



FOLLOW-UP STUDY

EVALUATION OF DANISH ASSISTANCE TO VOCATIONAL EDUCATION AND TRAINING



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Follow-Up Study

Evaluation of Danish Assistance to Vocational Education and Training (2002/5)

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List of Abbreviations

ABD	Agro-Business Development
AMG	Aid Management Guidelines
ASPS	Agricultural Sector Programme Support
BSMDP	Business Services Market Development Project
BSPS	Business Sector Programme Support
DFID	UK Department for International Development
EdSPS	Educational Sector Programme Support
GTZ	German Technical Cooperation
ICT	Information and Communication Technology
MEDP	Micro-Enterprise Development Project
MSE	Micro- and Small-scale Enterprises
MSME	Micro, small and medium enterprises
NGO	Non-Governmental Organisation
PSCP	Private Sector Competitiveness Project
SPS	Sector Programme Support
TA	Technical Assistance
TAS	Technical Advisory Services
TEVET	Technical Education, Vocational and Entrepreneurship Training
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
VET	Vocational Education and Training
VETA	Vocational Education and Training Authority
WSSSPS	Water Supply and Sanitation Sector Programme Support
YP	Youth Polytechnics

Executive Summary

Introduction

Purpose and scope of study

The purpose of the present study is to follow up on the recommendations of the evaluation of Danish Assistance to Vocational Education and Training carried out in 2001 (VET-Evaluation). The study assesses the actions taken on the recommendations, the effects on projects, programs and policies and identifies possible preventing factors. An assessment of the necessity or possibility of further actions and of the VET-Evaluation as a learning instrument is also included in the Terms of Reference for the study.

Background for this Follow-Up Study is the independent evaluation review (Review of Evaluation in Danida, January 2003), which suggested that Danida should undertake follow up activities to see whether the recommendations in practice have had the intended effects on projects, programs and policies and which specifically recommended that evaluations of the implementation of the recommendations in the evaluation reports were undertaken.

Approach and methodology

The Follow-Up Study is undertaken in three steps: (1) an analysis of new or revised policy and program documents during the post-evaluation period (2002-2006), (2) an analysis of the post-evaluation implementation experience with ongoing VET interventions in two selected country cases, i.e. Zambia and Kenya and (3) an analysis of the ongoing and new VET interventions designed in the Sector Programme Support (SPS) modality.

In relation to (1) above, [Chapter 2](#) reviews Danidas response to the recommendations as well as guideline and policy documents, country strategy documents and SPS documents for new VET interventions designed in the post-evaluation period. With respect to (2) [Chapter 3](#) interprets the recommendations in the VET-Evaluation to imply five major “best practices” principles and examines whether these principles are applied in the ongoing VET interventions in the two case countries, whether they are relevant in the contexts of today and whether they face problems in actual implementation. As for (3) [Chapter 4](#) examines the design of the ongoing, the very recently started as well as the newly designed VET interventions. The focus is on whether the problems, which the ongoing VET interventions in Zambia and Kenya indicate are sufficiently mitigated in these interventions, designed in the SPS modality. It is thus analysed whether there are issues, which should be considered for future design and implementation of VET interventions in order to secure better results in terms of poverty reduction and gender equality.

Findings

Danida response and post-evaluation developments

A review of the specific recommendations and of the Danida follow-up comments shows that Danida basically has accepted all (but one, see below) of the recommendations. The review of guideline and policy documents, of country strategies and of new SPS program designs further reveals that quite a number of activities have taken place to revise approaches to VET interventions at the policy and program design levels. Some of these activities can be identified as caused by the VET-Evaluation, while others are part of the normal, constantly ongoing organisational learning

process. Generally, the changes implemented at the design and policy levels are in accordance with the recommendations and these have thus in this sense been implemented.

The ten recommendations include some which are general and some, which are specific for the VET intervention subject area. The general recommendations have to a large degree been included in the Aid Management Guidelines, which were developed during the post-evaluation period. The specific VET intervention recommendations have similarly been reflected in policy as well as in program design documents to a large extent. A Skills Development Paper, published in 2004, also contains the major shift in approach, which the recommendations imply and which hence also implements the recommendations at the policy level. However, the paper is focused on a separate SPS for VET as a “sector” in the SPS approach, whereas the recommendation in this connection was to include VET interventions in all SPSs as part of the SPS “capacity building effort”. This is the exception to the general acceptance by Danida of all the recommendations.

The post-evaluation experience in Zambia and Kenya

Though the recommendations have generally been reflected at the policy and program design level and in this sense been “implemented”, they have not necessarily had the intended effects in practice, i.e. through actual implementation of the VET interventions.

