management; policy level recommendations primarily intended for SDC; ‘programmatic’ recommendations aimed at the SET Team and strategic partners; and recommendations for implementing partners. These are outlined below.

1. Foundational recommendations

1.1. *Revisit the SET intervention logic.* The time-frame for the Program’s intervention logic is uncertain. While the Final Outcome is likely to remain relevant over a 12 year period, it is not clear whether Outcome-level results are expected to be achieved by the end of Phase 1, or end-Phase 2, or at the end of the final phase. To strengthen SET results-based management (RBM), we recommend two things: (i) revisiting the Program’s Outcomes to ensure they are relevant over the 12-year life cycle; and (ii) introducing an additional level of results – *Intermediate Outcomes* –which may realistically be achieved by the end of a given phase.

1.2. *Agree on (re)phased implementation.* To accommodate the delays in implementation, SDC, Swisscontact and the SET Program Team may consider re-structuring the Program’s planned life-cycle (a proposed re-structuring is found in the main report).

1.3. Develop a clear, practical, and adaptive *Stakeholder Engagement Strategy and Plan*, including a *participatory* political economy / power analysis, to identify partners who may (or may not) be strategic, as well as understanding their motivations, the formal rules and informal practices that shape their behaviour, and the formal and informal mechanisms for cooperation over time.

2. Policy level recommendations

2.1. *SDC supports the SET Program Team by engaging in policy dialogue.* Taking into account institutional restructuring within the TVET sub-sector, SDC and the SET Steering Committee should lobby for (i) engagement of policy-makers at the highest levels in establishing a legal framework for the NSC; (ii) collaborative Government-donor dialogue on financing of the TVET sub-sector and how to engage industry/employers as a bridge between the ‘World of Education’ and the ‘World of Work’; and (iii) a ‘hotline’ from employers to decision-makers at the highest level(s).

In addition, we recommend that SDC works with the SET Program team to target sectors that can actually be supported, mitigating the risk of a diluted approach for resource allocation and sustainable solutions.

3. Programmatic recommendations

3.1. *Focus on results, not inputs, and sharpen the Program design for Phase 1*, ensuring that the following measures are deliberated in line with the revised TVET institutional arrangements.

Component 1

- Create synergies for Labour Market Information (LMI) assessments, where these are conducted not by a single institution but through collaborative group approach.
- Develop a nationally endorsed LMI Assessment Guide, building on the LMI Research Tool Kit designed under ISTEP, as the standardised approach for a sustainable system.

- Building on the above, promote a more agile system for identifying skills gaps in relation to occupation supply and demand, such as National Occupation Skills Standards (NOSS) which are created by industry for industry.

Component 2

- On the basis of a Stakeholder Engagement Plan and participatory power analysis, gradually shift focus from MVTTC as pivotal partner to NACTE, in line with NACTE's role of regulator, with the power to register technical teachers and qualified technicians teaching in registered and accredited technical institutions in Tanzania.

Component 3

- The SET Program Team should work in direct partnership with implementation partners such as SAT (reconsidering engagement with TAHA), rather than simply overseeing activities; and if partnership with TAHA is not viable, the SET Program Team should explore the best approach of engaging with another organisation or non-autonomous public institutions as alternative. Strengthened implementing partnerships should focus on synergies between Components, Outcomes and Outputs.

Cutting across Components 2 and 3, we strongly recommend that resources are invested in ensuring high quality training modules by ensuring MVTTC and the TPs are supported by professional material developers or by contextualizing international-standard materials which already exist. We also strongly recommend broadening the perspective of distance learning, rather than focus on digital learning.

3.2. Ensure that the right partners are accountable for the achievement of SET results. Strategic partnerships should be extended to include the Association of Tanzania Employers (ATE), the Prime-Minister's Office – Labour, Youth Employment and Disability (PMO-LYED), and Ministry of Agriculture (MoA), while remaining with the Tanzania Private Sector Foundation (TPSF) as a key partner in the short term but reconsidering the sustainability of the role of SSC coordinators beyond June 2021. In addition, to adjust to a changed and changing institutional eco-system, we recommend the SET Program Team *adopts a problem-driven iterative adaptation (PDIA) approach*, ensuring that partners understand their responsibility for achieving results (as opposed to executing activities) and are held accountable for those results.

3.3. Strengthen the 'RM' (results measurement) in MRM to learn and adapt. We strongly recommend including VFM analysis in the MRM Plan as well as integrating RBM features such as (i) Using the Program Theory of Change (ToC) as a compass not a roadmap; and (ii) developing a change management strategy, such as a Learn and Adapt Plan (LAP).

3.4. Develop a scaling design. We recommend using the above-mentioned PDIA programming approach, to strengthen the SET sustainability strategy over the full 12 year period, as well as for Phase 1.

4. Implementation recommendations

4.1. Commitment from strategic implementing partners. Key staff responsible for output-level results should dedicate an agreed minimum number of days to implement and monitor planned activities to achieve these results, to be included in the SET workplan for 2021-22. We also recommend that strategic SET partners work closely with the SET Program Team to identify entry-points for engagement with employers at multiple levels.

4.2. Communities of Practice (CoP). We recommend implementing partners, in collaboration with experienced INGOs/NGOs working in the VSD domain, set up Enterprise-based Training Communities of Practice (CoP) for awareness creation and problem-solving on issues related to access to training, quality of training provision and employment opportunities, as well as a CoP on gender, to ensure an on-going exchange of knowledge and experience and opportunities for pooled expertise.

In sum, our key 'take-home' message is that the durability of the program's pathways for change will depend on two things. First, program partnerships that respond to a constantly evolving TVET landscape; and second, the strategic management of such evolving partnerships. SET has the potential of being a game-changer for all stakeholders. Partners at various levels - implementing, financial, and management partners alike - share a vision of more and better access to quality VSD for Tanzania's youth. At the same time, there is strong commitment from SDC, Swisscontact and its partners to strengthen alliances and foster new ones, incrementally building capacities for LMI production and use, as well as the provision of quality skills training that meets the demands of young men and women and keeps pace with the country's economic progress.

At the mid-point of Phase 1, SET is at a critical juncture, poised between catching up on delayed activities on the one hand, and (re)formulating critical pathways for lasting change, on the other. Grounded in revitalized, self-sustaining, and flexible institutional relationships, SET can and will perform effectively and efficiently, remaining strategic and relevant over time

1. INTRODUCTION

The Switzerland Agency for Development and Cooperation (SDC) supports the Government of Tanzania in enhancing youth (self) employment by improving the Vocational Skills Development (VSD) system through **Skills for Employment Tanzania (SET)**. The SET Program is being implemented in three phases over a 12 year period, with an allocation of CHF 6 Million for the 4 years of the current Phase 1 (2018 – 2022). The Program design centres on interventions at three different levels (key partners for Phase 1 are in brackets)

- Component 1, with a focus on **Market relevance** (VETA, NACTE, TPSF, MoEVT, PMO-LYED);
- Component 2, with a focus on **Quality** (MVTTC);
- Component 3, with a focus on **Access** (private/public agricultural VSD providers, Morogoro).

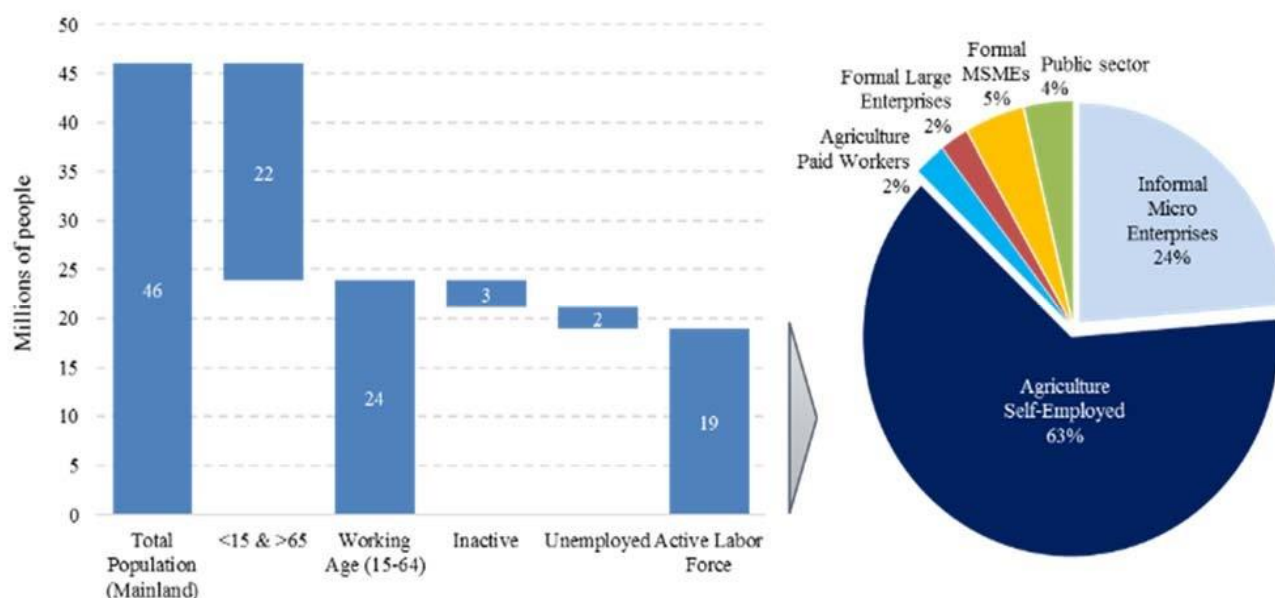
Swisscontact, a Swiss foundation for technical cooperation with Regional Headquarters in Nairobi, Kenya, was contracted to manage the implementation of SET, working closely with partners and national authorities. NIRAS Tanzania has been commissioned to undertake an external Mid-Term Review (MTR) of Phase 1 of the Program. The MTR was conducted between October 2020 and January 2021.

1.1. PROGRAM CONTEXT

Despite progress towards the goals set by the national Five Year Development Plan 2016–2021 (FYDP II), in order to achieve its Development Vision 2025 of becoming a middle-income country⁷, Tanzania needs to build a skilled labour force which can support the growth of key economic sectors, as well as accommodating the high unemployment of youth aged 15-24 years. Young people under the age of 25 represent about two thirds of the population, with 82.3 percent of youth in vulnerable employment , which rises to 86.4 percent for young women and 93.6 percent for rural youth.⁸

Across Tanzania, only 11 percent of workers are engaged in the formal sector, with the remainder engaged in low income activities in agriculture or in self-employed in informal trading and services activities in cities (Figure 1).⁹

Figure 1. Distribution of the Population by Employment Status and Type



Source: Education and Skills for Productive Jobs (ESPJ), World Bank, 2016, p.3

⁷In July 2020, the World Bank announced that Tanzania's status had changed from low to lower-middle country.

⁸ Integrated Labor Force Survey, 2014.

⁹ Youth employment in Tanzania: Taking stock of evidence and knowledge gaps, IDRC & MasterCard Foundation, 2016.

If Tanzania continues on a dynamic growth path, the bulk of employment opportunities will be in the private sector, with increasing numbers employed in non-agricultural sectors and in higher skilled occupations. Evidence shows that private sector firms face a shortage of trained low, medium, and high-skilled workers needed to grow and create jobs.¹⁰

Yet focusing on the skills needs of the formal sector alone will not be sufficient to achieve Tanzania's development goals; between 2006 and 2014, 2.7 million of the 3.4 million jobs created were in the informal sector (e.g. agri-business, transport, construction, food vending and catering sectors), with 90 percent in the self-employed category.¹¹ At the same time, over one million young people with varying levels of education and skills are expected to leave the education system and potentially enter the labour market annually in the coming years and by 2030 this number is projected to reach 1.6 million per annum.¹²

Improvement of the quality, quantity and relevance of skills is imperative for continued growth and job creation in Tanzania. Yet critical challenges exist at the system level and service delivery level. These include:

- Weak national coordination of a myriad of formal and alternative training providers which results in fragmentation and duplication of efforts, as well as inefficiencies and low capacity for quality assurance by regulatory bodies (e.g., VETA, NACTE, TCU);
- Limited public-private Sector collaboration, where Governance structures at the national and sector level do not adequately involve employers¹³;
- Inadequate Labour Market Information to match skills supply and demand ¹⁴;
- Inefficient sector financing and use of the Skills Development Levy (SDL) with the majority of funding for training allocated to university-level education;
- A lack of flexible pathways enabling youth to build skills by moving through multi-pathway (informal, non-formal and formal) skills development;
- Low relevance and quality of skills development programs, and limited professional development opportunities for training instructors to identify and address skills gaps¹⁵.

Vocational Skills Development is also marked by a significant gender gap. Fewer girls and young women than boys and young men complete primary to tertiary education, with pregnancy being an important cause of drop-out. Women are employed to a lesser extent than men, they have lower incomes, are more financially excluded and young women are over-represented among those with no income at all¹⁶. The importance of gender-analysis and interventions tailored to include young women, in particular young mothers, is therefore essential.

