



# Evaluation report

PROMOTING LIFE SKILLS AND LIVELIHOODS IN KAKUMA, KENYA



Schweizerische Eidgenossenschaft  
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Confederaziun svizra



**HYCON GmbH**  
Humanitarian & Development  
Consultants

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Authors: Thomas Gross, Susan N. Wandera

HYCON GmbH  
Obergasse 2  
CH-8162 Steinmaur  
Switzerland  
Internet: [www.hycon.ch](http://www.hycon.ch)

Contact:  
Thomas Gross  
Telephone: +41 (0)79 770 94 45  
Skype: thomas-entec  
Mail: [thomas.gross@hycon.ch](mailto:thomas.gross@hycon.ch)



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# 1 Context and scope of the evaluation

## 1.1 Context

Considering the significant population increase in Turkana West, more public and private sector investment is needed in economic and social facilities such as health services, educational facilities, agriculture and livestock sectors, capacity development and skill building while increasing employment opportunities but also building public awareness on family planning, the importance of girls' education and employment opportunities for women to allow for a sustainable growth path. Additional efforts will also be needed in three interconnected sectors: road connectivity, energy and water to increase economic growth into Turkana West. Despite notable improvements in service delivery in Turkana, there are still significant challenges in providing adequate public services. This situation is the entry point for Switzerland's initiative by implementing the Skills for Life project with its key stakeholders and partners. The overall goal of the project has been to strengthen the income generating capabilities of youth within the refugee and host communities in Kakuma and Kalobeyei by enhancing technical, entrepreneurial, financial, life and literacy skills which will enable them to improve their livelihoods. Due to the longstanding existence of the camp and the increasing socio-economic interlinkages with the host community, a diversity of livelihoods opportunities for refugees emerged over the years, which go beyond the simple reception of basic services (e.g. economic opportunities). The project therefore aimed at enhancing current and future (self-) employment opportunities, as well as the motivation and self-esteem of boys and girls growing up in the daily hardship of a refugee camp.

## 1.2 Background of the Project

The Horn of Africa is affected by 3 major protracted conflicts: the fragmentation of Somalia, the separation of Sudan and South Sudan, and the Ethiopia/Eritrea dispute. The Somali conflict and the crisis in South Sudan are at the core of the fragility in the Arid and Semi-Arid Lands (ASAL) Region of Somalia, Southern Ethiopia, and Northern Kenya, with a strong regional impact on the neighbouring regions.

In 2013 The Swiss Agency for Development and Cooperation (SDC) mandated Swisscontact in consortium with Norwegian Refugee Council to design and implement a pilot project promoting Life Skills and Livelihoods (Skill for Life, S4L) in Kakuma, Kenya, the location of the second largest refugee camp in the country.

The third and final phase of the SDC funded project Promoting Life Skills and Livelihoods (S4L) is in Turkana West, Kakuma town and refugee camp. Turkana County has severe lack of formal and informal Education and practical training opportunities. Literacy levels are low with less than 10% of the population having Secondary Education. More than 80% of the population are nomadic pastoralists. The overall goal of the project has been to strengthen the income generating capabilities of youth within the refugee and host communities in Kakuma and Kalobeyei by enhancing technical, entrepreneurial, financial, life and literacy skills which will enable them to improve their livelihoods. It aims to support equally the host community and the refugees, and equally woman and men. Within SDC the project is regarded as a flagship project and expectations in its outcomes are high.

The pilot phase was implemented between 2013 and 2016 and the second phase between June 2016 to June 2019. The third and Final Phase was between August 2019- August 2022. The project had a total budget of CHF 4.1 Mio, of which was used for project activities to the direct benefit of the targeted community. The provision of the start-up kits for the business is a

The S4L is financed by the Swiss Agency for Development and Cooperation (SDC). The project is supervised by the Swiss Coordination Office at the Embassy of Switzerland in Nairobi, Kenya.

### 1.3 Purpose and Objective of the Evaluation

The Terms of Reference (ToR) provided the framework for the evaluation of the third and final phase of the SDC funded project “Promoting Life Skills and Livelihoods in Kakuma, Kenya (S4L)”. The project has been implemented in three phases each by Swisscontact since 2013. The third phase is between September 2019 and August 2022. The evaluation period is between 1st August to 30th October 2022.

The TOR specifies the following objectives of the mandate:

- (1) Review the effectiveness, efficiency and sustainability of the Skills4Life Project in the third phase (2019-2022)
- (2) Identify and quantify any intended or unintended outcomes which may already be visible.
- (3) Review the implementation of the recommendations of the last evaluation based on the agreed points as per management response.
- (4) Outline lessons learned and recommendations to SDC for the design of a next project either complementing the work of IFC in Kakuma-Kalobeyi/Turkana or replicating proven approaches in Dadaab/Garissa (including host community).

Especially the objective (4) is the core outcome of this evaluation and shall serve for learning, management and steering. Thus, the current evaluation is mainly of a formative nature. A formative evaluation employs flexible research methods to assess barriers to and facilitators of implementation, enabling stakeholders to address challenges. The value of formative evaluations also resides in its ability to identify crucial implementation factors likely to affect the quality of the program overall.

### 1.4 Approach and Methodology

The evaluation was mainly participatory and was conducted in close collaboration with relevant project beneficiaries and employed detailed desk review (relevant project documents, evaluation reports, other literature on skills development in refugee contexts provided by the Swiss Cooperation Office/Swisscontact, government policies and guidelines, SDC strategy papers)

The in-country mission and field visits were conducted for three days to the Kakuma refugee camp (24. 08- 2022 – 26. 08.2022). The team did site visits, interviews, conducted FGDs, exchanges with relevant stakeholders organized by the S4L project.

The Evaluators worked in close cooperation with the SDC office through the project coordinator (the Swiss Cooperation Office (SCO)) and the project implementer (Swisscontact (SC)). There were FGDs and interviews with beneficiaries of the project, staff, main partners, and stakeholders (other skills development initiatives, local authorities, UNHCR, Government Agencies).

At the end of the in-country mission, the evaluators held a debriefing with SCO management and Swisscontact at the Swiss Embassy in Nairobi (29.08.2022).

### 1.5 Holistic Evaluation Approach

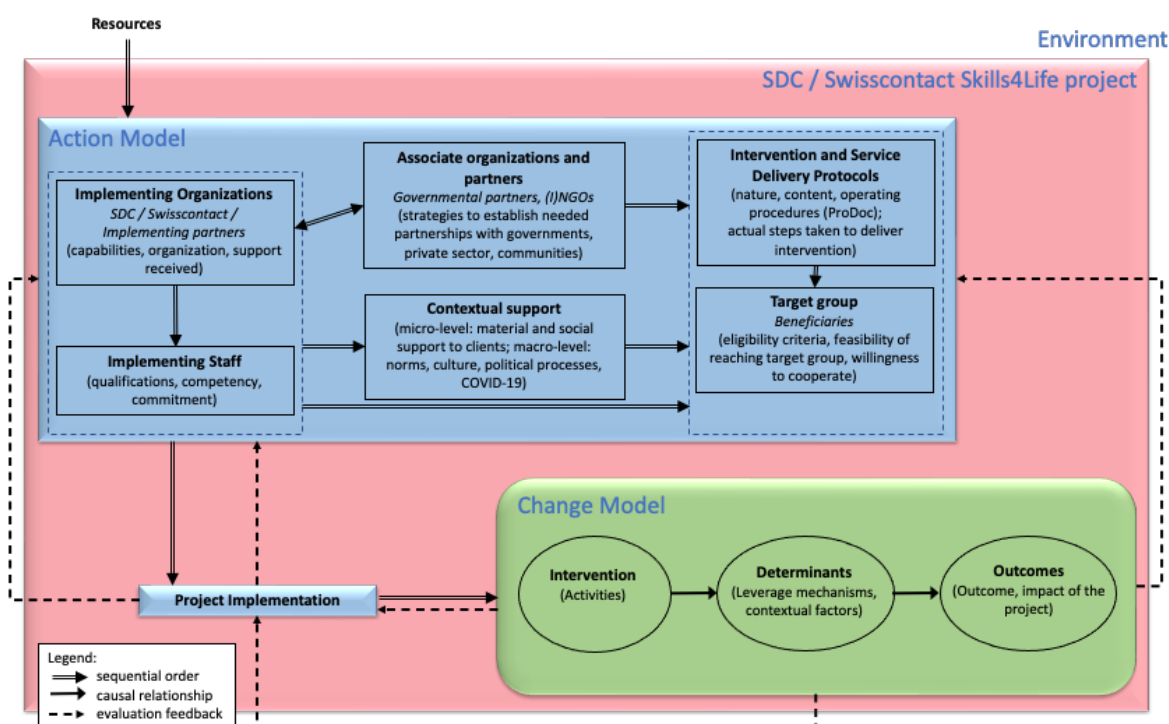
The current evaluation aims at learning from the third phase of the Skills4Life project. And it shall help to benchmark the achievements against similar programmes and indicate its ability to replicate to other sites. Accordingly, we recommend a **theory-driven approach**, called the **action model/change model schema** developed by Chen<sup>1</sup>. The **action model** is a systematic plan for arranging staff, resources, support organizations, and rules of service delivery to reach target populations

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<sup>1</sup> Chen, H. (2006). A Theory-Driven Evaluation Perspective on Mixed Methods Research, University of Alabama at Birmingham.

and provide intervention services. Analysing the different action models will allow identifying success factors that can be generalized. The **change model** depicts the causal process generated by the programme (which corresponds to the results chain or the results model). The Theory of Change assumes that well-defined project interventions produce results that lead to intended impacts that contribute to the achievement of higher development goals, such as the SDGs, in the medium to long term. The ambition of SDC projects is that these impacts are transformational (i.e. that they contribute to the sustainable improvement of existing systems).

What can be implemented and achieved depends on the one hand on the context or project environment in which a project is implemented (fragile, post-disaster, socio-economic context), and on the other hand on the potential of the action model. Depending on the context, different assumptions are made about the project environment. If these assumptions turn out to be wrong or change while the project (risks), the change model may be impaired or fail altogether.



**Figure 1 Concept of theory-driven evaluation design (own diagram based on Chen)**

The relevance of the distinction between action model and change model lies in the fact that a failure of a project can be either a failure of the action model or the change model. In other words, a project can on the one hand fail because it has not been able to realize the interventions as planned (failure of the action model), or, on the other hand, because the assumptions about the effects of the intervention were false (failure of change model). The same applies for successful approaches.

The action model and change model are closely related to each other. A change model is needed to justify the selection of an intervention and provides the basis for developing the action model. The action model provides a blueprint to organize program activities and to activate and energize the change model for achieving programme goals.

In view of the S4L evaluation and its purpose, the analysis of involvement and the degree and efficiency of cooperation and coordination of stakeholders is key. For this part, the focus is on Swisscontact as implementing partner and SDC as project agency. This part is covered by the action model of our proposed theory-driven evaluation design. The action model consists of six components:

Therefore, with the action model, the evaluation will put a focus on organizational aspects of the project execution.

The analysis of the change model is literally the analysis of the outcomes in view of the Theory of Change. As described by Patricia Rodgers<sup>2</sup>, “a theory of change is a building block for impact evaluations and should be used in some form in every impact evaluation. It is particularly useful when the intention is to learn from an impact evaluation conducted at one site and then apply these lessons to another site”. It thus serves to get a better view on the generated impact of the S4L program.

When analysing the impact, it was agreed to refrain from a cost / benefit analysis. As already the evaluation of the 2<sup>nd</sup> phase of S4L has shown, the pay-back duration of such an intervention is beyond economic reasonable benchmarks<sup>3</sup>.