Fieldwork was therefore undertaken in Zambia and Kenya to assess the extent to which the recommendations have been implemented and have had effects in practice. For this purpose the ten recommendations were, as mentioned above, interpreted by the Follow-Up Team to imply five main principles:

Firstly, a main principle is that VET interventions should support “*systems reforms and institutional development*”. This implies a shift from the past approach of supporting individual training institutions towards supporting the establishment of national systems. The support shall include assistance to formulation of policies and to institutional development covering all VET in one comprehensive national system coordinated with the general national educational system. This principle is implemented in Zambia, initiated by a Danish VET SPS. The fieldwork in Zambia and Kenya indicates that it takes “a major intervention” in terms of size, long term commitment and heavy international personnel assistance to realize this vision. This could be a major reason why Danida phased-out its VET SPS support in Zambia and it could similarly be a preventing factor keeping Danida from engaging in a similar type of support in Kenya. Lack of political commitments and a clear policy framework for such support are also major preventing factors for this principle to be applied.

The second main principle of “*stronger informal sector orientation*” implies a change from the predominant focus on pre-employment training for employment in the formal sectors of the economy. In the past there was little in-service training, few shorter courses and limited training for informal sector entrepreneurs and workers, constituting a large part of the poorer sections of the population. This could be a major reason why the VET-Evaluation found too limited results in terms of poverty reduction. Experience over the post-evaluation period in both Zambia and Kenya suggests that development of the informal sector is difficult and requires a broader support than VET alone. Support in other areas such as marketing and credit are needed in combination with VET support, but it might prove difficult to design a comprehensive and coherent support with so different elements in the same SPS.

A major reason for the third main principle of “*supporting demand-driven VET systems*” is that the former supply-driven approach did not sufficiently tailor courses and curricula to the demand for skilled labour on the labour markets. Also, this approach typically discriminated against female trades and provided insufficient facilities for female students leading to the VET-Evaluation observation of gender biases. The principle is applied by involving “industry” in decisions on types of courses, curricula and other aspects of the training. The problem is that it is easier to adapt the VET system to those parts of the “industry”, which are well organised to express their needs and/or have the means to turn needs into actual demand. This may reduce the benefit of the system for the less well off and hence reduce the effects on poverty reduction. To reach the poorer groups, substantial public or alternative private funding is required, which points towards financial sustainability as a main problem area.

Related to the above demand responsiveness principle is the fourth principle of “*involving private training providers*”. Past VET interventions were found to be concentrating on support to public training institutions. Bureaucratic and inefficient management, insufficient understanding of the importance of VET for economic growth and under-funding of these institutions were assessed in the VET-Evaluation as being responsible for the lack of demand responsiveness of the individual public institutions. This principle further increases the problems around financing of the VET system. If the private providers have to sustain their activities by charging the full costs to the trainees, the poorer sections are again left out unless sufficient public financing is available to secure access also for the less well off. An alternative is the imposition of a levy on the “industry”, which will only help out on this problem, if the “industry” is willing to accept “cross-subsidisation” in the system and in this way contribute to lessen the dilemma of efficiency versus equity.

Lastly, the fifth principle of designing “*VET activities as part of broader capacity development efforts*” must be understood as a principle of mainstreaming VET activities, cf. the following evaluation report formulation: “... seeing VET as a capacity development issue ... within all sector programs ...”. In a VET SPS approach the content of the fifth principle is more or less identical to the first principle above. However, the recommendation leading to this fifth principle is possibly to be interpreted to mean that VET should be supported by including VET activities in the different SPSs. The fieldwork shows that important VET support can be provided under the different SPS programs being implemented in Zambia and Kenya. It also shows, however, that this implies a VET support, which is isolated from the national VET system, is very fragmented and which does not assist in strengthening skills development in a national perspective in any coherent and comprehensive way. Such a “mainstreaming” approach to VET support does thus appear inconsistent with the first principle of “systems reforms and institutional development” of the national VET system.

Issues in future Danida VET portfolio

The five principles are applied in the system presently implemented in Zambia, initiated with support under a Danish VET SPS. This design was considered the “state of the art” by the VET-Evaluation at the time and is hence characterised by the five principles. The problems indicated above are thus problems that need to be taken into account when designing future VET interventions. The analysis above points towards four “issues”, which need to be considered by Danida in future design and implementation of VET interventions, i.e. how to secure: (1) coherence and comprehensiveness in the support, (2) informal sector orientation, if found relevant (3) financial sustainability and (4) efficiency as well as equity in the national system.