In response to these challenges, the Government of Tanzania has launched its **National Skills Development Strategy (NSDS) 2016–2027**¹⁷. This platform for coordination among the Government and development partners introduces a new approach to skills development in six priority economic sectors: Agriculture, Agribusiness and Agro-Processing; Tourism and Hospitality; Transport and Logistics; Construction; Information and Communications Technology; and Energy. The NSDS consists of two key results areas (1) *strengthening the institutional capacity of the skills development system*, including: establishing the National Skills Council (NSC) and Secretariat and Sector Skills Councils (SSC) to promote public-private sector cooperation; operationalizing the National Qualifications Framework (NQF) and Recognition of Prior Learning (RPL) for informally acquired skills; strengthening the LMI system; building quality assurance capacities, and setting up a voluntary seal of approval scheme for training institutions to raise the level of business satisfaction with training quality and relevance.

At service delivery level, the NSDS aims at (2) *promoting the expansion and quality of labour market driven skills development opportunities in select economic sectors*, by introducing two funding mechanisms designed to increase competition among training providers for public funds, to increase accountability for results, and to provide incentives for training providers to take into account gender aspects in their programming, especially women and girls. These are the Skills Development Fund for public and private training providers, disbursed through the Tanzania Education

¹⁰Tanzanian Enterprise Skills Survey (TESS), World Bank, 2016.

¹¹*Ibid.*

¹² Draft Tanzania Systematic Country Diagnostic (SCD), World Bank, February 2016.

¹³Tanzanian Enterprise Skills Survey (TESS), World Bank, 2016.

¹⁴For instance, a study on the tourism industry finds that approximately 1,500 students graduate from registered education and training providers each year with qualifications in tourism, while the number of jobs in the sector is expected to double from almost 500,000 today to over a million by 2025 (Anderson Wineaster, 2015, Draft Report on Human Resource Needs and Skill Gaps in the Tourism and Hospitality Sector, MoEST).

¹⁵ VETA, 2012, Report on the Labor Market Survey for TVET in Tanzania.

¹⁶ FSDT, 2019, Bridging the gender gap in financial inclusion.

¹⁷ Government of Tanzania, National Skills Development Implementation Plan 2016–2019.

Authority to accredited institutions registered under TCU, NACTE, and VETA; and the pilot Trainee Voucher Scheme for low income youth, initially managed by the Higher Education Student Loans Board but now under the Tanzania Social Action Fund (TASAF), which subsidizes trainees' tuition costs and incentivizes training providers to offer more competitive and relevant market-linked training.

2. EVALUATION PURPOSE AND METHODOLOGY

This independent review of the SET program at the mid-point of Phase I (May 2019 – September 2020) serves a dual purpose.

First, it is a retrospective assessment of the extent to which SET design, management processes and implementation strategies are *relevant* in terms of the program context, policy environment and target beneficiaries' needs; *efficient* in terms of resource allocation; and *effective* in terms of achieving desired change, for example, innovative ways of increasing access to VSD, building capacities to deliver high-quality skills training, and matching VSD provision to market demand. Looking ahead, with a view to maximizing future *impact*, an assessment of SET *sustainability* in light of program performance will generate lessons learned for adaptive programming strategies, as well as actionable recommendations for subsequent phases of the program, building an evidence-base for Government stakeholders, Development Partners, and private sector providers to take successful VSD interventions to scale.

Our **overall approach** for the review was the application of *utilization-focused evaluation* (UFE) techniques, where an evaluation's primary intended users guide decisions about how an evaluation should be conducted and how it should be used. Drawing on gender responsive evaluation (GRE) design guidance, assessed the direct gender dimensions defined by the Program, as well as aiming to foster empowerment through participation of women and young mothers in producing knowledge about the intervention.

The **evaluation methodology**, finalized in close consultation with the SDC experts and the SET program management, included a mixed-methods approach, as outlined below.

- i. A **desk review** of relevant program documents (ProDoc, theory of change, progress reports, financial reports, training reports, meeting minutes, etc.), as well as available secondary data generated by Swisscontact and its partners, was a critically important starting point, enabling the evaluation team to refine the list of key questions by formulating further sub-questions and ensuring that methodology design responded to the program context.
- ii. **Key Informant Interviews.** In-depth interviews were conducted with key respondents: including MoEVT Senior Management (including members of the Steering/Technical Committee; MVTTC Trainers; TPSF SSC coordinators, Gender experts; SET Team Lead; SDC Staff, Karibu Tanzania Organization (KTO) and Swisscontact Central and Regional HQ Staff.
- iii. **Focus group discussions (FGDs)**, targeting the following key stakeholders: VETA, NACTE and TPSF Senior Management and SET Focal Points; MVTTC Management Staff and Trainers (followed up by a *Self-Assessment Format* for MVTTC trainees); Provider (public and private) Platform members; Young Men, Young women and Young Mothers who have accessed VSD opportunities; SET program Management Team members; and members of the Development Partner Group for Technical and Vocational Education and training (DPG-TVET).

All data collection instruments were administered by the Evaluation Team. A full list of respondents is found in **Annex 1**, including an explanation of how we cite respondents' quotes.

Limitations of the study included the following:

1. A volatile political economy context for the TVET sub-sector – evidenced by scheduled Government discussions to revisit mandated roles and responsibilities of key TVET institutions - raised the risk of our recommendations becoming irrelevant. Initially, we intended to mitigate this risk by submitting the final report *after* Government had completed the internal discussions, to reflect the results of these discussions in our recommendations. This, however, was not possible as we subsequently learned the discussion results would be disclosed only after Parliament meets in the first quarter of 2021, on a date beyond our submission deadline for the final draft report. This MTR report therefore emphasizes that all actions taken on the basis of our recommendations must be grounded in the realities of the revised TVET governance and institutional context.
2. The data collection schedule was slightly out of sync with the SET workplan and two of the three Component Coordinators were not in Morogoro during our field visit; this was mitigated by the Team staff making themselves available for numerous follow-up calls to provide details/clarification. Similarly, weak participation with other key stakeholders was mitigated by follow up interviews conducted after submission of the first draft report and completion of the final draft.
3. It was not possible to undertake the intended value for money (VFM)/cost benefit analysis (CBA) due to a lack of systematic documentation and data at this early stage in Program implementation, which we address in our recommendations.

3. FINDINGS

3.1. RELEVANCE

1. Stakeholders agree that SET is addressing relevant problems, but the overall program design needs to be sharpened, with decision-makers, implementers, and beneficiary groups participating in the refining process.

Government stakeholders assert that the Program is broadly focused on the right issues. SET interventions to improve the labour market relevance of VSD respond directly to policy priorities of the Tanzania Development Vision 2025 (GoT, 2015) and the Second Five Year Development Plan, 2016-2021 (MoFP, 2016), as well as the NSDS, outlined above. Similarly, the quality of training provided by TVET teachers is a key concern among for decision-makers in Government, echoing the national Education Sector Development Plan (ESDP-II) Priority Program for TVET (MoEST, 2018); a brief analysis of Program alignment with the ESDP-II is found in **Annex 2**.

There is also consensus among stakeholders that the Program's focus on strengthening training providers' capacities to develop and manage agri-skills training is particularly relevant in Morogoro, a region characterized by vulnerable (informal, low-skilled and low-value) employment for youth in the agriculture sector. However, reflecting on the notion of 'market demand', respondents also point out that the 'market' is not monolithic; rather it comprises multiple skills-levels, ranging from those demanded by 'big industry', to local and community-level businesses, as well as skills for self-employment. If the Program is to be scaled, responding to other region-specific labour markets, Outcome 3 may need to be tweaked.

While decision-makers, management and practitioners assert that VET is perceived as a 'second-best' alternative to formal education - i.e., students join VET programs after missing out opportunities for further formal education - this was not the case for the majority of young people themselves (only one young man in FGDs aspired to higher education and is currently doing a certificate in Local Governance Studies). Young men and women alike said they preferred VET to formal schooling. Among their reasons are the following: *"I am too old to start Form 1"; "English as a medium of teaching at secondary schools makes studies difficult"; "the closest secondary school is 6 km away"; "I have no one to leave the children with"; "Vocational skills is exactly what we need my sister, nothing else"* (FGD Youth). The main reason, stated by all the young people who participated in FGDs, is that VSD is viewed as a means to self-employment through commercial agriculture in the case of young people in rural settings and through small businesses start-ups in the case of urban youth.

Although MVTTC, VETA, and sub-contracted partners such as SAT were consulted during Swisscontact's proposal development, they did not participate directly in the program design process. The development of the Program intervention logic and logframe was driven by external experts (KII Swisscontact). Several analyses were conducted to guide the Program Design, including a Baseline Survey, a Training Needs Assessment; a mapping of training providers, conducted prior to program proposal development; and a study of 'Barriers to youth engagement in Agriculture'. But again, these were conducted by consultancy firms. In retrospect, this was perhaps an oversight. *"You need the participation of partners from a very early stage to avoid any misunderstandings and unmet expectations"* (FGD Component 3).

In light of this, it may be useful to consider problems that are not only relevant but are also 'good' problems in that they are defined by key decision-makers through shared consensus (and therefore cannot be ignored) and can be broken down by implementers into smaller elements and delivered systematically and on time. An example of a 'good' problem, offered by SET Program management is this: in aiming to address the mismatch of supply and demand for VSD, the Program focuses too much on Skills for *Education* –the skills required to facilitate provision of quality and relevant skills training and not enough on Skills for *Employment* (KII SET). The Program management thus suggests that the current Program design needs to be sharpened overall. We discuss this further under Recommendation 3.3.1.

2. The policy, governance, and accountability context of the education sector generally, and the TVET sub-sector in particular, is a critically important determinant of the Program's success.

A fundamental constraint for TVET in general, and SET in particular, are the *intra-ministerial* schisms that result from institutional restructuring of the former MoEVT (now MoEST) has diluted decision-makers attention to the TVET sub-sector, with policy dialogue focusing increasingly on other sub-sectors such as Basic and Higher Education (KII MoEST). While the TVET National Qualifications Framework (NQF), covering all sub-sectors, is an important instruments for sector-wide harmonization, neither the 2009 Framework nor the one developed in 2014 have been nationally endorsed.

Equally problematic is the risk that the TVET sub-sector falls between *inter-ministerial* cracks. Stakeholders point out that institutional uncertainty as regards the 'parent' ministry as well as a lack of clarity on the roles of VETA, NACTE and TCU, compromises leadership of TVET. Indeed, the NSDS document was signed by the Permanent Secretary (PS), MoEST but not by the PS, PMO-Labour, Employment, Youth and Disabilities (PMO-LEYD). Subsequently, many of the problems that drove development of the NSDS in the first place remain core challenges today. One such challenge has been the failure to set up the National Skills Council (NSC), the intended platform for collaboration between Government, industry, training providers and other stakeholders, as well as for formal dialogue between the DPG-TVET and Government decision makers.

Stakeholders point out that institutional uncertainty as regards the National Skills Council (NSC), as well as lack of clarity on the future roles of VETA NACTE and TCU compromises the leadership of TVET and hence its coordination. While establishment of the NSC was discussed in a meeting of all 6 skills sector ministries, agreement could not be reached on where the NSC should be housed.

FGD participants suggested this situation arose because of Government's reluctance to increase the number of institutions by introducing the NSC. Another possible reason for the delay in setting up a coordination and collaboration platform may be because the NSDS locates the NSC Secretariat at PO-Planning Commission, whereas the Secretariat for the Education and Skills for Productive Jobs (ESPJ) - a Program to support implementation of the NSDS - is housed at MoEST. Overall, participants in our FGDs argue that while a platform for collaboration and coordination is essential for the TVET sub-sector, the political will for collaboration is weak - *"technical people on the ground are in favour of the NSC but not decision makers"* (FGD Comp 1). Participants also agreed that the NSC need not be a physical institution *per se* - with all the associated costs; rather, it should be seen as *a dialogue process* facilitated by a small Secretariat independent of the relevant Ministries.

In sum, stakeholders assert that the leadership vacuum and ensuing weak coordination of TVET is immensely problematic. Across all three SET Program Components, respondents agree *"There is a basic disconnect between those responsible for TVET and the people demanding outputs from TVET"* (FGD Comp 1). This said, two critically important events are expected in the near future: a forthcoming Act for restructuring public institutions in the TVET sub-sector are expected to resolve the uncertainties concerning mandates, roles, and responsibilities of NACTE, VETA and TCU; and finalization of the National Qualifications Framework. Stakeholders expect NACTE to be mandated as the main regulatory body. However, the role played by VETA/NACTE on LM assessment for VET as well as overseeing of MVTTC will likely remain unchanged.

3. The intervention logic remains relevant at the mid-point of Phase 1 and the Theory of Change is a potentially powerful instrument to ensure the Program focuses on results and adapts to an evolving context, to unlock desired change.

At this point in the Program-cycle, we find the SET intervention logic to be well-defined. Yet the SET interventions (categorized as macro-, meso, and micro-level in the ProDoc) are, arguably, three related Programs rolled into one, with Component 3 focusing on the agriculture sector. In the context of uncertain financing arrangements for Phases 2 and 3 and keeping one eye on sustainability, a carefully-phased results-based management approach is required during Phase 1; *"The 'what' is OK (intervention logic) but the 'how' (approach) could have been designed differently, in terms of sustainability"* (KII Swisscontact). The SET Team will need to carefully negotiate *"trade-offs between fast implementation and strategic engagement"* (KII SDC) at output level in order to unlock the desired change at Outcome level.