## 1.6 The Skills Development Ecosystem

Developing skills and strengthening the income generation to enhance the livelihood of the people of concern (PoC), requires an economic ecosystem. Isolated activities to enhance basic artisan skills will not have an impact on the livelihood of the PoC, without linkages to labour market, business opportunities or official recognition of the trained skills. The herewith shown model is focusing on artisanal skills, whereas formal higher education and skills (e.g. in ICT), a higher level of formal education and literacy is required as entry level. A basic literacy or for illiterate people, such career path require a more intense educational path.

At the core, an accredited career path defines the necessary opportunities to enhance the artisan skills. The objective is to enable the PoC to acquire an accredited certificate of their skills, as in the example the NITA certificates. For a successful entry into the labour market, a certification on grade 1 should be envisaged.

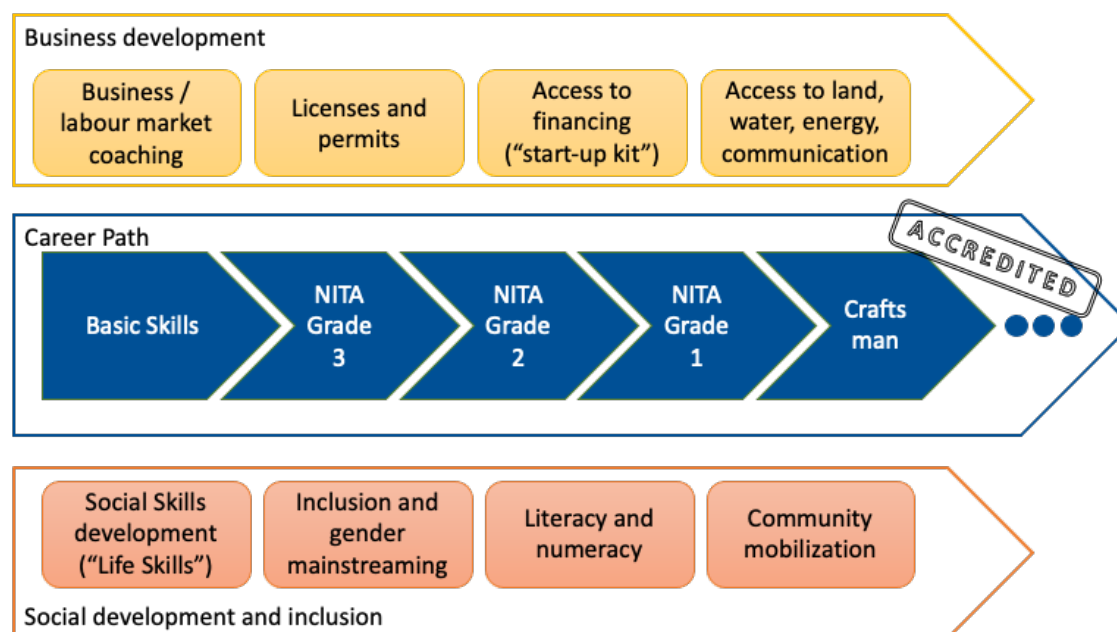


Figure 2 The skills development ecosystem

<sup>2</sup> Rogers, P. (2014). Theory of Change, Methodological Briefs: Impact Evaluation 2, UNICEF Office of Research, Florence.

<sup>3</sup> Sager, H. et al (2018). Evaluation of Phase Two of the Project Promoting Life Skills and Livelihoods in Kakuma, Kenya “If the total project costs (without costs for model development) are taken into consideration, the time to equate the costs will be CHF 2.7 million divided by CHF 3’600/month = 750 month or more than 60 years to compensate all project expenses.”

The career path requires two strong supporting pillars. One is the business development. Thus, participant of skills development programs need support in entering either the labour market as employees (which requires a local or regional economy, which can absorb the participants and its eligibility to participate in the labour market. As alternative, participants can start their own business. This requires a strong coaching during the start-up phase, which is generally two to five years.



Figure 3 The start-up development phases<sup>4</sup>

But the support is not only in coaching but also the provision of an adapted start-up kit. Such a kit not only contains physical components such as materials and machinery. A start-up kit should contain non-dilutive fundings to enable a successful start. Even if part of this funding is in materials, access to finance and funding is important. Thus, trainees of a skills development program who want to enter the market with their own business need to have a start, which makes a successful business development realistic. This therefore includes the involvement of banks or microfinance organizations, which can provide specialized solutions for new businesses in the given context.

A second support pillar is related to social development and inclusion. A skills development initiative should also enhance the soft skills (“life skills”) of the target groups, such as how to discuss, conflict resolution, awareness for marginalized groups etc. Further to have an inclusive character, the program needs to ensure that marginalized groups of PoC are included (women, ethnic groups etc.). As the core objective is, that the livelihood situation is improved by widening the basis for income generation, an unbalanced access to such a skills development program can foster social tensions. Thus, community mobilization, gender mainstreaming etc. are not just buzzwords in the ProDoc but need serious action and resources during implementation.

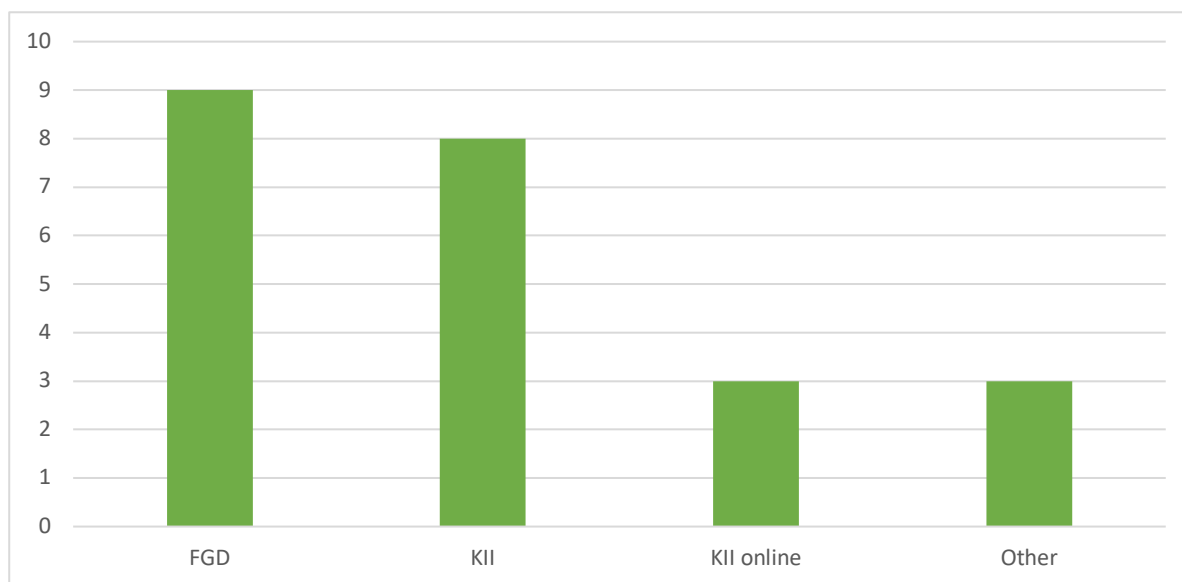
Overall success factors of such livelihood initiatives are the access to education in increase the literacy and the access to resources such as energy, water and communication. Many forms of businesses nowadays require a constant supply of energy to efficiently produce goods or provide services. Further online communication is important to interact with clients, acquire new clients or advert the goods and services.

<sup>4</sup> Source: <https://www.startupcommons.org/startup-development-phases.html>, retrieved 02.09.2022

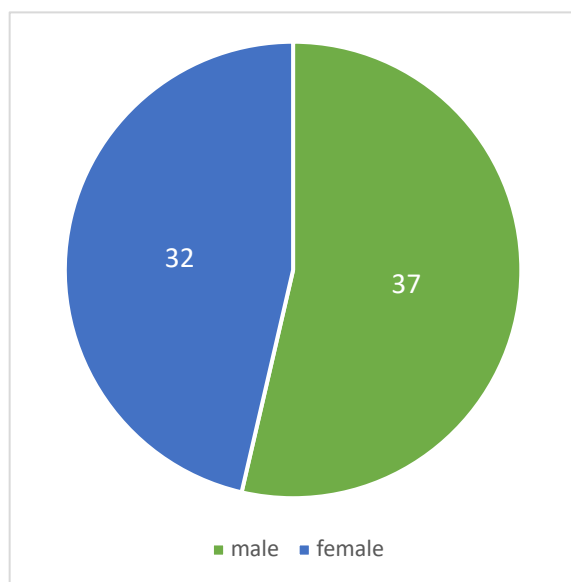
## 1.7 Description of the Research Participants

The report describes the distribution of the research participants. These are the participants who were involved in the evaluation that conducted in total 23 interaction with numerous stakeholders. During the evaluation,

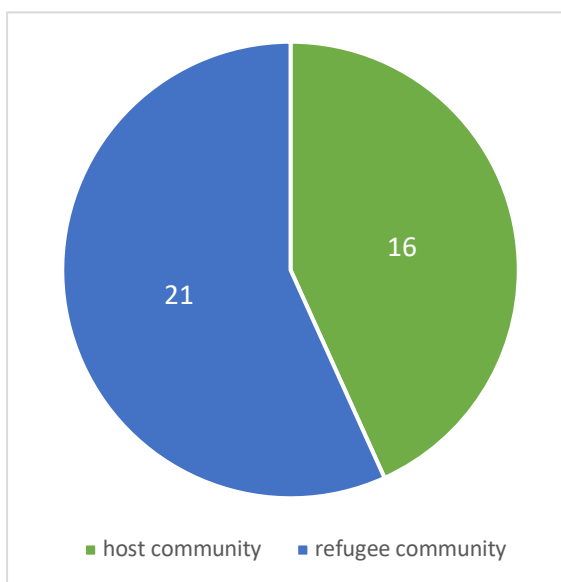
- 9 Focus group discussions,
- 11 Key informant interviews (physical and online), and
- 3 other interactions were conducted.



**Figure 4 Interactions during the evaluation**



**Figure 5 Gender distribution**



**Figure 6 Community distribution**

## 2 Findings

The findings of the evaluation are broken-down according to the above-described action / change model. In the first part related to the action model, the findings related to organizational aspect, context and stakeholders are described. In the change model, the outcomes are listed as per OECD-DAC criteria (and the defined evaluation questions in the TOR).

### 2.1 Action Model (Context, Organization, Stakeholders)

#### 2.1.1 Implementing Organization

The Local Implementing Organization in view of the S4L is Swisscontact. They are mandated to oversee and manage the implementation of the S4L on behalf of SDC. Its staff are the people responsible for delivering project services; they include project managers, program officers, field workers etc. The implementers' qualifications and competency, commitment, enthusiasm, and other attributes have a direct impact on the effectiveness of a project.

- F1) Swisscontact as implementing organization was lacking certain organizational structures. Especially related to HR management. Feedback from the staff showed, that the recruitment was not standardized, or qualification criteria were not applied systematically. Further there was no feedback structure to enable a continuous improvement or handle grievances.
- F2) The project management lacked the necessary resources and the ability to anticipate future development. Thus, during the implementation there were e.g. a lack in training materials due to shortcomings in logistics and procurement (mainly caused by insufficient project management and a lack of staff for logistics and procurement – position is currently vacant).
- F3) Swisscontact failed to continuously fill the positions required for the implementation of the project. E.g. for the accountant / finance administrator, the position remained vacant during several month in summer 2021. Currently, the position of logistics / procurement is still vacant, and its duties remain with the administrative assistant.