The separate VET SPS does not, however, appear a likely modality to be used by Danida for future VET interventions for the reasons mentioned above. As an alternative to the separate VET SPS,

the Business SPS (BSPS) could be a framework for a major VET support. BSPSs are presently ongoing or under preparation in five countries, but only in three of these are VET activities included, i.e. Kenya, Tanzania and Mali. The fieldwork in Kenya suggests that the issues are relevant also for VET support formulated in a BSPS modality. Past experience of the BSPS in Tanzania seem to support this analysis as well and it remains to be seen whether the problems are mitigated in the third phase of the BSPS. The planned BSPS for Mali shows intentions of comprehensiveness and coherence and consideration of the other “issues” as well, but the extent to which this program will succeed, when actually implemented cannot be judged at the present time.

Also the Educational SPS (EdSPS) could be thought of as a framework for including support to VET. Actually, all the EdSPSs, which have been designed in the post-evaluation period, do contain VET support. This is the case for the cooperation with Benin, Burkina Faso, Bhutan and Bolivia. The latter two provide the Danish support in the form of sector budget support and it is not presently possible to judge the extent to which the “issues” will be taken into consideration. This is similarly the case for the support to Burkina Faso, which contains a small contribution to assist the Government with developing a VET policy over the period 2005-2010. The EdSPS in Benin, which started in 2005 does seem to have taken most of the “issues” into consideration in a design intending to be comprehensive and coherent, be oriented towards inclusion of the informal sector, of demand responsiveness (through the “tripartite” labour market system) and of involvement of private training providers. It is still a new program and experience from actual implementation is still too limited to judge the outcome.

A third option for providing VET support is to include VET in a comprehensive and coherent way in a number of SPS programs. Thus, one might e.g. imagine support under an Agricultural SPS (ASPS), which would (together with other donors and government) provide comprehensive and coherent support for the agricultural production and processing of the national system, a Health SPS supporting training of nurses and other health personnel, etc. An overall support to the coordinated national system would most likely also be required. Constant participation in the ongoing dialogues on development of the national system would also be a condition for being able to design and implement such a system. It seems a question whether such an approach would be more efficient and less of a “major intervention” than a separate VET SPS?

Conclusions

Overall conclusion

The overall conclusion of the Follow-Up Study is that the VET-Evaluation provided an important contribution to the organisational learning process in Danida. It identified a number of problem areas, which in the judgment of the VET-Evaluation resulted in too little impact in terms of Danish development objectives from the intervention portfolio analysed. The recommendations intended to change this and hence to achieve higher impact from future VET interventions.

During the post-evaluation period contexts have changed and new experience has been gained. The Follow-Up Study analyses the problem areas identified in the VET-Evaluation in the two case countries, Zambia and Kenya, today. The study assesses the extent to which these problem areas in the contexts of today imply issues, which Danida needs to take into consideration for future interventions in the VET subject area.

Further action

There is no need for further actions towards implementation of the recommendations as formulated in the VET-Evaluation. There is, however, a need to consider whether the issues, pointed out above – related to the “best practices” principles embedded in the recommendations of the VET evaluation –, are carefully considered in design and implementation of presently ongoing and future VET interventions using the SPS modality.

1. Introduction

1.1 Purpose and scope of study

The present Follow-Up Study is a follow-up on the recommendations of the evaluation of Danish Assistance to Vocational Education and Training (VET) (2002/5). The Evaluation will in the following be addressed as the VET-Evaluation.

• **Terms of Reference**

In accordance with the Terms of Reference (ToR) (see Annex I) the objective of the Follow-Up Study is to "... perform a systematic assessment of the effects of the recommendations of the evaluation ...".

More specifically the ToR specifies the scope of work as follows:

- An assessment of the action taken on each of the accepted recommendations in the evaluation report indicating which steps have been taken
- An assessment of the effects of each of the accepted recommendations on projects, programmes and policy
- A brief description of the main factors preventing accepted recommendations from being followed
- An assessment of the necessity/possibility of further action on each of the accepted recommendations
- An assessment of the utility of the evaluation as a learning instrument

Background for this study is the evaluation review in 2003, cf. "Review of Evaluation in Danida", in which an independent review team recommended Danida to follow up on whether the recommendations in practice have had the intended effects on projects, programmes or policies. Therefore an evaluation of the implementation of the recommendations of the reports was recommended.

• **Danida follow-up procedures**

Normally, a follow-up on the recommendations is undertaken around two years after the completion of the original evaluation. The respective departments and representations are asked to report on actions in relation to the recommendations in the subject area of the evaluation. In the present case a Follow-up Note was thus prepared by Technical Advisory Services (TAS) in March 2004.

As a result of the abovementioned evaluation review, Danidas Evaluation Department in 2003 decided to supplement this procedure with a number of more in-depth follow-up studies. The present study is the third study undertaken as an experiment, the former two being on a road sub-sector evaluation in Ghana (Ghana, Follow-up Study of the Joint Evaluation of the Road Sub-Sector Programme 1996-2000, January 2006) and a country programme evaluation in Bangladesh (Follow-up Study of the Evaluation of Danish development assistance to Bangladesh, February 2006).