Swisscontact's Theory of Change (ToC) reads: *Through strengthened coordination, improved capacities to produce and use labor market information, to deliver training of trainers, and through enhanced institutional and management capacities, VSD stakeholders are able to provide quality skills training that matches the demands of both youth – including young mothers - and the economy. Better access to quality and relevant skills training improves youth (self) employment opportunities and ability to increase their incomes* (SET Program Document, p.28). We find the ToC to be a coherent one and the assumptions behind the critical pathways of change are well formulated. However, some of these may be unsafe assumptions. We identify the following examples of problematic assumptions behind the Final Outcome, all of which relate to the political context discussed above: TVET remains a priority sector; strategic partners commit a core team to improving their implementation capacity and cooperating with the Program; and potential duplication of activities among Development Partners is managed via cooperation. Similarly, several assumptions behind the progress from Output- to Outcome-level are problematic. These include the contribution by VETA and MVTTC of resources for training module development and training activities and the continued collaboration of TP's throughout the Program life-cycle. A brief analysis of ToC assumptions is found in **Annex 3**.

As suggested in the previous section, the TVET policy and institutional context is a volatile one. Given that the ToC context is likely to continue to change over the 3 phases of the Program, the SET Team should periodically revisit the ToC and, importantly, track the evolution of their assumptions of how change happens. Indeed, there is consensus among SET Team members that *results measurement* - the 'RM' in the Program's MRM approach - must be strengthened in order to track the continuing relevance of the SET intervention logic over time.

4. While Swisscontact brings international standards/expertise to TVET in Tanzania, this needs to be matched by a deeper contextual understanding, to identify national Program managers for future Program phases.

According to respondents from SDC, the selection of Swisscontact to manage the Program was determined by factors such as strong links with the Swiss VSD system and capacity to deliver high-caliber technical assistance. Swisscontact management identified the organization's comparative advantage in playing the management role as grounded in the organization's global experience in VSD and training approaches (e.g., inclusive market approach, access to finance), their regional support mechanism and presence in East Africa. As Government Stakeholders point out, however, these strengths are not unique to Swisscontact and are true of other international consultancy firms. In line with the ProDoc, SET staff understand the Program management role to be improving the coordination of Tanzanian institutions. At this point in the Program cycle, however, and as we discuss further below (3.1.5), we find the SET Team's capacity to promote collaboration to be limited; we address this limitation under Recommendation 3.2. The original set-up in the ProDoc, with local and complementary partners has not yet fully been operationalized. Two of the foreseen partners, TAHA and AVALLAIN, are yet to be engaged. If they will not be part of SET, contact with other organizations with complementary experience to that of Swisscontact should be established.

Our findings suggest that Swisscontact – at regional level and to a lesser extent the SET Team in Morogoro - is limited in its contextual understanding of TVET in Tanzania. Going forward, implementing partners suggest that Swisscontact will need to get to grips with the issue of institutional mandates for the coordination of Tanzanian TVET institutions, in order to identify strategic partners with the potential of taking on a Program management role in Phases 2 and 3. Mandated roles will need to be considered in relation to a given partners' institutional capacities; their institutional motivations and expectations; and the national procedures and Government structures in which the Program may embed. Indeed, as the Team Lead insists, *"We need to talk more to people, we need the human touch"* (KII SET). This point is discussed further in the Section on Sustainability.

5. In the absence of a clear Stakeholder Engagement Strategy, Swisscontact's applied partnership modality has proven to be problematic.

In order to play its role as facilitator/moderator, rather than implementer, the SET Team navigates a complex terrain of Program partnerships. These include sub-contracted '*implementing partners*' such as Sustainable Agriculture Tanzania (SAT), Tanzanian Horticultural Association (TAHA), AVALLAIN and Matchmakers); Government institutions (MoEST, NACTE VETA and MVTTC), generally referred to as '*strategic partners*' who are expected to contribute financial, human and in-kind resources; *private sector partners* under the TPSF umbrella; and '*beneficiary partners*', the TPs participating in the platform.

In the case of implementing partners, these appear to be sub-contracted on the basis of complementary competencies. Examples include the following: development of contextualized agri-skills training modules and BDS provision (SAT and TAHA); IT-based delivery and soft skills training (AVALLAIN); research, value-chain analysis, and documenting lessons learned (Matchmakers Association) (ProDoc p. 51). Yet these implementing partners have also been selected because they are organizations *"who can stay on and implement after the Program ends"* (KII Swisscontact). It is important to note that while implementing partners such as Matchmakers provide quality expertise, they described as being *"expensive"* (KII SET) (Section 3.3.1 for further discussion).

Generally, while SET relies on partner engagement that is *horizontal*, between strategic and implementing partners, the horizontal nature of SET partnerships is questionable. A case in point is the partnership with SAT, which as a key consortium partner, had signed 3 pre-bid contracts, assuming responsibility for management of the TP platform. However, following the Program launch, the contract was not honoured resulting in a dispute regarding the scope of SAT's engagement. The situation appears to have been resolved and during the MTR, SAT was in the process of signing the contract with Swisscontact.

Similarly, as mentioned above, although TAHA is supposed to be an implementing partner, they have so far not contributed to the Program. The SET team report that they have approached TAHA several times, but the latter have not shown any interest in engaging, which the SET team attributes to TAHA having other priorities. Given that the current phase of SET focuses on Morogoro, while the geographic focus of TAHA is largely in Arusha and Kilimanjaro regions where TAHA is based, it would be advisable to during this phase reconsider TAHA's role as implementing partner. Alternative

collaboration may be explored, for example with the Agribusiness Innovation Centre (AIC) under the Private Agriculture Sector Support (PASS) Trust, which focuses on horticulture agribusiness for youth in Morogoro on the SUA premises, with training provided by Sokoine University Graduates Entrepreneurs Cooperative (SUGECO), which already is functioning as a SET service provider.

In fact, at this point in the Project cycle only two (SAT and Matchmakers) of four sub-contracted partners have been actively involved. Underpinning such problematic partnerships is the fact that there is no Stakeholder Engagement Strategy or Plan for the SET Project. In the absence of a Stakeholder Engagement Strategy, it is difficult to see how a relationship of joint accountability for deliverables can be established, where SET Management provide technical oversight and implementing partners deliver activities.

6. Initial gains have been made in empowering young mothers to overcome household-level barriers; but to make gender transformative dimension of the Program design a reality, SET programming must strengthen synergies between Components, as well as the lack of collaboration with partner Programs

Discrimination, abuse and violence against women and girls remain key features of the socio-economic-cultural landscape in Tanzania, and the barriers to formal schooling experienced by pregnant teens continue to direct these young mothers towards alternative learning opportunities such as skills-training provided by FDCs. In this context, the gender strategy outlined in the ProDoc remains relevant.

As young women and young mothers are a specified target group, and capacity building of TPs includes gender dimensions at both the individual and institutional levels, is likely that Component 3 will lead to some degree of gender transformation. Indeed, the Gender Expert asserts that the Program has (through FGDs and field observation) seen an increased level of access to services (skills) and decision-making power in the households, as well as improved self-awareness among the target group. We found that young women who had not yet participated in the training had a lower empowering experience compared to those who had recently gone through the training. It had been an empowering experience. This said, in terms of financial literacy, it is reported that all developed courses address access to finance and during Community Development and Youth officers are involved in the training ensure youth are supported beyond the Program timeline. Focusing on building financial capability of youth could be an area to emphasize in the program by building collaboration with institutions promoting savings groups such as Village Savings and Loans Associations (VSLAs) and VICOBA (Village Community Banks).

However, the roots of complex and multi-faceted gender barriers run deep, and these are best addressed through *multi-partner* efforts. We found a lack of concerted effort to address systemic socio-cultural barriers, which underlie the economic barriers faced by young women/mothers. Component Leads report that implementing partners do not consider the gender issues which cut across the three components. The SET Team will need to seek entry-points for combined efforts to create gender transformative synergies between Components.

Notably, there is a surprising lack of collaboration between the FDC-based *Elimu Haina Mwisho* skills development initiative for young women and young mothers, which is coordinated by Karibu Tanzania Organization (KTO) and the training courses offered under the SET Component 3 (**Box 1**). Notably, the young mothers participating in SET-based training were not aware of openings to explore alternative pathways to formal education, such as the opportunity to access formal education combined with vocational training, which is offered via FDCs through *Elimu Haina Mwisho*. Overall, opportunities exist for FDCs to participate in both Programs, as SET is more outreach focuses and *Elimu Haina Mwisho* offers centre based training and FDCs are primarily designed to deliver both in house and outreach programs.

Box 1 Potential partnerships

Elimu Haina Mwisho will be implemented in all 54 FDCs which are under MoEST. So far, it is implemented in 41 FDCs, including three of the four FDCs that SET training providers (Bigwa, Sofi and Ifakara). The initiative is coordinated by KTO, funded by MoEST and is an alternative education path for young women who have dropped out of or not started secondary school. During a two-year Program, they acquire secondary education (50%), vocational training (30%) and entrepreneurship and life skills (20%). The course is free of charge, including board and food and there is a daycare facility for the children. With funding from the MasterCard Foundation, the Human Development Innovation Fund (HDIF) and Sida, KTO has been able to develop suitable approaches for young mothers in particular. KTO is mentioned as one of the strategic partners in the ProDoc as well as in the ToR for the MTR. However, they are not part of SET. There could indeed be synergies both on information about the opportunities available, and exchange courses and trainers.
Source: KII KTO

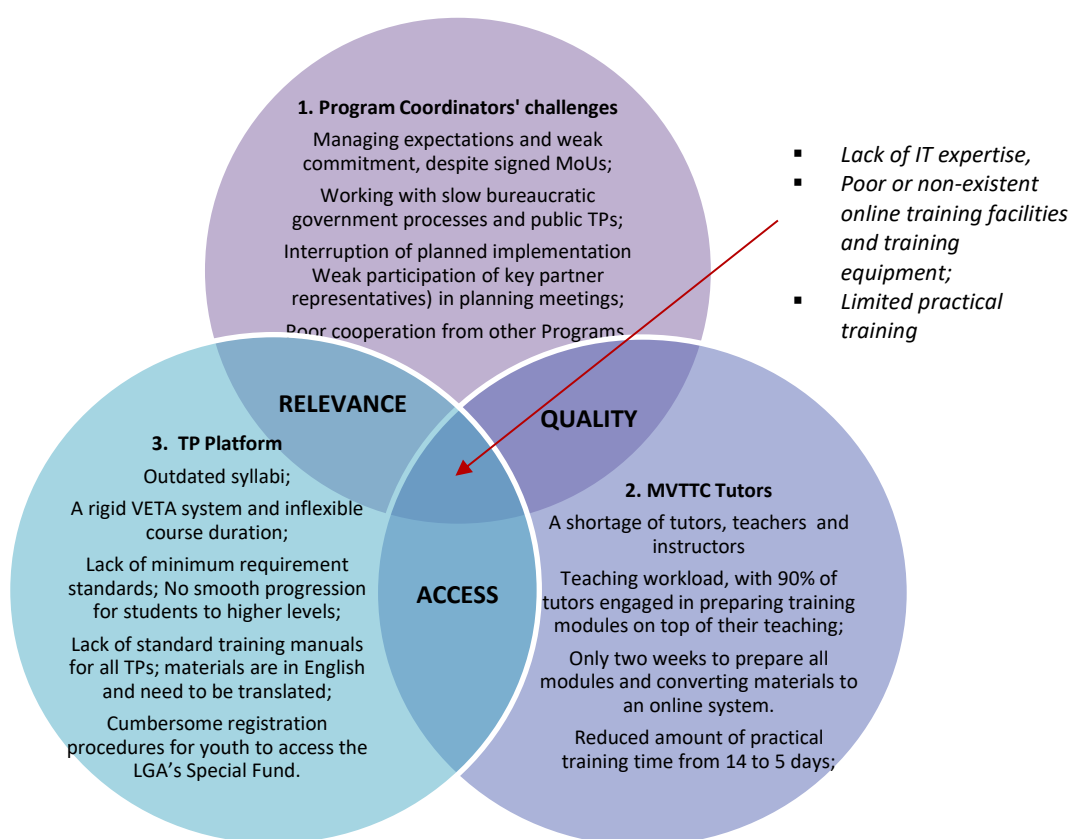
3.2. EFFECTIVENESS

1. In the absence of results measurement data, it is difficult to gauge the extent to which SET is on track to achieve the planned outputs and outcomes; however, findings suggest that a revision of outcomes and outputs is needed, and both the Phase 1 timeline and the overall three-phase life cycle may be revisited.

Although SET Phase 1 was scheduled for July 2018 to June 2022, it officially launched almost a year later, in May 2019. It then operated for four months and was halted for two months in November and December. Amendments to legislation regarding tax codes and regulations, creating a complicated environment for NGOs, have significantly delayed implementation.¹⁸ Despite this, the Program Team have successfully implemented a number of activities; a summary is found in **Annex 4**. Since the current Team Leader came on board, progress has accelerated, with greater awareness of the Program created, a significant gain in momentum within each Component, and the recovery of lost time. While many respondents cited Covid-19 and the difficult INGO registration process as extenuating circumstances, the Team Leader insists that “you can’t sugarcoat the lack of activity; I’ve come in to resurrect a failing Program” (KII SET).

While the Section on Relevance has outlined the key systemic challenges undermining progress towards Outcome 1, we also found a range of implementation challenges for the SET Program. **Figure 2** illustrates the inter-relations between challenges faced by Program Coordinators (Venn circle 1), MVTTC Tutors (Venn circle 2), and Training Providers (Venn circle 3). These challenges intersect in terms of relevance, quality, and access to VSD at the macro-, meso- and micro-levels of SET programming. Underlying all three sets of challenges is the need for institutions to strike a balance between donor-funded Program activities and Government’s priority activities, which are implemented in a resource-poor environment.