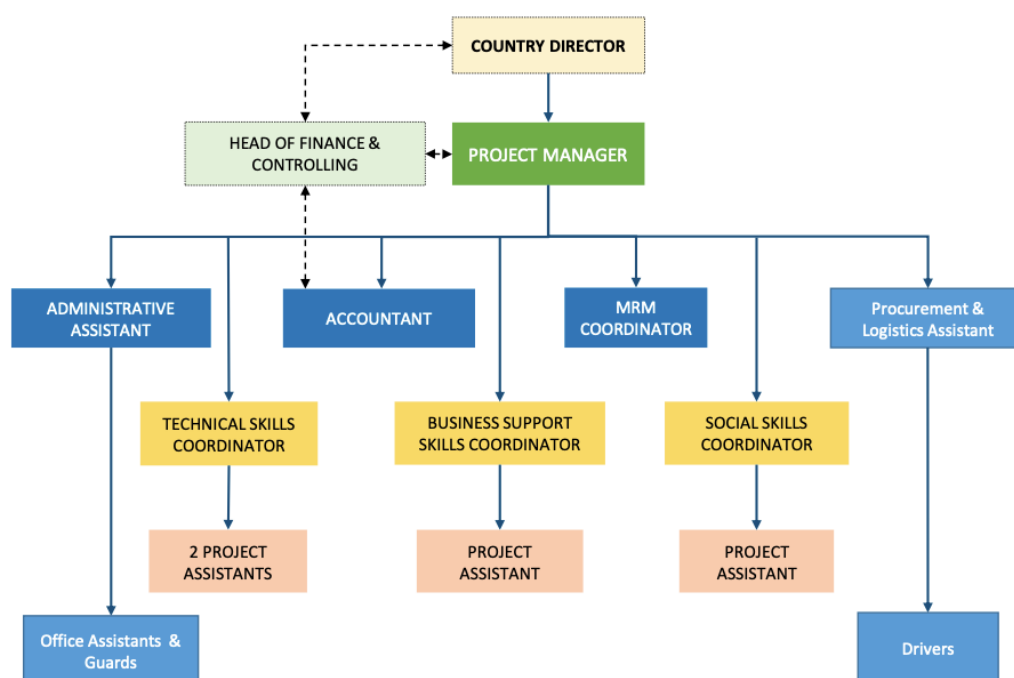


Figure 7 Intended project organogram from Swisscontact

- F4) The implementation team has good relationship with the community's youths. They have the prerequisite skills, fairly good monitoring systems with great potential for greater performance.
- F5) Swisscontact had shortcomings in the project management. On one hand on the level of processes the project underperformed. Administrative processes were either not defined or not properly implemented or just too complicated. This particularly applied for administrative processes and human resources. On the other hand, also operational processes were lacking. It was for example not foreseen (or not implemented) to have an ongoing evaluation of the conducted trainings. Thus, the program itself could barely learn.

### 2.1.2 Associated Organizations and Partners

Projects often benefit from, or even require, cooperation or collaboration with other organizations. In the context of development cooperation and humanitarian aid under the FDFA, coordination and cooperation with SDC is important. In the Kakuma context, other partners and their programs may have direct or indirect impacts on S4L. Such entities could be IFC, GOs/NGOs, UNHCR or other organizations. If linkage or partnership with useful groups is not properly established, the implementation of a project may be hindered.

- F6) The S4L program would have had the opportunity to create linkages among many partners and initiatives in Kakuma. Unfortunately, Swisscontact implemented S4L in a rather isolated manner.
- F7) Swisscontact had liaisons with partners e.g. through TWG or inter-agency meetings. Further it included NGOs and CBOs to act as implementing partners. Nonetheless their involvement as partner also in project management and in view of sustainability was rather limited.
- F8) The TVET directorate in Turkana County could have played a major role to create access for further skills development of the participants. S4L collaborated with the TVET directorate related to activities with host communities outside of the Kakuma town and had a relevant success.
- F9) The CBOs could have been strengthened as partner ensuring the sustainability also beyond the program. For this, the CBO as IP should have received stronger capacity building measures and resources enabling them to provide trainings and coaching for businesses more independently from Swisscontact.
- F10) Skills certification with the National Industrial Training Authority (NITA) is a milestone for S4L project and evidence of the success with TVET. Per the end of 2021 more than 170 trainees have achieved a NITA grad 3 certification (see also F43).

### 2.1.3 Context

Both micro-level contextual support and macro-level contextual support can be crucial to a program's success. Micro-level contextual support comprises any kind of social and material supports that project partners need to allow their continued participation in a project. The macro-level context of a project includes norms, cultures, and political and economic processes. The evaluation will assess the capability of implementing organizations, establishing collaboration, and winning contextual support. The context analysis thus can identify factors further hindering or enhancing the performance.

- F11) A game changer for skills development programs were two decisions by the Kenyan government. In 2021, they incorporated the Refugee Act. This act transforms the camps (as closed entity) to a designated area for settlement. Further, it allows refugees to participate in economic activities, thus they are entitled to work and start businesses.

- F12) The second game changer was the “Recognition of Prior Learning Policy Framework” also incorporated in 2021. It forms the basis to recognize and certify gained skills and knowledge from foreign countries in Kenya. Thus, with recognized skills, the entry into the labour market or for further / continuous education is simplified.
- F13) A big challenge for the S4L (or in general for programs targeting income generation) are the cost for land. Rental prizes for businesses raised up to KES 25’000 per month, which easily is beyond the ability to pay for newly found businesses – especially on artisanal crafts.

**Conflict sensitivity of S4L:** the ability of an organisation to understand the context it operates in; understand the interaction between its intervention and that context and act upon this understanding in order to minimise negative impacts and maximise positive impacts on conflict.<sup>5</sup> Systematically taking into account both the positive and negative impacts of interventions, in terms of conflict or peace dynamics, on the contexts in which they are undertaken, and, conversely, the implications of these contexts for the design and implementation of interventions.

**Diversity and inclusion of S4L:** the ability of an organisation to ensure to include persons from minorities and vulnerable groups (e.g. persons with disabilities, older persons, LGBTIQ+, ethnic/linguistic/religious minorities, etc.), to be as representative as possible of the target population.

- F14) S4L managed very well to include a variety of beneficiaries. Looking at the diversity related to gender and the communities of origin (see Figure 5 and Figure 6). Various stakeholder specifically named the S4L program as it managed already from the beginning to include the host community.
- F15) The variety of addressed beneficiaries as well as the strong focus also on community mobilization as starting point of every intervention, laid the ground for a successful roll-out. This very participatory and transparent approach helped not only to show the “just” access for all groups of beneficiaries, but also within a community to e.g. enable women participating in the trainings.

#### 2.1.4 Beneficiaries

Intervention and Service Delivery Protocols define the steps to be taken to deliver the intervention in the field. The project documents and action plans are information sources about the intervention protocols. The service delivery protocols such as division of labour, communication channels, and processing procedures will have to be assessed directly by interviewing the people involved.

The Target Group refers to the beneficiaries. The success of a project is affected by the factors: eligibility criteria, feasibility of reaching eligible people and effectively serving them, and the willingness of the people to become committed to or cooperative with the programs.

- F16) S4L was a unique program when it comes to the inclusion of the host community. It thus was a key success factor also for the reputation of the S4L program.
- F17) The S4L is appreciated and cherished by the host community, refugees and partnering organizations. mainly for its real-life touch to the beneficiaries and practical evidence of change of social and economic life. Most beneficiaries have testimonies of the changes at personal levels and influence in their communities.
- F18) The integrative nature of S4L for both refugees and host communities at almost 50:50 ratio is commendable for this vulnerable ecosystem. Very few humanitarian organizations target

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<sup>5</sup> Ibid.

the host community. Therefore, the S4L promotes harmonious and integrative co-existence of refugees and host community.

- F19) A challenge was to adapt to cultural aspects. This was evident e.g. when it comes to the inclusion of women / empowerment of women. Thus, gender aspects should be included stronger in the strategy and in the service delivery protocol, which spans over most of the project phases from awareness raising, community mobilization or provision of trainings. Only when the PoC and their community understand the relevance of inclusion and empowerment of women, achieving an impact is feasible.
- F20) The training packages are well developed, and they meet TVET and market assessments in the local market. The target group of the semi -literate short not only boost the self-esteem but also boost the confidence of this vulnerable which has no formal skills. The accreditation for trade certification level 3 of the National Industrial Training Authority (NITA), is a milestone in S4L
- F21) The toolkit that S4L has developed offers a great support for replication of the project approach and mechanism in the contextual setting of a fragile community of refugees and host community. The kit gives a practical simplified guide to what has influenced the Skills for Life project since its onset 2013. The clear explanation of the approach and the key activities builds on progression and accessible guide for practitioners and project teams. This lays a basis not only for documentation but further offers an opportunity for uptake by other partners and sustainability of the project in Africa and beyond who share similar contexts. The Toolkit also informs dialogues and conversations with institutions to mainstream technical and vocational skills development and creation of employability among the youths in vulnerable contexts. The kit is a milestone in ensuring continuity and sustainability of the S4L project

## 2.2 Outcomes

### 2.2.1 Relevance

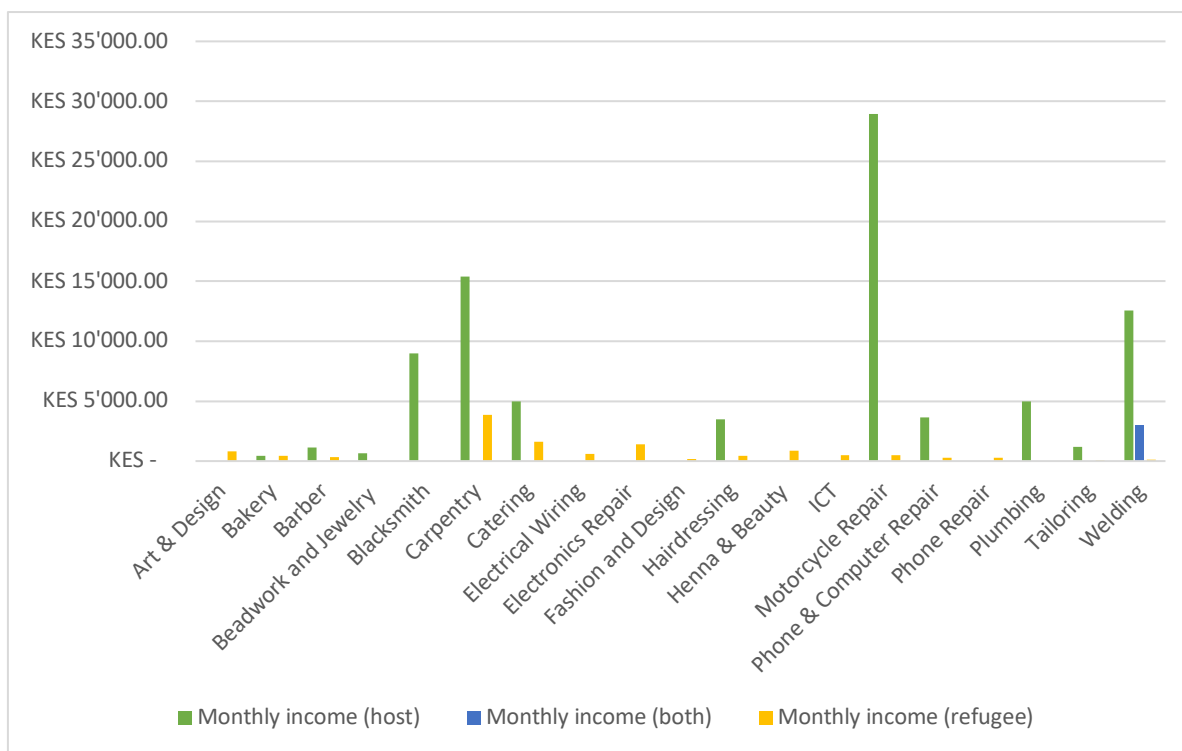
The core topic related to relevance is the positioning of the program compared to other skills development programs.