Figure 2. A ‘snapshot’ of implementation challenges



¹⁸The Companies Act (Cap 212 R.E. 2002), the Non-Governmental Organizations Act (Cap 56 R.E. 2002, ‘the NGOs Act’) and the Trustees’ Incorporation Act, (Cap 318 R.E. 2002), were all amended by Parliament, with the intention of distinguishing registered non-commercial companies; this made it necessary for Swisscontact to change its registration from company limited by guarantee to International NGO.

Stakeholders are optimistic that *“the blended training model (online self-learning and face to face sessions) might contribute to addressing the issue of teachers/trainer shortages”* (FGD Component 3). Moreover, the online platform offers potential for pooled human resources and expertise, as well as an opportunity for mutual learning between Swisscontact and TPs who *“have a vast knowledge of the Tanzania context”* (FGD SET). From the perspective of sustainability, however, respondents from all three Components allude to the elephant in the room. The blended training model faces a fundamental constraint, as presented at the intersection of the Venn (Figure 1): a lack of required finances at MVTTC, FDCs and ‘young’ TPs for ICT expertise, training facilities and equipment.

The assumption that a blended training model must be web-based is also constraining. The Open University of Tanzania (OUT), advising on distant learning, has implemented distance learning for more than 20 years, by combining self-studies and remote contact with trainers, with intense physical training once per month. The Institute of Adult Education (IAE) has also developed such models for distant learning. To equate a blended training model with digital learning, risks becoming a limiting factor in a context where the access to and knowledge of using computers, phones and tablets for learning is still extremely limited, both among teachers/trainers and students. Technology becomes in fact a block to an innovative model of learning.

Could a delay realistically be caught up? The MTR Team faced two main problems in answering this question. **First**, is the paucity of monitoring data in general – which is inevitable, given implementation delays - and for results measurement in particular. The ProDoc includes a technically sound MRM Plan, describing the MRM system as *“oriented towards results”*, measuring results using mixed methods (structured field observations, surveys, in-depth interviews, focus group discussions and youth case studies) and includes an Attribution Strategy for before-and-after-comparison of the beneficiaries, as well as a counterfactual comparison group in Iringa region. However, there is a significant gap between MRM on paper and in practice. We offer some examples to illustrate this point.

- Analysis of the *Component 3 Intervention Guide* shows **activity monitoring** data sources to be document review, meeting minutes and observation, but it is not clear if/how routine Program monitoring formats are used.
- Similarly, our *review of a Training Report* on training conducted by Massa Institute of Social Science Research (MISSR) TPs to transition to digitized data collection shows that the **quality of training** was measured via a Self-Assessment tool. Trainees responded to the question, ‘How would you rate the quality of the training?’ using 5-point Likert scale ; the mean score of the quality is 4.29. It is hard to understand how this may improve the quality of training.
- We found no evidence of the planned qualitative surveys administered annually to assess quality of training or **Outcome KPIs** (e.g., Youth accessing improved vocational skills).
- While ‘learning by doing’ training *“provides opportunities of building capacity of an individual/department/organizations without affecting operational plans”*, with ineffective MRM *“achievements are not known resulting into frustrations on part of beneficiaries”* (FGD Comp 1).

This said, commendable efforts have been made to initiate measurement of **Impact KPIs** (e.g., Change in incomes among youth beneficiaries; Youth entering into gainful employment after training in vocational training centres). With a baseline established by 4 December 2020, the survey will be administered by Program staff and Matchmaker one year after youth have graduated, using Kobo Collect (Kobo Toolbox – free version). Challenges in terms of measuring impact include the multiplicity of paper-based tracer surveys done by VETA and other Programs and a lack for FDC funds for tracer surveys of young women/mothers. Mitigation measures include joint planning with VETA and FDCs and strengthened cooperation with NACTE and TPSF SSC Coordinators.

The **second** main problem in determining if/how implementation can be accelerated is this: the Program did not benefit from an inception phase. The period between the launch of a Program and the beginning of implementation is critically important, particularly for a Program such as SET, which is not only complex in terms of results but involves a convoluted network of necessary (even essential) partnerships. In effect, the implementation period since the current Team Lead’s arrival has been the inception phase; but *“we have had no time to stand still and reflect”* (KII SET).

As respondents point out, the main issue should not be delays in implementation, but rather the overall programming approach, including MRM. *“Catching up is important, so Phase 1 needs to demonstrate that results can be achieved. But it is also important to be able to see if the Program works the way it is planned. If not, there needs to be changes”* (KII Swisscontact). Not only does the Program’s intervention logic need to be honed, but the MRM needs to ‘marry’ with the ToC, rather than merely track the implementation of activities. Ultimately, however, such a refined Program-design must be matched by a realistic timeline. Yet, as respondents point out, issues such as no-cost extensions to Phase 1, or a restructuring of the overall three-phase life-cycle require careful consideration by SDC and Swisscontact, with the ‘buy-in’ of the Program’s strategic and implementing partners. We discuss this further in our recommendations.

2. While some partners, particularly for Component 1, may well prove to be effective drivers of change, strategic partners across all Outcome areas should seek to reach out to other partners/institutions to achieve systemic impact.

It is too soon to assess the effectiveness of partners in terms of *systemic* impact. However, as mentioned above, it is clear that greater engagement with employers is critically important for all three Components.

For Component 1, the SET Program Team feels the focus of partnership support should shift in due course from VETA to NACTE and TPSF; important future partners include the National Bureau of Statistics (NBS), ILO, the PMO-LYED and the National College of Tourism; However, as we note in our Recommendations, it is important to avoid ‘throwing the baby out with the bathwater’; such a shift should be grounded in a thorough understanding and appreciation of the long-standing efforts made by VETA in collecting LMI to inform both long (formal) and short (non-formal) training programs for VET, NACTE’s engagement with LMI for long courses for technical education and training, as well as the shortcomings of SSCs under TPSF in fulfilling their role in coordinating systematic LMI data collection from employers. Critical questions are whether, after the envisaged restructuring of VETA, NACTE will be responsible for data collection from employers; and whether TPSF or ATE will effectively coordinate LMI data collection from employers as well as storing and disseminating such data to users, MDAs, and Training providers. As we discuss in our Recommendations, the establishment of a legal framework for the coordination of LMI data must be brought to the attention of the Program Steering Committee and driven by Government decision-makers.

For Component 2, the stakeholders assert the need for internships of teachers and trainers in companies should be sought - building on the experience of VSO’s Enhancing Employability through Vocational Training (EEVT) in Mtwara and Lindi, for instance - and partnerships (training of trainers) should extend from MVTTC/VETA to include the Ministry of Agriculture. Here, however, two considerations are important. First, such measures should not detract from planned activities under Phase 1; and an existing pool of agribusiness companies with the capacities to provide internship must be identified.

Under Component 3, SAT will need to engage closely with TAHA, or replace TAHA, and ensure collaboration with Sokoine University of Agriculture (SUA). Morogoro Society of Professional for Agribusiness (MOSPAT) and the possibility of internships in companies which may also be ready to contribute with equipment to TPs¹⁹.

Generally, we note the need to learn from previous experience. The SET Team will need to anticipate inevitable delays resulting from the bureaucracy of public institutions. Similarly, the transparent selection and engagement of non-autonomous public institutions, such as FDCs, VTCs and MATIs, through contracts awarded to local NGOs like SAT and TAHA, has raised concerns. For example, Bigwa FDC has been involved extensively in training small-holder farmers under the ESPJ, but this FDC is yet to be invited to participate in SET Program activities.

3. Efforts to apply GEM and WEE techniques are gaining momentum, but the training modules developed to date are of poor quality overall and address gender issues in a tokenistic way.

The SET Gender Coordinator asserts that all three Component Coordinators benefit from a good foundation in gender mainstreaming. Although a gender analysis - ideally conducted at the beginning of the Program - to assess current policy/market barriers for men or women to access specific services, has been delayed because the Gender Coordinator joined the Program only recently (July 2020), the following offers a ‘snapshot’ of the efforts made to date to mainstream gender into Component 3 outputs:

- Capacity building of a total of 25 training providers (reaching 600 youth) have been trained on gender policy and some TPs have been trained on tailoring training for young mothers, targeting potential opportunities for self-employment (e.g. yoghurt production, post-harvest training, mushroom cultivation), with some (e.g. YSMF) providing start-up capital in terms of materials and equipment to allow graduates to apply the skills acquired;
- Integrating a child-care program (Toto-kit) in several training sessions to promote equal access, enabling young mothers to focus without any distractions; and scheduling all training sessions to accommodate women’s traditional roles in their households;

¹⁹ Previous success stories include the collaboration between VETA and Scania in Dar es Salaam, supported by Sida, where students did internships at Scania and Scania donated trucks no longer in use for mechanics practice in VETA (Sida 2015).

- Ensuring most courses are designed to be followed even by those young women and men without access to land (homestead *shamba*) and offered at times when young women are available for training (suitable in the afternoons as they often have household obligations in the mornings)

Taking forward the view of gender transformation as going beyond access to skills training - “*it is about improving the position of men and women in the society*” (KII SET) - the Program has conducted gender transformative ToTs specifically targeting female providers. These TP trainers are promoted as gender champions, conducting community-level gender campaigns through their institutions. Over time, the Program intends to expand its pool of female trainers, aiming to hit the target of 50% female participants in the ToTs.

The SET Gender Coordinator is planning on mainstreaming gender into the already-developed courses, by including a specific module on gender for each course. Some materials that have been developed are very comprehensive, such as the *Guide: Gender responsive training for teachers and trainers* (July 2020). However, with the delays in Program implementation, it is likely that other modules were developed under pressure (MVTTC modules were developed over a period of two weeks). Overall, we found the quality of the bulk of materials already developed to be patchy and in need of improvement.

In SUGECO’s recently finalized *Training of Trainers Curriculum*, targeting the TPs in component 3, the gender component is limited in scope with only one session of 2 hours and 15 minutes, (ToT curriculum, p. 28). The Work Readiness Program, developed by Youth for Africa in collaboration with Bigwa FDC, *Module for Online work-readiness training and matching services for blue collar job seekers* (October 2020) includes one short paragraph on what sexual harassment is, and another on how to avoid being a sexual harasser. Nothing is mentioned to inform strategies by the victim. Given that sexual harassment is a serious issue in both formal and informal workplaces, we expected to find a much stronger emphasis on this in the module. Although MVTTC management mentioned that a gender policy is in place and was used during the development of the modules, the teachers who participated in the module development were not aware of such a policy. Indeed, gender mainstreaming and gender analysis is largely absent in the modules developed by MVTTC. For example, in the *Training package for vocational pedagogy* and the *Communication and presentation skills* (both modules dated July 2020), women and gender dimensions are not referred to at all.

4. While a number of capacity building activities have been conducted in a relatively short space of time, there is a risk that the drive to ‘make up for lost time’ has compromised efforts to make a lasting impact in terms of a transfer of expertise from the SET Team to institutional partners and beneficiaries.

While the Program has not yet enabled partner institutions to utilize LMI data to improve the relevance of VET training Programs, SET has introduced mobile data collection to its partners VETA and TPSF in Sept 2019. VETA LMAs were advised to separate its generic survey tools into two parts to have two tools (one be used for mobile data collection and second the matrix that capture skills gaps be used for paper based data collection) and 20 tablets were procured. But this initiative appears to have been driven by the SET Team rather than emerging from VETA’s own plans, as it required detailed discussion for convincing VETA to transform from paper based to online data collection (KII SET). Equally, the sustainability of this initiative may be problematic given (a) VETA’s limited budget to procure/replace tablets; and (b) potential conflict between the LMI partners (VETA, NACTE and TPSF) in custodianship of the tablets and the data.

To assist MVTTC in trailing innovative pedagogical teacher training models, Training of Trainers (ToT) interventions have been conducted to develop the online materials for short courses and share interactive materials with adult learners in FDCs via the revamped Moodle E platform. To build the capacities of agricultural skills providers the SET Team have trained TPs in developing agri-skills courses with all developed courses including a module on accessing finance. TPs were also supported in developing proposals (as consortia of 2-3 organizations) for innovative course; 4 courses have been supported for piloting using a combination of SET funds and LGA’s Social Development Fund ; and Community Development Officers participate in the pilot to ensure youth are supported beyond the Phase 1 timeline.

However, little has been done to engage, as planned, with private sector companies to assist public providers in providing responsive training offers; or to develop industry links for on-site training opportunities; or to improve financial sustainability/income diversification, or to identify financially feasible small-scale engagement opportunities for youth and women in agriculture.

3.3. EFFICIENCY

While the Program has shown little attention to VFM and CBA thus far, plans for staff development of the SET Program team as well as and adaptive programming support from Swisscontact's Regional HQ may bring greater efficiency to SET implementation; but this needs to be underpinned by greater attention to internal coherence within SDC's portfolio and external coherence with Government and DP-supported initiatives.

1. Value for Money (VFM). We found it encouraging that, according to the finance manager, procurement of equipment is subject to procurement thresholds and they conduct a competitive bidding approach to value their service providers on quality and price. Vacant positions are advertised using an independent service provider. A committee screens and conducts the interviews based on the job requirements. SDC approves the most suitable candidates based on the CVs. Remuneration is subject to budget and position requirements.

This said, the ProDoc states that SET, as part of MRM, “will ensure an assessment of the economy, efficiency and effectiveness of the Program as part of financial audits and activity-to-output monitoring”. **Economy** – the cost of inputs; **Efficiency** – Conversion of inputs into outputs; and **Effectiveness** - How well the outputs are achieving the desired outcome. However, we found no evidence that VFM indicators have been defined or used. Some suggestions for SET VFM indicators is found in **Annex 6**.

We note attention to detail in terms of VFM in some of the Program's activities, particularly with regard to the fees for external experts. For example, to encourage training providers to submit proposals of good quality, these were scored. In the review of the call for “Development of innovative and employable courses for youth, young women and young mothers”, the financial proposal makes up 10% of the total score and is composed of the sub-categories: Realistic fees for external experts – value for money; Reimbursable – realistic, not exaggerated; Taxes are well calculated. That these categories are included and scored, is a recognition of the importance of VFM and compliance with tax regulation.

However, such concern with the cost-effectiveness of inputs is not reflected in the ProDoc and Program's procurement of consultancy services at the level of implementing partnerships. The SET team had concerns about the originally proposed sub-contractor AVALLAIN from a VFM perspective. They were supposed to develop and test e-learning tools to support knowledge transfer, increase access and encourage innovation in delivery. Discussions were initiated with AVALLAIN, but their quotes were too high. Therefore, they are looking for alternative options, including the possibility of using a local service provider.

2. Human resources. SET has a lean team of a Team Lead, 3 component leads, MRM manager, gender coordinator and finance and administration and they are all based geographically close to the implementing partners and strategic partners. All but one team member are based in Morogoro and as such close to the implementing partners of component 2 and 3, which constitute the largest share of the Program. Component 1 lead is based in Dar es Salaam in order to be able to work closely with the implementing partners for this component. The Team is well appreciated by stakeholders: “SET as a Program has a great team (Team Leader and Component Leads) capable of managing this Program” (FGD MVTTTC).

A critical weaknesses, noted throughout this MTR, is in the area of MRM. Indeed, this was confirmed by the Swisscontact office in Nairobi, recognizing that MRM is an area which needs more support from the regional office. An MRM system was put into place in May/June this year but reporting on MRM and the accompanying analysis is yet to be delivered. In order for MRM to be efficient, such skills need to be enhanced among the whole SET team, rather than be seen as something which is the responsibility of the MRM manager.

Going forward, the Team Lead acknowledges that “*strengthening the system and strengthening the team is the better option to outsourcing*”; a priority for 2021 will be staff development, to “*ensure team members have the right skills to do the job and are accountable for activities*” (KII SET). However, considering the backlog of activities due to delays in program implementation, as well as the limited time remaining for the completion of Phase 1, it is unlikely that team members' skills may be brought up to speed, such that outsourced expertise becomes unnecessary. Rather, taking MRM as an example, it would be more realistic to contract external expertise during the remainder of Phase 1, while simultaneously engaging SET Coordinators and the MRM expert alike in an on-the-job staff development Program, in readiness for Phases 2 and 3.

3. Support for the Program Team. Some Program staff report that they receive good support from the Swisscontact Regional Office: “*It is as if they are here in Tanzania!*” (KII SET). However, others feel technical support has been limited, in that it is “*very process oriented*” leading to delays in the review and approval of terms of reference (ToR) and contracts. A critically important point is Program management's felt need for more flexibility in the budget, to enable adaptive programming and make the required changes from one mode of delivery to another.

The new Regional Director is responsive to this need and among the mitigating measures are plans to introduce quarterly strategic reviews, in addition to the frequent one-on-one meetings with the SET Team Lead. An equally important area of support is with regard to the quality of training materials, which we discuss under our recommendations.

4. The SDC-SET ‘fit’. Based on their experience of working with SDC in other countries besides Tanzania, Swisscontact management are familiar with SDC’s strategy of initiating a Program with a few implementing partners (e.g., TPSF, VETA/NACTE), who later stay on when the Program has been fully designed and a larger contract has been awarded. This is based on the expectation that those with separate contracts will work together and that there will be synergies. But this is not always the case and much depends on ensuring that the initial selection of implementing partners is the right one.

While we find strong internal coherence in terms of the consistency of the Program and SDC’s overall development vision, interlinkages may be strengthened between SET and related programmes or initiatives within the same training provider institutions. For example, KTO has been described as a key stakeholder and partner (ProDoc, p. 34 and ToR, p. 4) and, as we have seen above (see 3.1.6), KTO are potentially invaluable partners for gender transformative VSD. Yet initial discussions between KTO and the previous SET TL have not yet materialized in collaboration around synergies/complementarities.

It is understandable that not all partners mentioned in the tender and Pro-doc will be actual strategic and implementing partners. Yet established partnerships are not static and will inevitably change over time. This points again to the need for regular and routine stakeholder mapping, conducted as part of a ToC context review (3.1.3). For the duration of Phase 1 it is important that program managers in SDC and SET work together on strategic planning, to ensure partnerships are periodically *revisited* - via a ‘living’, dynamic ToC - and potentially critical new synergies are identified. Equally important is the need to embed such an adaptive programming approach as a driver of positive change through Phases 2 and 3 of the Program. We discuss this further under the section ‘Final Reflections’ at the end of this report.

5. External coherence. As we have seen above, the TVET sector is fragmented (see Section 3.1.2). It seems that the coordination and collaboration issues that plague Government institutions extend to relationships between Development Partners (DPs); *“Strategic partnership are very difficult with other DPs”* (KII SDC). This observation is borne out by the fact that the only three DPG-TVET members responded to our request for a FGD and only one of these provided requested written inputs; a KII with the World Bank was only possible after submission of the draft Evaluation Report.

A complicated picture of DP coordination has emerged. For example, while the DPG is described as an *“excellent platform for sharing information, experience, expertise and learning”*, opportunities to partner with DPs involved in similar work are not optimized; *“we are still working in silos and not effectively partnering in similar Programs or building up on each other’s Programs [and] there are clear areas of overlap”* (Written Input). Although it reportedly works well as a platform for informal conversations around DP’s Programs, the DPG is not a *“collective voice ... useful when lobbying the government, donors or other stakeholders”* (DP Written Input).

We find an urgent need for efforts to ensure SET’s complementarity and harmonization with Government and DP-supported initiatives, and the extent to which the Program is adding value while avoiding duplication of effort. Working together SDC and SET Management may take forward already-identified entry-points for collaboration, as well as seeking new ones.

For example, potential collaboration between the British Council and the SET with regard to the Program Outcomes 1 and 2 includes, *“shared research, policy dialogue for deeper insight into effective policy and practice; pooled technical assistance in policy and systems development, which combines UK expertise and experience with internationally recognized good practice; and joint support for partnerships between TVET institutions to build institutional capacity”* (Written Input). Similarly, a joint review of the strategic plans/logframes/annual workplans may enable the SET Management to collaborate with the ESPJ Coordination Team in taking forward SET outputs related to LMI with the longer-term objective of setting up a Labour market Observatory.

6. Cost-benefit Analysis. In the ProDoc, there are two options for CBA: 1) Cost per youth based on the Program implementation budget, and 2) Cost per youth based on the full budget. If the SET targets are met, the cost per youth in option 1 would be 117 CHF (300,000 TZS) and 208 CHF (533,000 TZS) in option 2. However, Cost Benefit Analysis (CBA) has not been conducted, thus far. Both the SET team and the Swisscontact regional team mentioned that, due to the delays of the Program, it is still in an early stage and therefore it would be too early to conduct a CBA. So far, most of the funds have been utilized for needs assessments, material development, training of trainers etc. and the training of youth has only just started. From January to September 2020, only 21% of the planned funds were utilized. The MTR team therefore supports that would not give a reasonable comparison to divide how the costs that have occurred so far has translated into benefits of youth.

However, an exercise to decide which indicators for VFM/CBA should be included in the MRM framework, how often it will be reported on and who is responsible, could be agreed upon already now. A suggestion from the Swisscontact regional office was that, going forward, the SET management team should sit quarterly with the finance and admin team to go through what has been spent, against which activities and with what results so that a CBA can be done quarterly. Currently, what is discussed at the monthly team meetings in terms of workplan against finances is to what extent the budget lines have been utilized, while discussions about how the funds could be spent in a more beneficial way are yet to be had (KII SET team).

3.4. SUSTAINABILITY & EXIT STRATEGY

1. Unclear mandates and roles within the sector, ongoing and projected dependency on financial support from the Program, and limited knowledge of the SET results framework – the ‘bigger picture’ – suggest the need to strengthen efforts for creating stakeholder ownership of results and to revisit the sustainability strategy.

As can only be expected, at this early stage in the Program life-cycle, there is little evidence of *systemic change in terms of market-driven vocational skills training*. However, VETA LMAs, NACTE Management and TPSF SSC Coordinators have a nuanced understanding of TVET terrain, working together in a FGD to identify two main factors undermining systemic change with regard to Outcome 1. We outline this below.

As we have seen in Section 3.1.2, on the ‘supply side’ of the TVET sub-sector, in a national governance vacuum, opportunities for public-private partnership are undermined, information is collected by multiple agencies, sometimes duplicated and, without a harmonized database, information is not shared. In the absence of a national body with the institutional mandate for LMI, 6 Sector Skills Councils (SSC) have been set up with the support of ESPJ, coordinated by TPSF-provided Coordinators. While SSC Coordinators view their role as the conduit between the regulatory bodies (NACTE and VETA) and employers, supporting the collection of LMI “*they do not own the process*” (FGD Component 1) and are not mandated to manage the LMI system. Moreover, with ESPJ financing of the SSCs winding down and the introduction of a no-cost extension, the extent to which SSCs are self-sustaining will depend on the success of their five-year business plan, intended to attract other donor financing.

On the ‘demand side’, there is *weak engagement of employers*, particularly in terms of their contribution to the financing of skills training. FGD Participants point out that access to VSD is limited because, among other reasons, youth struggle to meet the costs of training.²⁰

On the one hand, “*Employers should be part of the training, not wait for cooked students to satisfy their appetite*” (FGD Comp 1). On the other hand, employers complain they are paying the Skills Development Levy (SDL) but are not getting quality graduates. Employers are also reluctant to invest in apprenticeships/placements where trainees may choose not to continue as permanent employees or where the competencies of graduate trainees are sub-standard; “*Students are not accepted for practical training in industries, factories and offices*” (FGD Comp 2). Participants across all Component FGDs stress the need for awareness-raising on Enterprise-based Training, driving high-level collaboration with employers to take on their role as financial partners for skills training.

We asked the FGD participants to identify the types of support they need from the Program in order to *enable them to continue playing their role as drivers of sustainable systemic change*. Table 1 below summarizes, ongoing support required by TPSF, VETA and NACTE, and the financing strategies identified by the partners to implement activities in 2021.

Required support	Planned Activities for 2021	With what funding?
TPSF: Formulation of LMI internal policy. Procurement of facilities-computer and software	Establish a LMI system;	Resource mobilization support from SET to enable TPSF be the LMI driver.
VETA: Continued support for LM concepts and assessments	Online data capturing system for level 1-3	Co-financing (VETA and SET)
NACTE: ICT facilities including Software, server, and other hardware to manage the MOODLE Capacity Building for TVET teachers on delivery of CBET curricular	Establish a database to facilitate capturing data directly from the industry /employers (Refer to NACTE website)	Co-financing; Establish a Platform for employers and TPs to raise awareness and create financing partnerships.

20. We found that the average monthly income (during training) is TSH 20,000 – 50,000 for young women and TSH 60,000-150,000 for young men. While young women who participate in VSD provided (by MVIWATA and YMSF) do not incur any costs, 20 out of 60 young men dropped out after the first day of training “due to economic hardship and financial expectations” (FGD Youth).

It is interesting to note that participants from all three institutions emphasized the need to develop various LMI digital systems for VETA, NACTE and TPSF, respectively. VETA is in the process of developing functional specifications for web-based system to map and monitor VTC service provision, co-financed by the ESPJ. NACTE also emphasized their need for a data platform including panel data directly from industry, to enable rapid assessment of employers' needs. Finally, TPSF seeks resource mobilization support for an LMI system that meets multiple data-user needs. As FGD participants observed, we had come full circle, where the point of departure for the discussion – the challenge of coordination – was also its conclusion. It is clear that a critical factor determining the sustainable systemic change with regard to LMI will be the extent to which the SET Program can facilitate harmonized data system development as a tool for coordination between stakeholders.

To assess the extent to which *knowledge transfer between the SET Team, government counterparts and TPSF* is taking place, we need to take a step back. The SET capacity building strategy hinges on the Program acting as a facilitator and moderator, supporting, and empowering local stakeholders to take over their own responsibilities and roles (ProDoc p.19). A requisite for 'knowledge transfer' through capacity building at the macro-level is the establishment of an inclusive partnership involving actors from both the 'World of Education' (NACTE and VETA) and the 'World of Work' (the Ministry of Labour, ATE and the private sector). Yet capacity building takes place in a context where there is a fundamental lack of clarity on who is supposed to do what, who actually does it, resulting in conflicts of interests and duplication of efforts.