- F22) S4L was one of the first programs to also target the host community. This helped significantly to ensure the reputation of S4L among the stakeholders and target groups.
- F23) The uniqueness of the S4L is the approach to target specifically illiterate people. This gave a certain niche function but generate also challenges to create access to certain skills requiring a basic literacy and numeracy.
- F24) S4L lacked the ability to adapt to different entry points in a career path. Access to certification of the gained skills were introduced at a later stage of the program (during phase 3).
- F25) According to the survey of the business groups in for the month of June 2022, the median monthly income per member is within a range of KES 470 (refugees) to KES 4'300 (host). Overall, the average monthly income per person generated is KES 1'386 (over all trades, groups, and months).
- F26) Based on the SDG Indicator for poverty alleviation, extreme poverty is defined by having less than 1.25 USD per day<sup>6</sup>. This threshold is equivalent to a monthly income of KES

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<sup>6</sup> SDG 1 “No poverty”, Target 1.1: y 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day, source: <https://sdgs.un.org/goals/goal1>

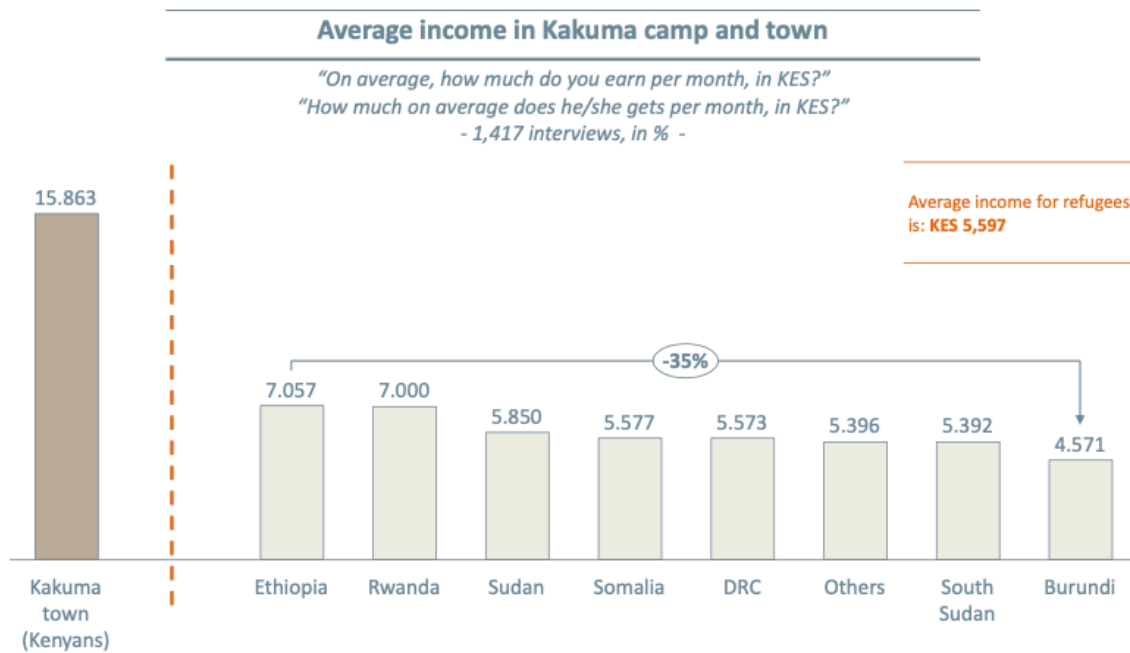
4'548. Therefore, with the average income generated from the business groups, the target of SDG 1 cannot be met.



**Figure 8 Monthly income generated per member and trade in June 2022**

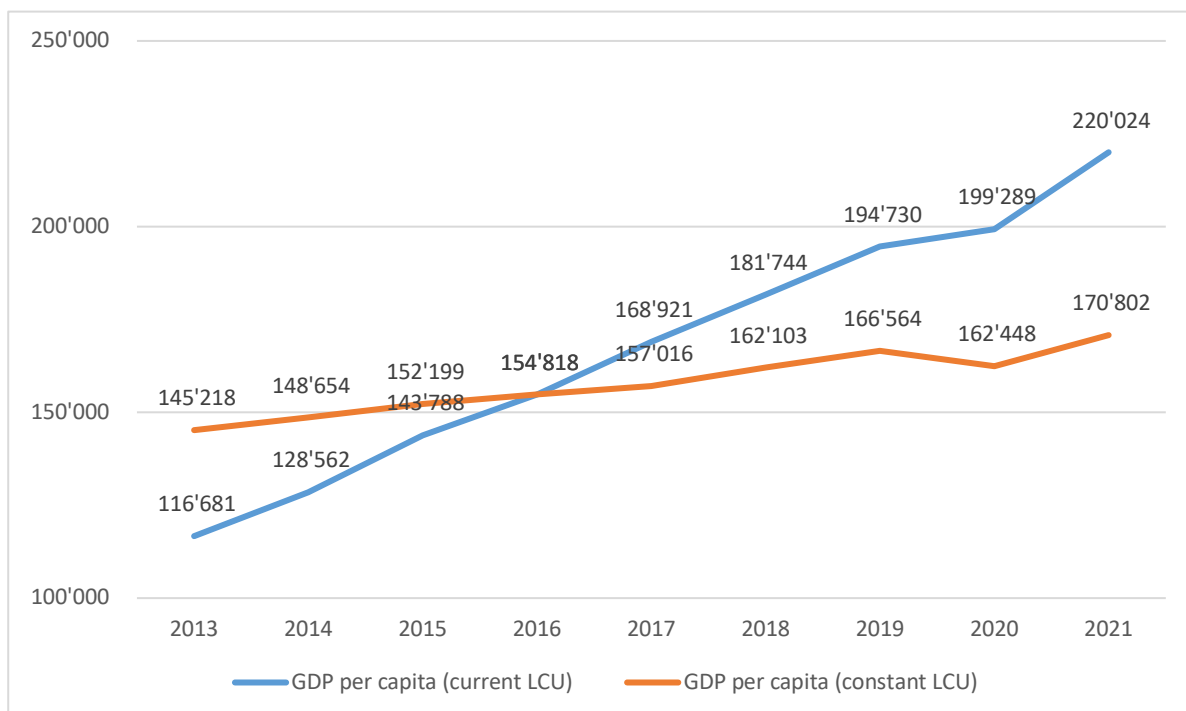
F27) The generated income is a fraction of what people in Kakuma earn based on a survey conducted by IFC. According to this survey, refugees have an average monthly income of KES 5'600 and Kenyans approx. three times as much<sup>7</sup>.

<sup>7</sup> Kakuma as a Marketplace, International Finance Corporation, 2018



**Figure 9 Average income in Kakuma**

F28) Compared to the overall GDP per capita in Kenya, the PoC could generate only 25% (Kenyans) of the national average (GDP per capita of business groups: host KES 52'000, refugees KES 5'600, GDP per capita 2021 all of Kenya KES 220'000).



**Figure 10 GDP per capita 2013- 2021<sup>8</sup>**

<sup>8</sup> The World Bank – Data, <https://data.worldbank.org/country/kenya?view=chart>, retrieved 09.09.2022

- F29) S4L aims not only at training beneficiaries in specific technical vocational skills. But it aims at enhancing the “self-reliance and social cohesion and progress towards sustainable (re)integration<sup>9</sup>” of displacement-affected communities. As the generated income is less than the average, it did underperform in view of the envisaged outcome.

### 2.2.2 Effectiveness

The effectiveness aims at questions related to the direct impact of S4L on the target communities, but also on the methodological approach (“effectiveness of the training methodology”).

- F30) Skills development is key to improving the living condition and income generation. Especially with the involvement of the host community as target group, S4L could make a change in Kakuma.
- F31) The program lacked the ability and agility to adapt to market demands (e.g. required trades) and to changing needs for support along the career path, including enabling different entry and exit points.
- F32) The concept of learning groups is highly effective and was appreciated by all stakeholders. If replicated, aspects of inclusion and gender should be more emphasized during the concept and implementation stage.
- F33) The transition into self-sustaining business groups is critical for **SUSTAINABILITY**. The selected approach of transforming learning groups into business groups needs to be reconsidered. Whereas trainees prefer learning in a peer group, running a business relies more on smaller groups of people of mutual trust. Coaching in the start-up period of a new business is essential (see 1.6).
- F34) Community-based implementing partners are a strong way of dissemination and community mobilization. By strengthening these IPs including capacity building and resources (e.g. permanent training materials), S4L could have had strong partners remaining in place also after the phase-out of the project (→ **SUSTAINABILITY**).
- F35) Swisscontact seems to have no concept for phasing out the project. Among the staff, the expectation is to keep on working until the end of 2022 and then seek new opportunities.

### 2.2.3 Efficiency

Efficiency-related topics are the project design, the trainings itself including the quality of trainers, curricula, training facilities and training materials. But also, the coordination among other programs and to the extent possible (and relevant) the cost-effectiveness of the S4L.

- F36) Challenges for S4L was the recruitment of trainers (availability of qualified trainers). Swisscontact lacked the resources for a proper HR management. But further, the availability of qualified trainers willing and able to work and train in Kakuma were limited. Strategies to overcome this challenge were not developed.
- F37) Training materials and “Start-up Kits” were sometimes available only in limited quantities due to budget constraints and inflation. Swisscontact lacked to have coping strategies and e.g. to reduce activities but then ensure the availability of sufficient material. This was maybe also a shortcoming of the LogFrame where the number of trained PoC is a key

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<sup>9</sup> SDC, Swiss Cooperation Programme, Horn of Africa, 2022-2025, Portfolio outcome 4, outcome statement 2

indicator (and easier to monitor than sufficiency of materials for trainings and start-up, which is more of a qualitative topic).

- F38) The training curricula were developed and validated by the TVET directorate. The dissemination of the curricula including the training of the trainers would have needed more effort.
- F39) S4L had only limited linkages to other partners (besides IPs). Swisscontact nonetheless maintained a regular exchange in TWG and inter-agency meetings.
- F40) The shortcomings in the project management potentially led to underperforming staff. It was mentioned that processes were lacking or too complicated. Further HR management lacked transparency and there was a feeling of unequal treatment among the team. Also, team building, and internal exchange (horizontally and vertically) were missed as to interviewed staff. These are clear indicators, that in management and forming the team were shortcomings. This generally results in underperforming staff as soon there is little motivation “to go the extra mile”. (See also F5)

#### 2.2.4 Outcomes and results

The outcomes and results describe the achievements and factors, which were in favour or hindering the efforts to gain the expected impact. To avoid duplication, the findings in this section focus on quantitative data.

- F41) In total S4L mobilized 2'605 people to join the trainings. Out of these, 90% completed the training. The drop-out rate is at 10% for both categories – host and refugee community.
- F42) In average, 385 trainees were members of the monitored business groups, of which 57% were women.
- F43) By June 2022, 232 (44% female, 47% refugee) graduates had enrolled and supported to undertake NITA Grade 3 trade test. The results from the Jun 2022 examination are still pending. Until end of 2021, 177 trainees sought examination according to NITA Grade 3. Out of these, 171 participants passed the examination (44% female, 47% refugees).