With regard to Component 1, for example, the Team Lead points out, *"SSC Coordinators need to own their role and to engage more with employers, but they need to do this in collaboration with VETA and NACTE"* (KII SET). Similarly, clarity on roles, responsibilities and *accountability* will be necessary for change to 'stick' across the meso- and micro-levels. In the case of Component 2, MVTTC's custodianship and sustainable financing of MOODLE is problematic, with uncertainty around how the Open University of Tanzania (OUT) will work with MVTTC in managing the system. While the TP platform under Component 3 appears to be strengthening TPs' capacities generally, much remains to be done in terms of how TPs see themselves in relation to donors and breaking their dependency on external funding.

Considering the extent to which implementing partners are *taking ownership of planned systems-level change*, we must take yet another step back. We find that *accountability* for the expected results is weak simply because implementing partners have not been exposed to the Program's Results Framework or Theory of Change. During the FGD on Component 1, participants insisted *"We need to adapt and adopt, building on learning from other Program models"* (FGD Comp 1). But they also asked: *"What is the bigger picture? Where are we heading? How do we intend to scale up and what are our scaling options?"* (FGD Comp 1).

This points to a need to revisit the SET *sustainability strategy*. The ProDoc sets out three main features of the sustainability strategy. First, the Program expects that *partners invest some of their own resources* on the assumption that this will promote ownership of outputs and outcomes. Respondents suggest that this is a "great theory but except for non-financial contributions it won't work in practice" as partners are "financially starving" (KII SET). The second feature of the strategy is a sound one: *integrating activities into partners' annual and strategic plans*. While efforts have been made to integrate SET activities into VETA's Strategic Plan, the Program Team have been preoccupied with implementing delayed activities, leaving little time to harmonize with partners' annual plans, it is likely that the YPO for 2021 will reflect stronger integration. Respondents from partner institutions and Program Management agree that for systemic change to be sustained by stakeholders it is necessary to take a long-term view. This entails a shift of programmatic focus on accelerating the delivering planned activities on time under Phase 1 to an approach of "Try, fail, and learn" before scaling (KII Swisscontact). Given the 12-year Program life-cycle, this should be possible.

Indeed, respondents from Swisscontact suggest focusing on the third feature of the sustainability strategy: *generating learning to guide scalability*. Using a learning-centred adaptive programming approach, Phases 1 and 2 could *test* sectors, models, and exit strategies and institutionalizing new ways of working from the very beginning. For such a programmatic approach to sustainable systemic change to work, it will be necessary for SDC and the SET Team to reach consensus on and introduce a programmatic culture of iterative adaption, where 'it's ok to fail', as long as the lessons learned inform adaptation; *"The way the donors engage influences the implementation. If they are strategic and allow flexibility, this encourages innovation and trying out what works"* (KII Swisscontact).

With regard to sustainability of the gender strategy, SET may need to consider their engagement with FDCs in light of KTO's experience of being mandated, through an agreement with MoEST, to partner with 54 FDCs in the country supporting community driven short courses. As our Bigwa FDC Profile shows, FDCs generally resource-poor and in this context synergies between FDCs and TPs – including on methods of integrating childcare into training - are all important.

2. Going forward, inter-ministerial policy dialogue and synergies with initiatives supported by Development Partners and CSOs are essential for SET accelerate implementation and potentially go to scale.

In Phases 2 and 3, Component 1 aims to “assist partners to be persistently engaged with the private sector and pursuing the ongoing collection, re-purposing and monitoring of LMI”. Key enablers will be the increased involvement of private sector actors in both formal and informal training and policy-level dialogue for inter-ministerial solutions on LMI coordination and a single web-based system. Respondents insist this is a priority for Phase 1, as a requisite for scaling the Program in Phases 2 and 3. To this end, NACTE proposes the establishment of a multi-stakeholders’ platform to integrate SET Program activities into institutions’ Strategic Plans and identify entry-points for collaborative financing of shared results.

Similarly, key enablers for Component 2 which aims to scale increased enrolment and on/off campus training through improved coordination between stakeholders are: developing an institutionalization strategy for MVTTTC and VETA; extending online short-courses to long-courses; creating synergies in building management capacity; and “aggressive” (FGD Component 2) private-public partner advocacy based on business satisfaction analysis. For Component 3, which aims to extend the TP platform to other regions in Phase 2/3, a key enabler is the fact that “unlike other Programs which target youth directly, SET targets institutions to help them reach out to as many youth as possible” (FGD Comp 3).

In addition, both MVTTTC and the TP Platform emphasize the importance of the above-mentioned ‘learn and adapt’ approach: “The online course needs to be piloted thoroughly, so we can clearly identify challenges address these before we think of scaling it across regions” (FGD Comp 2); “We must use the learnings from Morogoro, both negative and positive” (FGD Comp 3). Across all three Components, there are opportunities to learn from the experience of other initiatives and tested innovations, such as:

- The importance of multi-level partnerships for successful innovation in VSD is evidenced by VSO-Tanzania. Between 2014 and 2022, this INGO has built up a wide network of partners including: SIDO, VETA, Tanzania Women Chamber of Commerce (TWCC), Tanzania Chamber of Commerce, Industry and Agriculture (TCCIA), National Microfinance Bank (NMB), Shell, Deep Water exploration, British Gas, EU, DFID, GIZ, NORAD and Randstadt, GAC and DFATD. There is strong potential for SET/SDC to foster such partnership building, bringing together NACTE, VSO and others, to develop Policy Briefs on innovation in multi-partner VSD provision.
- IMMT is an interesting model of public (VETA)-private (mining companies, e.g., Barrick & Geita Gold Mines, Shanta Gold) partnership, introduced in 2009 as a pilot for regional training centres across Tanzania. Apprentices (minimum Form 4 graduates) are sponsored by mining companies to complete a 3-year course, combining classroom, workshop, and on-site training, leading to a Level 3 Certificate from VETA, with opportunities to repeat the module test, up to 3 times. The rate of employment of IMTT apprenticeships in the mining sector is 85%. A similar approach for dialogue, collaboration and integration with the employers may be extended to Agribusiness, with value-chain linkages to hospitality and tourism and healthcare services, for example, with a strong focus on green-skills. (Memo, 17 September 2020, Plasco).
- The British Council’s EU-funded TVET Toolbox Program is another opportunity for the SET Program Team to collaborate in strengthening public-private partnerships. Through follow up meetings and the sharing of respective Program tools and approaches, synergies may be created between SET and the British Council’s forthcoming employer engagement Program with ATE.

The ambition to explore synergies and complementarities with other programmes and initiatives is mentioned in the ProDoc by referring to some of the above mentioned initiatives.

3. While Swisscontact’s contractual Program Management mandate may prove functional during Phase 1, much more needs to be done in the current phase in terms of building a convincing evidence base to attract commitment from Government, industry, and development partners and to enable the contract modality to evolve in subsequent phases.

Respondents agree that the 4-year contract modality with Swisscontact is an efficient modality for the current phase. However, it is essential this mandate lays the foundation for subsequent phases (8 years), with a clear as an exit strategy. There are three main building blocks for this foundation:

1. Continue building the capacity of strong, strategically selected implementing partners; *at the same time*, develop an exit strategy for incremental handover of management responsibilities;
2. Ensure the Program is results-driven rather than input-driven, with appropriate learning-focuses results measurement methodologies in place;

3. Build a convincing evidence-base for what does and does not work in order to create synergies with DPs and the private sector, seeking commitments for additional funding, and/or pooled funding with other Government initiatives. The extent to which Swisscontact has managed to lay this foundation within the remaining available time-frame should be assessed at the end of Phase 1.

4. CONCLUSIONS AND RECOMMENDATIONS

In conclusion, we return to the four key guiding questions.

Is SET doing the right things? Broadly, stakeholders agree the program is addressing relevant problems. However, we find a weak grasp of the volatile governance, political economy and accountability context for the TVET sub-sector, no clear stakeholder engagement strategy and several somewhat fragile partnerships, particularly vis-à-vis the program's gender strategy; together these point to the need for a sharpened Program design, with legally mandated partners participating in developing not only annual workplans but a meaningful 'big picture' of change that is contextually strategic *and* realistic.

Is SET achieving its planned outcomes? Notwithstanding delayed implementation – though SET has made commendable progress in 2020 - the paucity of performance monitoring data not only limits an answer to this question, but also confirms our conclusion that the drive to make up for lost time has compromised efforts to achieve lasting impact. It is early days, however, and by honing partnerships, building synergies between results, and revisiting the 3-phase life cycle, the Program may get back on track.

Is SET implementing in a resource-efficient way? While the Program has shown little attention to VFM and CBA thus far, plans for staff development of the SET Program team as well as adaptive programming support from Swisscontact's Regional HQ may bring greater efficiency to SET implementation; but this needs to be underpinned by greater attention to both internal and external coherence. In the interim, the Program management should explore the possibility of outsourcing the undertaking of MRM.

Are SET's (innovative) interventions designed to be sustainable? In a context where inter-ministerial dialogue on TVET financing is weak and donor-coordination is nascent, SET partnerships are marked by dependency on financial support from the Program, now and going forward. This suggests an urgent need to reformulate the SET sustainability strategy. An evidence-base of actual and potential achievement of positive change will be essential for the Program to attract commitment from Government, industry, and DPs.

1. Foundational recommendations

1.1. Revisit the SET intervention logic. The time-frame for the Program's intervention logic is uncertain. While the Final Outcome is likely to remain relevant over a 12 year period, it is not clear whether Outcome-level results are expected to be achieved by the end of Phase 1, or by end-Phase 2, or in the final phase. To strengthen SET results-based management (RBM), we recommend two things: (i) revisiting the Program's Outcomes to ensure they are relevant over the 12-year life cycle; and (ii) introducing an additional level of results – *Intermediate Outcomes* –which may realistically be achieved by the end of a given phase.

For example, Outcome 1 may be refined as an Intermediate Outcome, to reflect greater private sector engagement in the VSD system; an Intermediate Outcome under Outcome 2 could reflect a more pivotal role for NACTE; and Outcome 3 may be reformulated as an Intermediate Outcome reflecting (a) synergies between outputs under all three Outcomes; and (b) synergies between multi-skill pathways in response to multi-level market demand (e.g. skills needed by industry, SMEs, local businesses, entrepreneurship, as well as skills for self-employment). We discuss a sharpened Program design in more detail under recommendation 3.1.below.

1.2. Agree on (re)phased implementation. To accommodate the delays in implementation, SDC, Swisscontact and the SET Program Team may consider re-structuring the Program's planned life-cycle along these lines:

- 2019-2020: A lengthy Inception Phase necessitated by extenuating circumstances (ideation phase). *This is where we are now. In a sense, this 'MTR' is in fact a Formative Evaluation.*
- 2021-2022: Design Phase 1 (ensuring ideation is *owned* by strategic implementing/co-financing partners) and with a clear and achievable exit strategy for sustainability;
- 2023-2028: Phase 2 (ensuring proof of concept and evidence-base);
- 2029-2030: Phase 3 (making the transition to scale).

1.3. Clarify why a partner is ‘strategic’. We recommend investing time and resources developing a clear, practical, and adaptive Stakeholder Engagement Strategy and Plan, considering the role of potential partners such as PMO-LYED, National Bureau of Statistics (NBS), Ministry of Agriculture, Sokoine University of Agriculture (SUA), Morogoro Society of Professional for Agribusiness (MOSPAT), the Agriculture Non-State Actors Forum (ANSAF) and the Skills Development Working Group. It may be useful to also conduct a *participatory* political economy and power analysis. This will enable SDC and the SET Team alike to identify partners who may (or may not) be strategic, as well as understanding their motivations, the formal rules and informal practices that shape their behaviours, and the formal and informal mechanisms for cooperation over time.

For example, in the context of a harmonized LMI system, such an analysis may explore the following questions:

- What is the past history of LMI management? How does this influence current stakeholder perceptions?
- What are the formal/informal roles and mandates of key stakeholders?
- To what extent is power vested in the hands of specific individuals/groups?
- How do different interest groups outside government seek to influence data management?
- Are particular stakeholder groups included/excluded?
- What are the dominant ideologies and values which shape views/constrain change?
- How are decisions made? Once made, are decisions implemented? Where are the key bottlenecks in the system? Is failure to implement due to lack of capacity or other reasons?
- Who are likely to be the “winners” and “losers” harmonized data management? Who are key champions of harmonization?
- Why, if at all is there resistance to change? Which “second best” options which might overcome this opposition?

2. Policy level recommendations

2.1. SDC supports the SET Program Team by engaging in policy dialogue. Taking into account institutional restructuring within the TVET sub-sector, we recommend SDC and the SET Steering Committee lobby for engagement of policy-makers at the highest levels in the following areas:

- Clarifying the ‘chain of command’ (particularly through the establishment of the NSC) and confirming the legal mandates of key partners, in order that the SET Program Team works within these legal frameworks and Program outputs are nationally endorsed;
- Shifting from Government-donor collaboration at activity-level to a focus on dialogue on systemic issues and inter-ministerial solutions; for example, shifting from LMI surveys, which are the ‘tip of the iceberg’, to the bulk of issues around LMI coordination, which are hidden beneath the surface of day-to-day operations;
- Focusing attention on financing of the TVET sub-sector and how to engage industry/employers to function as a bridge between the ‘World of Education’ and the ‘World of Work’;
- Promoting a ‘hotline’ from employers to decision-makers at the highest level(s).