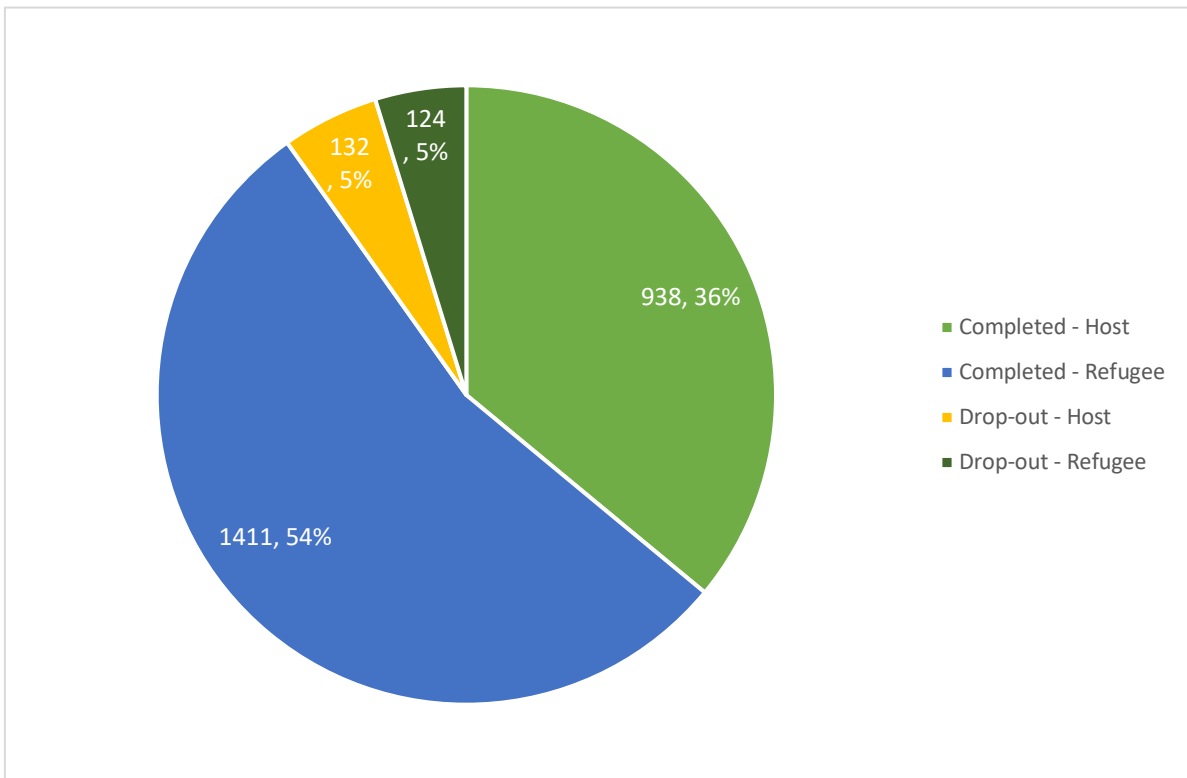


Figure 11 Trainees per community which completed the training or dropped out

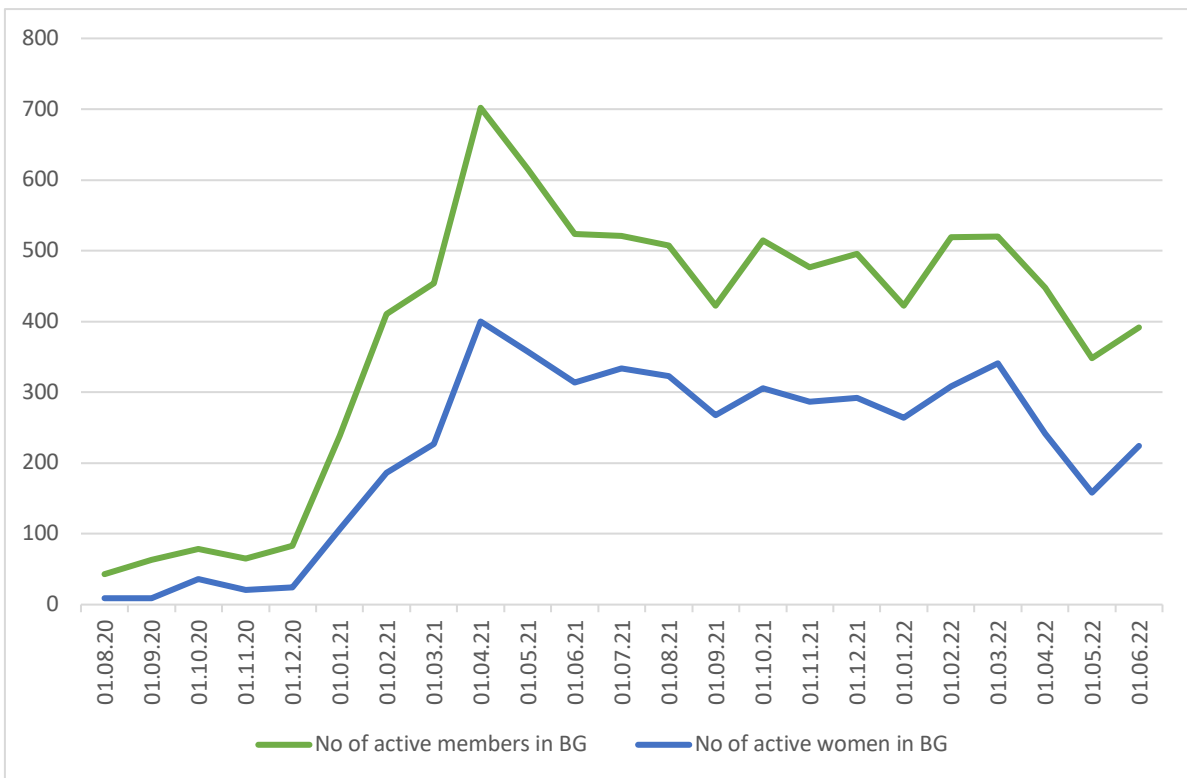


Figure 12 Members of business groups during the third phase

### 2.2.5 Sustainability and durability

Sustainability and durability focus on “what remains after the project ends”. What will remain, what can be replicated? What were promising approaches, what is the potential to upscale skills development programs?

- F44) The shift to certification and thus official recognition of the gains skills was a game changer in view of sustainability.
- F45) CBOs can play a key role for sustainability, as they remain after the project ends. But to ensure sustainability, the CBOs need to be strengthened in their capacities and related to resources.
- F46) S4L had only limited linkages to other partners and stakeholders such as the private sector, banks or microfinance institutes and other aid stakeholders. Thus, S4L could not create the required (and possible) leverage to become a “booster” for economic development.
- F47) The transition into business is the key phase for sustainability. The concept of shifting LG into BG in an integral manner needs to be reconsidered (see also F33).
- F48) If new businesses evolve out of a skills development program, they need to have access to resources (materials, infrastructure and finance). Considering e.g. prices to rent a location of up to KES 25’000, a newly found SME cannot afford such cost just from the initial turnover.
- F49) Gender / inclusion and psycho-social support should be strengthened and play a core part when enabling PoC to improve their livelihood.

## 3 Conclusions

### 3.1 Lessons learned

- LL1) SDC's skills development program in Kakuma is highly relevant. It provides a corner stone to improving the livelihood of both, the host and the refugee community. Especially the specific targeting of the host community was crucial for the outstanding reputation of the S4L program and its donor (SDC) and the implementing organization (Swisscontact).
- LL2) Future skills development programs should envisage the full career path of artisanal jobs. Thus, within the specific (regional) labour market, a skills development program should provide different entry points. Further, a skills development program needs linkages for continuous learning and enabling the PoC to gain further certifications of their skills.
- LL3) A skills development program should have a clear market-based approach, also in a humanitarian context. This requires a repetitive assessment of the required skills in the respective labour market. Further in needs linkages to provide either employment opportunities, or support for the development of small-scale businesses.
- LL4) A skills development program must foster a resilient network among the stakeholders in the sector. This includes other aid organizations, financial institutes, and the private sector. The goal should be to strengthen the economy and to develop the private sector including the labour market, to boost the demand of skilled employees.
- LL5) Literacy and numeracy are key also for artisanal skills. Thus, illiterate PoC should gain access to basic education in literacy and numeracy.
- LL6) Implementing a program to increase the self-reliance of displacement-affected communities should continuously benchmark their outcomes. Thus, the monitoring component needs to have a strong position in the project management. It is not sufficient to state at the end of the phase, that people receiving technical vocational trainings and are accompanied into the labour market or forming SMEs do not achieve comparable wages.

### 3.2 Recommendations

As it is an end-of-project evaluation and given the intention of SDC in remaining in the livelihood / skills development sector, the recommendations are formulated as cornerstones for a future program.

#### 3.2.1 Scope of a Skills development programme

The core of the result model is to strengthen the people of concern in their access to the labour market. By strengthening the access to the labour market, the programme can achieve a significant impact to improve the livelihood of the people of concern.

Improving the livelihood by enhancing the access to the labour market requires three elements:

- The core for an improved access to the labour market or certified artisanal skills of our people of concern. Therefore, this skills development is the core of a future programme. In consequence SDC needs to focus its activities and its efforts on the skills development component of next project.
- To enable the target group in enhancing their skills or gain access to certified training including certification of their skills at the end of such formal training, the programme shall ensure that the trainees have the required basic formal education and therefore the needed literacy and numeracy. Thus, a next skills development programme, should have a component focusing on basic formal education to improve literacy and numeracy. As this is a requirement, and

easily could fill another programme, SDC should envisage to find partners covering this part of the holistic approach in skills development.

- To achieve an improved livelihood and a broadened income generating basis, it is of utter importance that the trainees are accompanied on their journey into the labour market or to found and establish a new business.

Having these three pillars in mind, the design of a new skills development programme thus shall seek a holistic coverage of the ecosystem as described in 1.6). This does not mean, that SDC shall conduct activities in all the fields, but when initiating such a project, all areas shall be covered, and potential linkages must be identified.

### 3.2.2 Positioning in the strategic framework

The core strategic framework is *Switzerland's International Cooperation Strategy 2021-2024*. In this context, skills development contributes directly to the overall objective to reduce poverty and enable a sustainable development. Further it fosters the sustainable economic growth in Sub-Saharan Africa, which is one of the priority regions of FDFA's engagement in development cooperation.

For the programme design, also the *Swiss Cooperation Programme for the Horn of Africa, 2022-2025* is relevant. The cooperation programme defines as portfolio outcome 4, that "displacement-affected communities and migrants in vulnerable situations are better protected and advance on durable solutions, thus gaining self-reliance, inclusion and sustainable integration". Interventions contributing to this outcome 4 therefore shall have a strong impact on livelihood, self-reliance and social cohesion. But such activities shall not be conducted in an isolated manner, but through the involvement of the private sector and in displacement situations. As seen above, a skills development programme is aiming at these very objectives and thus will contribute to achieving the portfolio outcomes of the cooperation programme.

With the holistic approach of a skills development programme, the achieved outcomes thus will also have results related to the *Sustainable Development Goals (SDG)*, especially SDG 1 (no poverty), SDG 5 (gender equality), SDG 8 (decent work and economic growth) and SDG 10 (reduced inequalities).

### 3.2.3 Employment situation

On the example of Kakuma, more than two-third of the population has no or no legal employment status. Based on the IFC study<sup>10</sup>, more people are unemployed in the camp (27 percent) than in the town (14 percent). Despite high unemployment and legal limitations, 12 percent of refugee respondents identify as business owners or self-employed. While this figure is lower than the 39 percent of respondents in the town who own businesses, refugees face significant legal barriers that locals do not. Almost half of all respondents in the camp identified their professional status as "other," which reflects the legal grey area in which they must work. Sustainable business growth and reduction in unemployment depend to a large extent on easing the limitations for refugees to work, own, or use property legally, and move without restrictions.

Many women in the town and the camp do not have jobs. Almost half of the women surveyed (49 percent) identified themselves as homemakers, compared with 1 percent of men. In addition, 13 percent of women are unemployed but not looking for work, compared with only 8 percent of men. About 59 percent of men identify as employed or business owners/self-employed, compared with only 21 percent of women.

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<sup>10</sup> Kakuma as a Marketplace, International Finance Corporation, 2018

Based on the figures in the above-mentioned study (see graphs below), it is also justified to continue putting a focus on unskilled, illiterate people of concern. As obviously the degree of literacy corresponds to the employment status, a holistic skills development approach thus requires strong partners in the basic education sector.

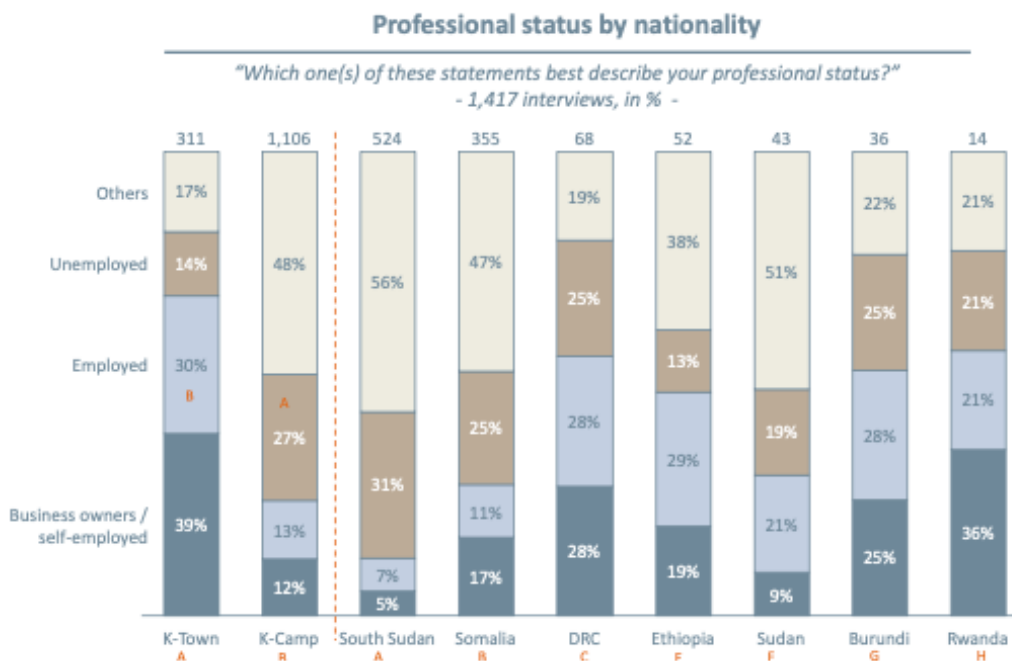


Figure 13 Professional status by nationality and location

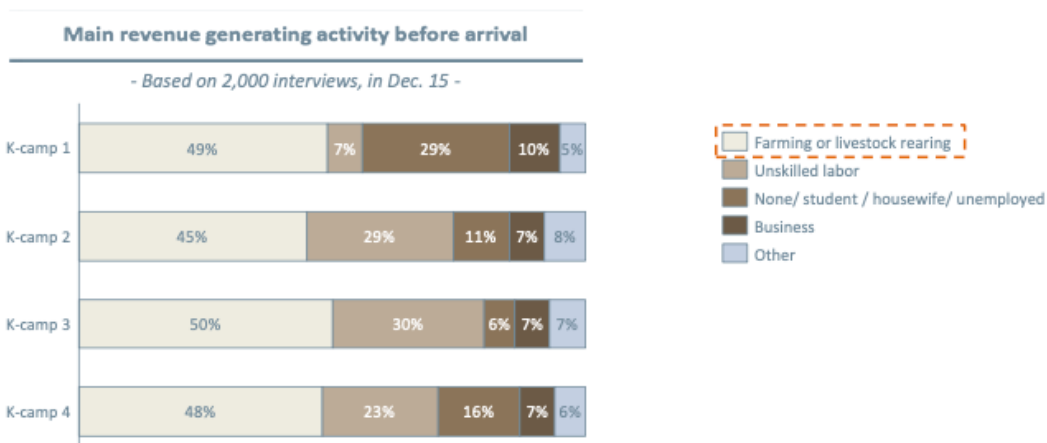
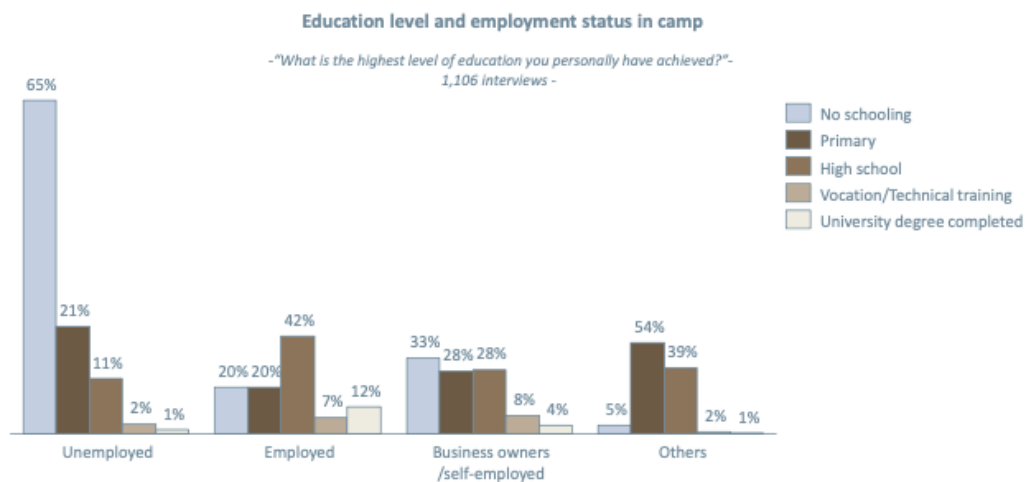


Figure 14 Main source of revenues before arrival



**Figure 15 Education level and employment status**

### 3.2.4 Results model / theory of change

A future programme could have a theory of change as outlined. Already S4L had a strong ToC, but the focus could have been set differently.

**Strategic vision:** The program contributes to enhancing the resilience, self-reliance and social cohesion of displacement-affected communities (hosts and refugees).

**Impact:** The target communities (hosts and refugees) have improved their livelihood through a broadened income-generating basis by actively participating in the regional economic system.

**Indicators:**

- 1) Number of PoC earning more than 1.25 USD/day (SDG 1.1) compared to the baseline, or Number of PoC earning more than 5’600 KES/month<sup>11</sup> compared to baseline
- 2) Decrease of unemployed PoC (in % of target group) compared to the baseline

The indicators shall be segregated by gender and community (host / refugee). For each specific target group an adequate balance should be achieved.

**Outcome 1** puts a focus on newly found businesses and start-ups. These SMEs are the core of the economic growth in the target location. Thus, the programme must ensure the availability of support structures, that new SME have access to a framework enabling to grow sustainably. Such a framework requires access to know-how and coaching, but also conditions, in which the investment and initiative of starting a business has a chance to succeed. Thus, access to financing (microfinance, non-dilutive funds, venture capital etc.) is crucial to cover the initial expenses for rent, materials or machinery.

**Outcome 2** has a clear focus on the labour market. The target group shall have the possibility to continuously strengthen their income-basis through enhanced skills including its certification. The justification is defined in the Swiss Cooperation Programme for the Horn of Africa (enhanced self-reliance). And it must be based on the demand from the labour market. Thus, the beneficiaries must be fit for the respective labour market. The current development of the policies and legal framework from the Kenyan Government are in favour of such approaches.

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<sup>11</sup> Average income of refugees in Kakuma, 2018 see Figure 9 and respective source (IFC)

On the output level, the outputs foster the individual skills of the beneficiaries and to improve the conditions for the business development.

**Output 1** specifically targets the access to finance (as seen in Outcome 1). This issue was also raised during the evaluation of S4L. If beneficiaries are trained not only in artisanal skills, but also in business development, then the conditions to start an SME should be in favour of the development of the private sector.

The Outputs 2 – 4 have a strong focus on the skills development. **Output 2** aims at providing access for the beneficiaries to accredited technical vocational education including the option to get certified at the end of the training. This provides the PoC to be recognized on the labour market as skilled labour and thus increases their chance to become employed. When starting their own business. Being a certified skilled artisan increases the credibility when seeking access to finance. **Output 3** fosters the life skills of the beneficiaries, and this has an impact on the social cohesion and inclusion. In a setting like a designated area for displaced people, it is crucial to strengthen life skills in combination with psycho-social support. In view of many displaced people being traumatized, the mental health and psycho-social support can play a vital role in strengthening the cohesion and enhancing the inclusion. **Output 4** finally targets to improving the literacy and numeracy. As seen above, literacy is a key to overcome unemployment. Further in the Kenyan system of certified artisanal trades according to NITA, a certain literacy is required to achieve a NITA grade 2 or 1 certification.

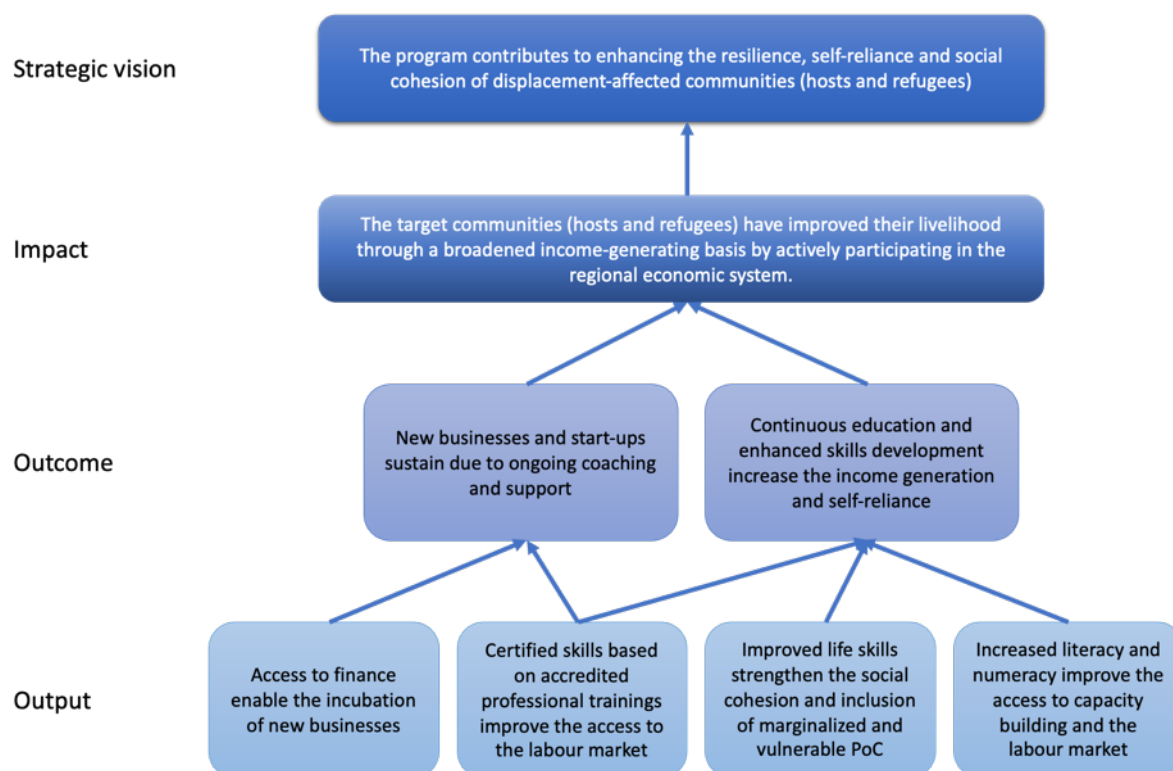
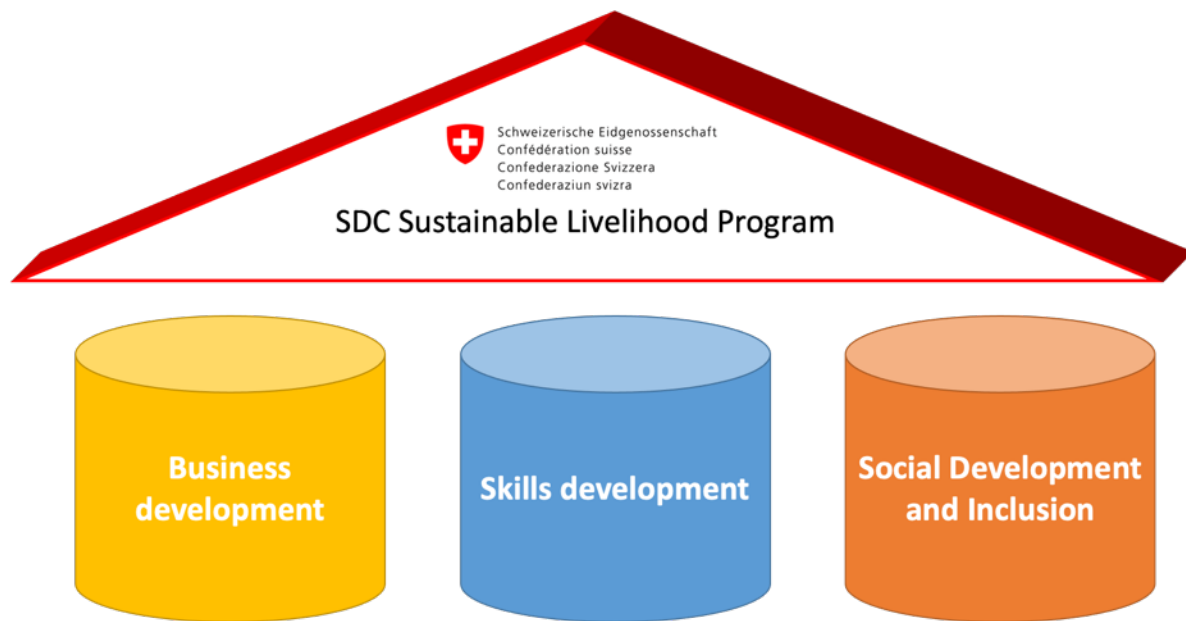