In addition, we recommend that SDC agrees with the SET Program team on targeted sectors that can actually be supported, to mitigate the risk of a diluted approach for resource allocation and use and sustainable solutions.

3. Programmatic recommendations

3.1. Focus on results, not inputs, and sharpen the Program design for Phase 1. At present, the major focus of the Program is on Component 3, with Component 1 and 2 are functioning as enablers. We recommend sharpening the Program design to achieve the goal of enhancing informal VSD in agriculture. *It is imperative that the following measures are deliberated in line with the revised TVET institutional arrangements, to be tabled in Parliament in early 2021.*

Component 1

- *Ensure an appropriate budget allocation for Component 1, to enable the following.*
- *Create synergies for LMI assessments, where these are conducted not by a single institution but through collaborative group approach.* For example, synergies between Component 1 and 2 may be initiated through a joint LMI assessments related to the teaching occupation (i.e. vocational teachers and trainers); similarly, the new six proposed LMI assessments may related more directly to Component 3, in terms of the Agriculture value chain from an ecosystem perspective (for example green skills and occupations, renewable energy and innovative technology, tourism, natural resources etc.).

- *Develop a nationally endorsed LMI Assessment Guide, building on the LMI Research Tool Kit designed under ISTEP, as the standardised approach for a sustainable system that will allow employers, training, and academic institutes (and other actors) to conduct LMI assessments in the future without the support of SET.*
- *Building on the above, promote a more agile system for identifying skills gaps in relation to occupation supply and demand, such as national occupation skills standards (NOSS) which are created by industry for industry. Such a nationally endorsed process which focuses on skills for employment could facilitate an 'Agriculture value chain' approach from an ecosystem perspective (for example green skills and occupations, renewable energy and innovative technology, tourism, natural resources etc.). In this context, support the TVET Director in strengthening the National Qualifications Framework (NQF), to ensure LMI, occupational skills standards and employer engagement is reflective in the qualification accreditation standards.*

Component 2

- *Gradually shift focus from MVTTC as pivotal partner to NACTE, in line with NACTE's role of regulator with the power to register technical teachers and qualified technicians teaching in registered and accredited technical institutions in Tanzania.*

This would entail a handover of 2020 deliverables to NACTE; alternatively, a new cycle of teacher training modules including an online learning solution may be provided by MVTTC, enabling NACTE to ensure future teachers can be automatically register teachers completing training courses that are mapped to NACTE regulatory expectations.

- We recommend, however, that this is not an executive decision made by Swisscontact but rather, revisions are endorsed by the SET Steering Committee. Additionally, such a shift should be made only *after a participatory analysis* (see recommendation 1.3) *has been done, to ensure consensus between NACTE and VETA/MVTTC on alternative institutional arrangements*; for example, VETA/MVTTC may be invited to join as a key stakeholder in NACTE-led a multi-stakeholder Committee to develop and manage the application of National Occupational Skills Standards(NOSS).

Component 3

- The SET Program Team works in direct partnership with implementation partners such as SAT (reconsidering engagement with TAHA), rather than simply overseeing activities.
- If partnership with TAHA is not viable, the SET Program Team works explores the best approach of engaging with non-autonomous public institutions or other institutions as alternative.
- Strengthened implementing partnerships focus on synergies between Components, Outcomes and Outputs; for example (as mentioned above) LMI assessment that are related to Agriculture holistic ecosystem, to provide new areas for training based on youth skills development and labour market needs; and Training of Trainers (ToT) for Ministry of Agriculture teachers/trainers.

Cutting across Components 2 and 3, we strongly recommend that resources are invested in ensuring high quality training modules by ensuring MVTTC and the TPs are supported by professional material developers or by contextualizing international-standard materials which already exist. The modules that have been developed so far are not of sufficient quality to achieve transformational change. The focus should be on being able to *facilitate learning*, by access to comprehensive teaching and training materials - not for the MVTTC and TPs to develop material. We also strongly recommend expanding the focus on digital learning to a broader perspective on distance learning, as provided by the Open University of Tanzania (OUT), which is already engaged as a service provider, has ample experience to share on this based on their more than 20 years of experience in distance learning, long before ICT was in the picture.

3.2. Ensure the right partners are accountable for the achievement of SET results. We recommend the SET Program Team *extend strategic partnerships* to include ATE, the PMO-LYED, and MOA. With regard to the role of TPSF, it is important that they remain key partners in the short term, with a focus on building their capacity on organizing data collection, processing storage and dissemination to Ministries, Department and Agencies (MDAs) and training providers. The sustainability of the role of SSC coordinators beyond June 2021 should be considered, however, following the end of the World Bank-funded Education and Skills for Productive Jobs (EPSJ) Program.

In addition, to adjust to a changed and changing institutional eco-system, we recommend the SET Program Team adopts a *problem-driven iterative adaptation (PDIA)* approach. This is a useful way of ensuring that those partners understand their responsibility for achieving results (as opposed to executing activities) and are held accountable for those results. PDIA approaches help Program management: *Engage authority*, i.e., the support needed to achieve change (which could

be political, legal, organizational, or personal); *Gain acceptance*, i.e., the extent to which those who will be affected by change accept the need for change and the implications of change; and *Gauge ability*, i.e., understand capacity gaps (in terms of time, skills, resources) and how to close these.

3.3. Strengthen the ‘RM’ (results measurement) in MRM, learn and adapt. A sharpened SET design and enhanced partner engagement must be matched by better results measurement. We strongly recommend the SET Program Team include VFM analysis in the MRM Plan as well as integrating the following RBM features.

(i) *Using the Program Theory of Change (ToC) as a compass not a roadmap.* The ToC can serve as a tool for developmental evaluation, adding an important dimension to the measurement of output and outcome-level key performance indicators (KPI). As this MTR has shown, the Program’s policy and institutional context is constantly evolving; going forward, it will be important to track changes in the assumptions behind critical pathways to change.

(ii) Invest time and energy in learning activities, in addition to monitoring and measuring results. It may be useful to *develop a change management strategy, such as a Learn and Adapt Plan (LAP)* for: Quarterly ‘check-in’ sessions with SDC and Swisscontact Regional HQ, to introduce more flexibility in the budget and allow for more agile planning; and Semi-annual or annual ‘Sense-Making Sessions’, using the LAP, for the SET Team and partners to (a) reflect on KPI targets that are at risk, as well possible changes in direction suggested by the ToC-compass; and (b) identify responses/solutions; (c) ensure these solutions have buy-in from those in authority.

3.4. Develop a scaling design. An enhanced sustainability strategy is a logical next step, following on from an improved design, more strategic partnerships, better monitoring, learning from results measurement and adapting to change. We recommend using the above-mentioned PDIA programming approach, to *strengthen the SET sustainability strategy* over the full 12 year period, as well as for Phase 1.

4. Implementation recommendations

4.1. Commitment from strategic implementing partners. *Key staff responsible for output-level results need to dedicate an agreed minimum number of days to implement and monitor planned activities to achieve these results*, to be included in the SET workplan for 2021-22. We also recommend that strategic SET partners work closely with the SET Program Team to identify entry-points for *engagement with employers at multiple levels* (e.g., multi-national and national companies; SMEs; local (regional/district/community level) businesses; entrepreneurship/innovation ‘champions’) as well as public, private and civil society business development skills (BDS) and savings groups/access to finance providers.

4.2. Communities of Practice (CoP). We recommend implementing partners, in collaboration with experienced INGOs/NGOs working in the VSD domain, set up *Enterprise-based Training Communities of Practice (CoP)* for awareness creation and problem-solving on issues related to access to training, quality of training provision, employment opportunities and so on. These CoPs may be linked to the Sector Skills Councils but should aim for greater flexibility, agility and responsiveness to challenges shared by the CoP members. Similarly, the SET Team may consider setting up a Community of Practice (CoP) on gender, to ensure an on-going exchange of knowledge and experience and opportunities for pooled expertise.

FINAL REFLECTIONS

As mentioned above, the first two years of program implementation may be described as a *de facto* inception phase. Indeed, the current assessment has proved to be an opportunity to identify new synergies. For example, initial SET design did not identify District Councils as key partners, but the fact that the LGAs in Morogoro administer a Social Development Fund which is earmarked for youth and women; such Government resources may be used to sustain SET gains. Indeed, the evaluation exercise has itself opened up opportunities for collaboration: the MTR team took the initiative to introduce KTO to the new SET TL and a meeting to explore potential collaboration is expected to take place in early 2021. Similarly, during the MTR the British Council expressed strong interest in forging programming linkages through SET’s potential engagement with ATE.

Our key ‘take-home’ message is that the durability of the program’s pathways for change will depend on two things. First, program partnerships that respond to a constantly evolving TVET landscape; and second, the strategic management of such evolving partnerships. Roles and responsibilities need to be continuously revisited, identifying gaps in partners’ contributions, as well as potential new partners who might address such gaps, and possible duplication of efforts.

In this context, the current MTR may serve as a Formative Evaluation, initiating a SET developmental evaluative approach for the Program across all three phases²¹. This would entail the integration of regular and routine stakeholder mapping into a continuously revisited Theory of Change (ToC), better measurement of outcomes, a Value for Money (VFM) framework, and tools and methods for learning, adapting, and scaling innovations.

In sum, SET has the potential of being a game-changer for all stakeholders. Partners at various levels - implementing, financial, and management partners alike - share a vision of more and better access to quality VSD for Tanzania's youth. At the same time, there is strong commitment from SDC, Swisscontact and its partners to strengthen alliances and foster new ones, incrementally building capacities for LMI production and use, as well as the provision of quality skills training that meets the demands of young men and women and keeps pace with the country's economic progress. At the mid-point of Phase 1, SET is at a critical juncture, poised between catching up on delayed activities on the one hand, and (re)formulating critical pathways for lasting change, on the other. Grounded in revitalized, self-sustaining, and flexible institutional relationships, SET can and will perform effectively and efficiently, remaining strategic and relevant over time.

²¹ Such an approach – where feedback is provided on a continuous basis rather than evaluative evidence being produced at specific points only - is particularly appropriate for innovations taking place in complex or unpredictable environments, where multi-partner cooperation is a priority, and where evidence-based decision-making is required throughout a program life-cycle.

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ANNEX 1. LIST OF RESPONDENT

No.	Interview Type	Names /No of Participants	Gender	Modality
1.	KII SDC Staff	Peter Sidler, Ayoub Timos & Marloes Philippo	1 Female, 2 Male	In-Person – SDC Office
2.	KII with MoEST TVET Director	Dr. Noel Mbonde	Male	In Person-Niras Office Dar
3.	KII 1 with SET Team Lead	Stephen Morley	Male	In Person – SET Office, Morogoro
4.	KII 2 with SET Team Lead	Stephen Morley	Male	In Person – Dar es Salaam
5.	KII with SET MRM Lead	Gundelyndah Sakaya	Female	Virtual
6.	KII with Component Lead 1	Emmanuel Massawe	Male	Virtual
7.	KII with Component Lead 2	Thomas Aikaruwa	Male	Virtual
8.	KII with Component Lead 3	Paul Madeye	Male	Virtual & In Person-SET Office
9.	KII with MVTCC Management	Andrew Boi - SET FP Elisha Nkuba - Ag. Principle	Male Male	In Person-MVTCC
10.	KII with MVTCC Trainers	4 Participants	3 Male 1 Female	In Person-MVTCC
11.	KII with Gender Expert	Victoria Nkuba	Female	Virtual
12.	KII with Swisscontact Regional Director, Central and East Africa	Anirban Bhowmik	Male	Virtual
13.	KII with Swisscontact Regional MRM Advisor	Ehasanul Huq	Male	Virtual
14.	KII with Swisscontact Interim TL before July 2020	Annette Altwater	Female	Virtual
15.	KII with Bigwa FDC	Monica Mtundu-Ag. Principal Michael Kibada - Tutor	Female Male	In Person-Bigwa FDC
16.	KII with TPSF SSC Coordinator	Jane Gonsalves	Female	Virtual
17.	KII with KTO Management	Mia Mjengwa Bergdahl & Majid Mjengwa	Female & Male	Virtual
18.	FGD with Platform Providers	10 Participants	5 Female 5 Male	In Person-SET Office Morogoro
19.	FGD with Young Mothers	8 Participants	8 Female	In Person-YSMF Office Morogoro
20.	FGD with Young Women	11 Participants	11 Female	In Person-Msufini Village Office
21.	FGD with Young Men	7 Participants	7 Male	In Person-Msufini Village Office
22.	FGD with Key Partners	11 Participants	3 Female 8 Male	In Person-NACTE Dar es Salaam
23.	KII, World Bank Senior Advisor	Xiaoyan Liang	Female	Virtual
24.	KII ESPJ Coordinator, MoEST	Kenneth Hosea	Male	Virtual
25.	Written Inputs DPG-TVET	Atiya Sumar, British Council	Female	Virtual

ANNEX 2. PROJECT ALIGNMENT WITH ESDP 2016/17 – 2020/21.