Figure 16 Theory of Change

### 3.2.5 Holistic approach for SDC

Achieving the vision and impact of the above-shown ToC requires a holistic approach. To make an optimal use of resources and know-how, SDC is advised to focus on the core of such a program and to seek partners to enable linkages. Incorporating the learnings from S4L (see F6), F8), F9) and F10)), SDC should have an oversight management function. This includes the strategic and operational guidance of the programme, the coordination with stakeholders and the quality control including M&E.



**Figure 17 Holistic approach with partners and focus on skills development**

The structure of such a programme requires SDC and a strong implementing partner to ensure a thorough project management. But the involvement of local partners including building up their capacities may become crucial for the sustainability of such a programme. At the end the local partners remain in place and should be capable of continuing the support to the beneficiaries, be it with technical knowledge, supporting with the business development or related to soft factors.

### 3.2.6 Stakeholder mapping (generic)

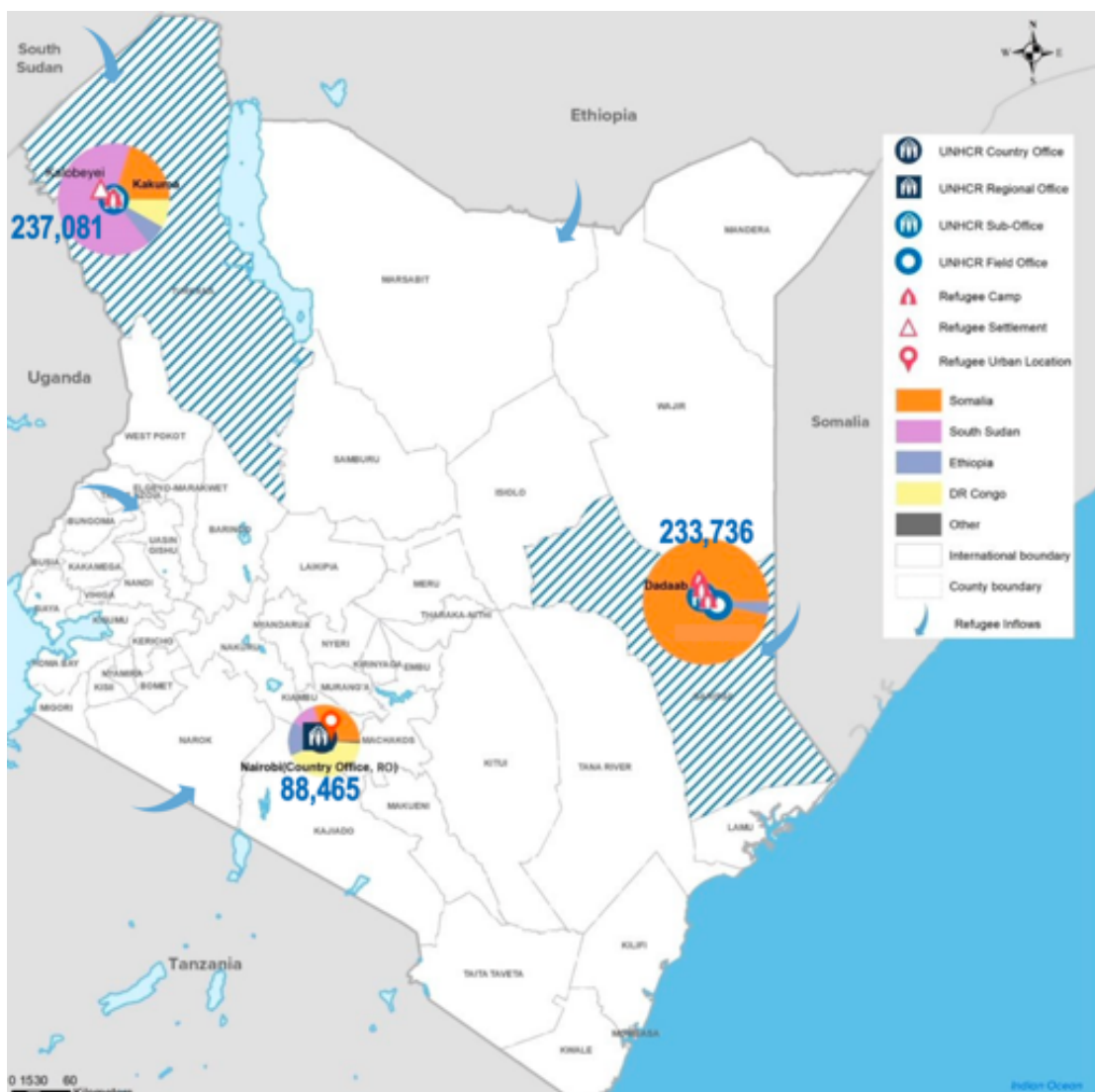


**Figure 18 Generic stakeholder mapping**

There are many stakeholders to consider in such a programme. Thus, when initiating, it is mandatory to analyse the stakeholders in detail and verify their presence and relevance in the field. In the graph below, some stakeholders are listed related to the components. Whereas large and global actors such as UN agencies or ICRC are evident, smaller organizations like NGOs or community-based organisations need to be identified in a next step. National stakeholders which can contribute are the TVET directorate, but also financing institutes or organizations like the Kenya National Chamber of Commerce and Industry. In the context of Kenya, the challenge is not the absence of key stakeholders, but to identify the relevant ones and those who can and are willing to contribute.

### 3.3 Outlook – options for SDC

Skills development remains highly relevant in the context of Kenya. Further, initiatives aiming to strengthen the livelihood of host and refugee communities are in line with FDFA’s and SDC’s strategy. Therefore, it is justified to consider a new intervention with a focus on TVET in the areas with high numbers of communities being affected from displacement (hosts and refugees). Compared to the now ending S4L, a new programme should seek more linkages to partners and try to enable a more holistic approach. The outline of such a programme is described above. As next steps – if considered by the regional management of SDC – it would require to further develop the concept of such a project and to validate it. During the validation process, it is advised to envisage further fact finding also in the respective locations (Turkana and Garissa County), where most of the displaced population lives in Kenya. But also, the implementation of the new refugee act, and its implication related to participation on economic activities, or the freedom of movement need to be considered related to its impact on a skills development programme.



**Figure 19 Distribution of refugees (UNHCR, July 2022)**

For future interventions, the concept not only needs to emphasize the context, but also the feasibility. Thus, the available (expected) budget for such intervention within the Swiss Engagement in the Horn of Africa may be in favour or limiting a future project.

### 3.3.1 Option “Cluster”

The idea behind the cluster is to join and coordinate forces. It assumes, that the number of projects and stakeholders are in general sufficient for a sustainable development of the livelihood situation in the displacement-affected communities (hosts and refugees). Further the assumption is, that these activities, projects and stakeholder are insufficient coordinated. In Kakuma, the UNHCR livelihood team runs a TWG. But livelihood is not a core activity of UNHCR as its main mandate is protection.

SDC could in this scenario step in and transfer the VSD actors from the livelihood TWG into a VSD cluster.

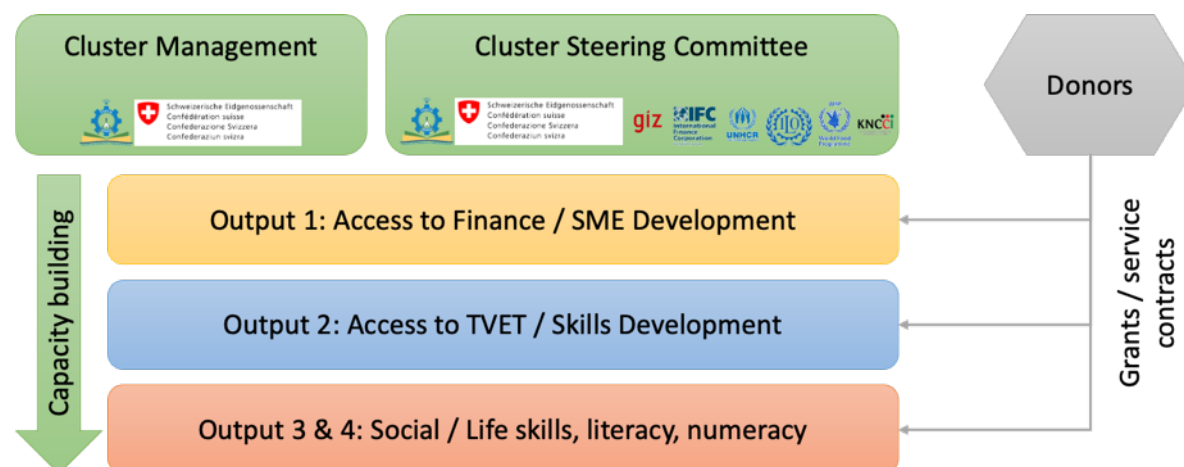


Figure 20 Organigram for a VSD cluster

In such a model, the main role of SDC is the management and coordination of the VSD cluster. With such an approach, it is key to include the TVET directorate in the co-lead. This increases the credibility, strengthens the accountability of the governmental partner and will be a success factor for sustainability.