In addition to responding directly to the Tanzania Development Vision 2025 (GoT, 2015) and the Second Five Year Development Plan, 2016-2021 (MoFP, 2016), the Project is well aligned with the ESDP-II Priority Program. Specifically, in terms of improved access to TVET for school leavers (Part 4.A of the Sub-Program), SET contributes to the following priority strategies (ESDP-II, MoEST 2018, pp 100-102):

- Introduce and enhance flexible programs, including evening courses to allow for multiple entries/exits;
- Introduce, Operationalize and Enhance ICT mediated teaching and learning including ODL;
- Provide preferential support to disadvantaged (females) students in science and technology Programs in TVET;
- Recruit and deploy teaching staff to attain the ratio of learners to teaching staff in conventional full time residential Programs at 8:1 in TET and 16:1 in VET and FDCs;

In terms of improved quality and relevance of TVET (Part 4.B of the Sub-Program), SET contributes to the following priority strategies (ESDP-II, MoEST 2018, pp 103-106):

- Regularly get updated information on human capital requirements (specific needs of major occupations and trades) in the key sectors of the economy and make use of it to plan enrollment and training Programs in the TVET sub sector;
- Improving the collection and use of labour market information;
- Strengthening the involvement of employers in the organization of the TVET programs offer;
- Provide capacity building to TVET institutions on employer satisfaction surveys;
- Provide professional development to teaching staff on ICT mediated classroom learning, open and distance learning;
- Strengthening NACTE and VETA for improved regulatory and coordination roles;
- Provide information to stakeholders about the progress of training activities nationally in line with the M&E Framework for the sub-sector.

We note the following alignment gaps, however, which may be addressed in collaboration with other donor-supported Programs:

- Scale up the application of Recognition of Prior Learning (RPL) to new entrants
- Introduce and scale up formal apprenticeship and outreach programs.
- Allocate special quota for enrolment for students with disability in TVET
- Periodically and regularly conduct employer satisfaction surveys to establish gaps in skills acquired by graduates
- Design and implement staff development plans for continuously developing the qualifications of staff
- Enhance provision of professional development on pedagogy to experienced qualified staff recruited from industry
- Procure critical equipment for supporting learners with special learning needs

ANNEX 3. BRIEF ANALYSIS OF THEORY OF CHANGE

Swisscontact's Theory of Change (ToC) is a coherent one: *"Through strengthened coordination, improved capacities to produce and use labor market information, to deliver training of trainers, and through enhanced institutional and management capacities, VSD stakeholders are able to provide quality skills training that matches the demands of both youth – including young mothers - and the economy. Better access to quality and relevant skills training improves youth (self) employment opportunities and ability to increase their incomes"* (SET Project Document, p.28).

However, our analysis suggests that achievement of the critical pathways of change through results levels may be at risk. For example, the following assumptions behind progress from Output- to Outcome-level change, though well-formulated, are problematic in terms of the Project's institutional contexts (which influences the Project's relevance and sustainability).

- Skill Councils are formed and operational;
- Private sector and government players are willing to share information and participate in LMI system assessment;

Involvement of VETA in LMI provision is fostered as described in the VETA Corporate strategy;

- VETA management is willing to revisit the core purpose of MVTTC and to explore feasible development scenarios;
- Training providers are willing to join the platform and cooperation of can be ensured over time;
- Willingness for collaboration of main training providers will maintain at the same level as during inception;
- Training providers are willing to test new initiatives (training approaches and tools);
- Training providers can agree on training needs and relevant experts can be found.

The following are assumptions are problematic in terms of the Project's operational context (influencing Project effectiveness and efficiency).

- Collaboration between the project and VETA can be agreed on and VETA will make HO staff and regional staff available and financially support publications;
- The MVTTC/VETA management is prepared to invest some internal MVTTC resources in the development and trial of improved pedagogical teaching approaches;
- VETA and MVTTC allocate staff and resources for the training;
- Training providers willing to cover the normal salary of the trainee (Permanent [employed for at least 12 months at the training provider] employee of the training provider)

ANNEX 4. PROJECT PROGRESS 'AT A GLANCE'

Component 1

1. MoUs with the VETA and MVTTC drafted, reviewed and signed.
2. Training sessions on basic labour market concepts delivered to sector skills council coordinators and VETA HO's labour market analysts.
3. Workshop conducted on the labour market survey.
4. Content review of VETA labour market survey reports.
5. Support provided to NACTE on reviewing and validating the content of labour market survey reports.
6. Supported VETA on development of three survey report for fish processing, biomedical and ICT.
7. Networking meetings facilitated to foster public and private working partnerships.

Component 2

1. Training needs of 160 Folk Development College (FDC) teachers analyzed, to develop modules for an in-service modular teacher training course.
2. ToR for the eight-module working groups discussed and drafted.
3. ToR for the first four teaching and learning thematic modules released.
4. Lead Working Groups set up for the development of the first teaching and learning thematic modules.
5. Curriculum coordination meetings conducted with NACTE, VETA and KTO.
6. Online teaching training materials identified and reviewed.

Component 3

1. Platform and platform coordinators' meetings undertaken.
2. Training day on fundraising delivered.
3. Tender documents for 'call for proposal' drafted and discussed with platform coordinators.
4. Training Providers (TP) platform coordination meetings facilitated.
5. First TP newsletter and website content finalized.
6. Second Call for Proposals issued for the development of innovative and employability courses for youth, young women and young mothers.
7. Logical Framework Approach (LFA) training to SET staff facilitated.
8. Module development training workshop conducted.
9. Course development contracts arranged and signed.

List of LMI Reports disseminated/in-print

	VETA
1	National VET Data Handbook Analytical Report (2017)
2	Labour Market Survey Report In the Hospitality and Tourism Sector (Jan 2019)
3	Labour Market Report in the Manufacturing Industry (June 2019)
4	National Tracer Study Report for 2010-2015 Vocational Educational and Training Graduates (March 2019)
5	Evaluation Report for the Integrated Training for Entrepreneurship Promotion (INTEP) Program (Jan 2018)
6	Draft Guidelines for Labour Market Activities in the VET System
7	National VET Data Handbook 2018 Statistics Report (Dec, 2019)
8	Labour Market Survey Report in Biomedical Engineering Artisan
9	VETA Corporate Investment Plan (VCIP) 2018/19 – 2022/23 (June 2020)
10	Labour Market Survey Report for Skills Requirements in Fish Processing Sub Sector (March 2020)
11	Survey Report for Conducting Vocational Skills Needs in Economic Growth Sector Sub-Sector of Oil and Gas Industry
12	Situational Analysis Report for Proposal to Review an Ordinary Diploma in Information and Communication Technology Programs (NTA LEVEL 4, 5 & 6)
	NACTE
1	Mapping Skills Gap and Skills Needs for Technician Graduates in the Selected Economic Sectors for Industrial Growth in Tanzania

2	Situational Analysis Report for Review of Ordinary Diploma in Journalism Curriculum (NTA LEVELS 4 – 6) Curriculum for Basic Technician Certificate (NTA Level 4-6) in Journalism
	TPSF
1	Labour Market Information Assessment for Agriculture sector

ANNEX 5. PROFILE OF BIGWA FOLK DEVELOPMENT COLLEGE (FDC)

Background. Folk Development Colleges are community based government institutions providing Folk Education (FE) in knowledge and vocational skills through non-formal systems without considering the prior level of education which citizens may possess. The courses are offered through long, short or outreach Programs (the outreach Programs can be long or short).. Detailed background is appended.

Bigwa FDC in Morogoro Municipality is one among the 54 Folk Development Colleges operating under TVET Division, Ministry of Education, Science and Technology. The remaining one operates under - PO RALG. Other FDCs within Morogoro region include: Ifakara FDC (Kilombero District); Kilosa FDC (Kilosa); and Sofi FDC (Ulanga District).

Financing. The major source of fund is Government subvention through TVET Department. Other source include: Tshs 245,000 fee per student annually including accommodation; fees for short courses offered upon request, most of which are funded by NGOs and income generating projects such as renting out farms, hall, processing machine, carpentry workshop and NECTA examination centre).

College capacity. The college has the capacity to enroll 230 students of which 180 students are boarding and about 50 in a day school

Eligibility. No defined level of peer learning has been established. Whoever wants to enroll to a particular program is allowed. No applicant is denied registration. We enroll students who have completed studies at primary and secondary education levels for long courses. The majority of our students are secondary school leavers. However, for long courses, majority of primary school leavers have been experiencing difficulties due lack of proficiency in English language. From January 2020, Kiswahili has been introduced.

Primary school leavers and drop outs hardly count above 10. Very few have taken trouble to seek for an opportunity to be enrolled at the college. It is not clear whether this could be attributed to lack of awareness.

Assessment is done through interview/interrogation during registration: We usually interview students on education background, certificates etc for advice only. Following an announcement, students apply choosing 3 courses; we interview them just to know their level of understanding and offer advice if course chosen might not be a perfect fit for them.

Teachers. The facilitators are generally recruited centrally by the recruitment commission. Whenever a shortage was experienced, there is a provision to recruit teachers on temporary basis and pay them through internally generated funds. However, The number of trainers is not adequate. On the average, there is only one trainers per occupational trade. The number of trainers for non-core subjects ranges from 1 to 2. So generally trainers have a relatively high workload. The last recruitment /employment was in 2017 country wide.

Training offered. The college offers the following long course: Domestic electrical Engineering; Agriculture and Animal Husbandry; Cookery and nutrition; Masonry; MVM-Motor vehicle mechanical; Tailoring and Carpentry.

The college had aligned its long courses with VETA curriculum (partnership) to increase employability of its graduates; The long courses are to a great extent dictated by availability of training equipment. The parent ministry is responsible for equipping the college. The running of short courses is with the mandate of the college. The parent Ministry usually gives guidelines in pertaining to retaining of income generated through such courses

Starting this year, Kiswahili has been introduced as medium of instruction by the Ministry of Education, Science and Technology. The instructional materials have been translated into Kiswahili. However, as a matter of fact, most books are still in English. This has a serious hinderance to course delivery. Teachers end up spending a lot of time translating the English books yet they are not professional translators”

Study Costs. Long course fees are highly subsidized by the GOT. From 2020, all FDCs are required to observe guidelines issued by Ministry of Education Science and technology in connection to fees. Students are required to pay 245,000 Tshs per annum covering tuition fee (100,000/=) and boarding cost 1145,000/=

Engagement in SET as a Training Provider. The college staff have been participating in capacity building initiatives provided through SET project. The college has also been availing its conference facilities to facilitate Training Providers Platform meetings. However, the college principal alleges that the college has never received an invitation to deliver training course under SET Project.

Collaboration with other Programs. The Principal acknowledges that his college has been participating in training of Small Holder Farmers through the ESPJ Project with a target to reach 151 farmers in 30 Wards within Morogoro Rural District. The exercise is scheduled to be accomplished in three phases of which two have been completed. The college is also reportedly to have been participating in delivery of the Mama Course popularly known as “Elimu Haina Mwisho. KTO has been supporting students enrolled to Young Mothers Program for some time. KTO has now entered partnership with Ministry of Education Science and Technology (Dodoma) to run the program. KTO also supports capacity building for FDC staff.

Challenges Since Moving to MoEST

- From 2016 to-date, there has been a slight increase in the budget allocation. However, the amount allocated falls far short of the requirements for infrastructure and training equipment upkeep.
- Kiswahili has been introduced as medium of instruction by the Ministry of Education, Science and Technology. The instructional materials have been translated into Kiswahili. However, as a matter of fact, most books are still in English. This has a serious hindrance to course delivery.
- From 2020, all FDCs were required to observe guidelines issued by Ministry of Education Science and technology in connection to fees for both long and short courses which caused discomfort to college staffs. The matter is reportedly to have been resolved by allowing colleges to charge reasonable charges considering resources that go into the project (DTVET-MoEST)
- The college has continued to experience an acute shortage of teachers. The last recruitment /employment was made in 2017 country wide.
- Professional Skills Development lacking among tutors-need for more capacity building trainings to keep ourselves updated.

Plans to Address the challenges

The measures undertaken to address the above challenges include among others collaboration with Non state Actors to support modernization of the college as well as capacity building to FDC training staffs.

- KTO is reportedly to have been supporting capacity building of trainers up to the end of last year. The same is supporting the college with provision of teaching and learning materials (Text books) for mama Program. The college The teachers are expected to benefit from the newly developed digital learning course developed by MVTTTC through SET project.
- The College is reportedly to have benefitted substantially from ESPJ program implementation. The college was awarded a tender to train 151 farmers in 30 Wards within Morogoro Rural District. (College Principal) The income realized from this undertaking is expected to be utilized to finance underfunded activities. The college also submitted a proposal for funding to TEA and we were lucky to receive some funds through the CDF Component. The rehabilitation works were expected to commence in the third week of November 2020 (*interview respondent*).

VFM Measure	Indicators (qualitative and quantitative)
Economy	<ul style="list-style-type: none"> • Cost per teacher/trainer trained • Cost per youth trained • Cost per platform meeting held • Cost per SSC meeting held • Cost per module produced • Fee rates of consultants hired • Operating costs (% of total)
Efficiency	<ul style="list-style-type: none"> • Number of new TPs and new TPs joining SET • Youths and young mothers transition rate from training to job
Effectiveness	<ul style="list-style-type: none"> • Improvements of TVET coordination • GoT and private sector's uptake LMIS • SSC driven by members • Improvements in capacity of teachers and training providers • Improvement in empowerment of youth and young mothers • Assessment of extent to which the Program has successfully adapted to respond to lesson learning and M&E findings
Equity	<ul style="list-style-type: none"> • Number of young women and young mothers who participate in the trainings • % of participants (teachers and youth) who are women • Percentage of the budget allocated to activities where women are main target group. • % trainers who are women • % service providers who are women • Out of the youth who transition into employment and self-employment, % women