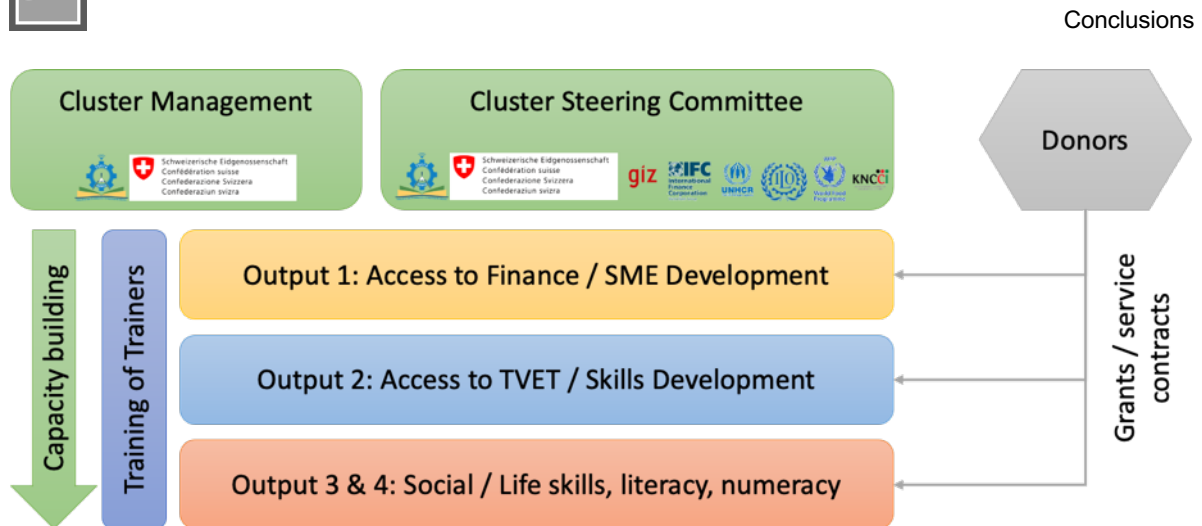
Beside running the VSD cluster, the Cluster Management Unit should facility trainings to the members of the cluster to further improve the quality, effectiveness, and sustainability of VSD interventions. Further, if feasible, SDC can provide grants or contract 3<sup>rd</sup> parties for specific activities. A key challenge with such an approach is the impact monitoring. As the partners are not directly mandated, data exchange and standardized impact monitoring requires an intrinsic motivation from the partners. Thus, for SDC, the efforts for monitoring will be higher.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Low-cost approach</li> <li>• Replicable</li> <li>• Visibility</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult impact monitoring</li> <li>• Little direct influence on outcome</li> <li>• High dependency on 3<sup>rd</sup> parties' willingness / ability to collaborate</li> </ul>

### 3.3.2 Option “ToT”

A second option is to focus on potential multipliers in the VSD sector. Thus, the ones providing vocational trainings, business coaches and life skills trainers. It still would require a functioning cluster, as this would be the format to define needs and to jointly evaluate the results and facilitate a learning environment in the TVET sector. The underlying idea is, that the above-mentioned outcomes can be achieved in a more sustainable way, when skilled and motivated trainers and coaches accompany the beneficiaries on their journey to enter the labour market.

With a focus on improving the capacities of TVET trainers and methodology of TVET, comparable programs could be e.g. the SECO-financed Renewable Energy Skills Development program in Indonesia with a focus on higher TVET degrees in renewable energy at polytechnics.



**Figure 21 Structure of a VSD program under the option "ToT"**

In such an approach, as in the first option seen, the VSD sector in general would be strengthened. Further, by focusing on the ones providing trainings, an impact on the quality of the training including its standardization can be achieved. This requires, that on within the sector the TVET curricula (or selected ones) are harmonized among the stakeholders in view of the requirements for accreditation of the training and certification of the trainees by NITA. Based on such standardized curricula, SDC would focus on training the trainers providing trainings related to the four outputs.

The main challenge is the variety of skills and domains to be trained. Thus, SDC could – for their provision of ToT focus on specific outputs and sectors. In view of SDC’s Cooperation Programme for the Horn of Africa, the focus on agriculture (portfolio outcome 2 and 4) would be logic. Thus, trades selected for trainings and skills development would be related to smart-farming (climate-smart, water-efficient farming), food processing, veterinary, renewable energy, and WASH. Further business development / business skills play a key role; therefore, the training of business coaches should be of priority.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Replicable</li> <li>• Visibility</li> <li>• Direct impact through skilled trainers</li> <li>• Outcome-related</li> </ul>	<ul style="list-style-type: none"> <li>• High dependency on 3<sup>rd</sup> parties’ willingness / ability to collaborate</li> <li>• No holistic approach / focus on selected trades / businesses</li> <li>• Reduced flexibility for specific actions through grants and small contracts (budget limits)</li> </ul>

SECO is also partner in a TVET / VSD programme in Southern Africa – the CPD4E. The GIZ, on behalf of the BMZ, and in cooperation with the SECO, launched the Career Path Development for Employment (CPD4E) project, together with the Department of Higher Education and Training (DHET) and the National Business Initiative (NBI) in South Africa. It would be to validate, what the role of SECO is and to which extent this programme can be replicated in Kenya.

### 3.3.3 Option “Skills Programme”

The third option would be the closest to what S4L was. Distinctive to the S4L would be the fact, that SDC is not solely providing trainings through an implementing partner. But the focus would be on the basic skills development, meaning that SDC would directly interact with the beneficiaries (whereas in the option “ToT” the trainers were the direct beneficiaries). In such a setup, SDC would try to establish a cluster, again with partners. For the outputs 1, 3, 4, SDC would seek donors and potentially implementing partners (or at least coordinate and harmonize activities within the cluster).

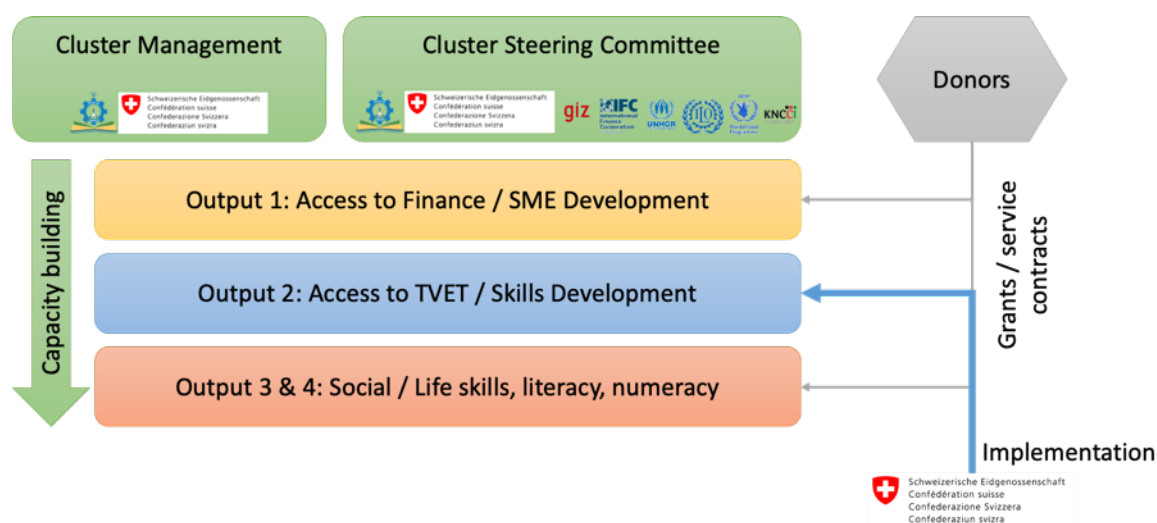


Figure 22 Option "Skills Development"

Such an approach would be based on the strength of Switzerland – the vocational training but would be again a cost-intensive approach. Risks for its sustainability, which is mainly in the access to financing and business development cannot be mitigated significantly more, than in the other options.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Replicable</li> <li>• High Visibility</li> <li>• Direct impact through skills development</li> <li>• Outcome-related</li> </ul>	<ul style="list-style-type: none"> <li>• High dependency on 3<sup>rd</sup> parties' willingness / ability to collaborate</li> <li>• Lack of flexibility</li> <li>• High-cost approach</li> </ul>

### 3.4 Conclusions

The Swiss Cooperation can and shall play a role in the future, when it comes to interventions making displacement-affected communities more resilient through improved income-generating activities. In this evaluation report, some options are outlined, albeit in a rather woodcut-style. It would require some more research especially on stakeholders, their ability and willingness to join forces but also to identify the opportunities and needs in a more precise manner. However, this is difficult to do with the existing data and within the mandate. It is therefore recommended to collect further information based on the available data and to seek dialogue with potential partners. However, it can be stated with certainty that Swiss development cooperation has created real added value in Kakuma and thus also enjoys a high reputation. With the lessons learned from this evaluation, a new project can certainly have a valuable impact in vocational training and further strengthen Switzerland's role in the Horn of Africa.

## 4 Annexes

### 4.1 Activities and research participants

During the evaluation, the following activities were conducted including the research participants as below:

Date	Activity	Location	Conducted by	Male	Female	Hosts	Refugees
23.08.22	Introduction to project team	Project Office	Lillian				
23.08.22	Courtesy call DRS	DRS Office	Susan / Thomas	1			
23.08.22	KII with Accountant and Admin Officer	Project Office	Susan / Thomas	1	1		
23.08.22	FGD with trainers	Project Office	Thomas	2	4		
23.08.22	FGD with beneficiaries	Project Office	Susan	4	2	6	
23.08.22	FGD with beneficiaries	Kakuma 2	Susan	3	3		6
24.08.22	FGD with beneficiaries	Project Office	Susan	3	3	3	3
24.08.22	KII with Livelihood officer UNHCR	UNHCR Office	Thomas		1		
24.08.22	FGD with project coordinators	Project Office	Thomas	3			
24.08.22	FGD with beneficiaries	Kalobyei	Susan	2	5		7
24.08.22	FGD with trainers	Project Office	Thomas	4	2		
25.08.22	KII with M&E Officer	Project Office	Thomas		1		
25.08.22	FGD with beneficiaries	Kakuma Town	Susan	3	3	4	2
25.08.22	KII with Revenue Officer	Ward Admin Office	Susan / Thomas	1			
25.08.22	KII with TVET Director	Stevelyne Hotel	Susan / Thomas	1			
25.08.22	KII with Director of Faulu Productions (IP / CBO)	Kakuma 1	Thomas	1			
26.08.22	KII with Project Manager Swisscontact	UNHCR Office	Susan / Thomas	1			
26.08.22	KII with Director of TCDM (IP / CBO)	UNHCR Office	Susan / Thomas	1			



Evaluation report

<b>Date</b>	<b>Activity</b>	<b>Location</b>	<b>Conducted by</b>	<b>Male</b>	<b>Female</b>	<b>Hosts</b>	<b>Refugees</b>
<b>26.08.22</b>	FGD with beneficiaries "drop-outs"	Project Office	Susan	4	2	3	3
<b>26.08.22</b>	Debriefing with project staff	Project Office	Lillian				
<b>01.09.22</b>	Interview with WFP EMPACT Kibera	online	Thomas		2		
<b>06.09.22</b>	Interview with DRC	online	Thomas	2	2		
<b>06.09.22</b>	Interview with IFC Kakuma / Kalobeyei Challenge Fund	online	Thomas		1		
<b>06.09.22</b>	Interview with Swisscontact Country Office	Online	Thomas	1	1		
			<b>Total</b>	<b>38</b>	<b>33</b>	<b>16</b>	<b>21</b>



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### 4.3 Abbreviations

CBO	Community-Based Organization
FDFA	Federal Department of Foreign Affairs
FGD	Focus Group Discussion
GDP	Gross Domestic Product
HR	Human Resources
ICRC	International Committee of the Red Cross and Red Crescent
ICT	Information and Communication Technology
IFC	International Finance Corporation (World Bank)
IP	Implementing Partner
KES	Kenyan Shilling
KII	Key Informant Interview
M&E	Monitoring & Evaluation
NGO	Non-governmental organization
NITA	National Industrial Training Authority
PoC	People of Concern
ProDoc	Project Document
S4L	Skills for Life
SCO	Swiss Cooperation Office
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goals
SME	Small and Medium Enterprises
ToC	Theory of Change
TOR	Terms of Reference
TVET	Technical Vocational Education and Training
TWG	Technical Working Group
UN	United Nations
USD	US Dollar
VSD	Vocational Skills Development
WFP	World Food Programme
BMZ	German Federal Ministry of Economic Cooperation and Development
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
SECO	Swiss State Secretariat for Economic Affairs