1.2 Changes in VET interventions and contexts

The VET-Evaluation carried out in 2001 covered Danish bilateral assistance to VET during the period 1990-2000. A total of 53 VET interventions were supported in 23 countries during this period. Country case studies were undertaken in South Africa, India, Bangladesh, Tanzania and Zambia.

• Support to VET in the post-evaluation period

Since the VET-Evaluation took place, Danish support to VET has decreased significantly. By March 2004, when TAS prepared the Follow-up Note, there were VET activities in only five countries. In two, Tanzania and Eritrea, the activities were being phased out and in Zambia and South Africa the ongoing programmes were designed before the VET-Evaluation. Hence, only one programme, a new sub-component under an Educational Sector Programme Support (EdSPS) in Mozambique, could according to the Follow-up Note have taken the recommendations of the VET-Evaluation into consideration.

Further phasing out of the previous VET support took place during the following period. At the time of the start of this Follow-Up Study in January 2007 previous VET activities were only continued in South Africa and Bangladesh as the support to Zambia and Mozambique has also been phased out.

Within the last two or three years, however, a number of new VET-activities have been identified and designed. In Burkina Faso, Benin and Bhutan VET-components have been included in the design of the new EdSPS and in Mali, Kenya and Tanzania VET-components have been prepared as part of the Business Sector Programme Support (BSPS). An overview of the support to VET during the period 2002-2007 is outlined in Annex II.

• Changes in Danish aid policies and strategies

The new VET interventions have been prepared in a context, which differs considerably from the contexts in which the former projects and programmes, on which the VET-Evaluation was based, were identified and designed. First of all the change from project to sector programme support was a major change. It was underway already during the evaluation period, but has become more firmly established and elaborated with the new Aid Management Guidelines (AMG). The efforts towards concentration of Danish (and international) aid and the corresponding reduction in the number of sectors of each donor in each partner country also has had implications for including VET support in the Danish country programmes.

It has also become increasingly accepted that economic growth is a necessary but *not* a sufficient condition for poverty reduction. Thus, interventions towards increasing economic growth, including VET interventions, have been increasingly in focus from the early 1990s and throughout the post-evaluation period. This goes hand in hand with increased attention to supporting development of the private sector in partner countries.

Most of the interventions comprising the VET-Evaluation portfolio (see Annex III in the VET-Evaluation Report) were designed and implemented using the project modality and the recommendations of the VET-Evaluation are not formulated in relation to the modalities used today. This means that the recommendations cannot be directly implemented as formulated.

- **Changes in partner country contexts**

Similarly, the developmental as well as the policy contexts in the partner countries have changed since the late 1980s and the early 1990s, when the interventions analysed in the VET-Evaluation were designed.

The VET systems in the partner countries seem to have gained overall prominence in partner country policies. One reason for this may be the increasing weight given to policies in the partner countries aimed at increasing economic growth. Economic growth requires skilled labour to increase efficiency and hence the international competitiveness in an increasingly “globalized” world. In this connection more political attention is also given to development of the private sector than was the case in the 1980s.

Also, the large proportion of young people in most partner countries is of political concern today. Free education for all and better primary education systems mean increasing numbers of school leavers, creating a large “youth unemployment” problem unless they are provided with skills, which can secure them jobs and income.

There is little doubt that these changes in contexts are important for the future needs and scope for VET support in most of the Danish partner countries. The question is whether these changes invalidate the recommendations and hence change what must be considered “best practices” today?

1.3 Approach and methodology

- **The organisational learning process**

Evaluations as well as follow-up activities are important activities in the organisational learning process, but they are not the only activities of importance in this process. All the experience, which is gained from other parts of the “administrative processes” i.e. from preparatory work, such as identification and formulation work, from feasibility analyses and studies undertaken as part of the implementation and from review and monitoring activities are part of the learning process. Experience is accumulated through all of these activities, which in this way support the learning process. This becomes “embedded” in persons, but also in the documentation of the organisation through which it is institutionalised. In this way the learning is available as “best practices” for being currently applied in the ongoing design and implementation of new interventions in the respective subject areas.

In principle, major evaluations like the VET-Evaluation concerned here assess the whole learning process at the time of the evaluation. The evaluation work provides an opportunity for “taking stock” of the learning process and the recommendations can be interpreted to express what the Evaluation Team considers “best practices” of the time of the VET-Evaluation concerning design and implementation of aid interventions in the subject area.

This Follow-Up Study undertaken five years after the VET-Evaluation analyses the further development of the learning process during the post-evaluation period 2002-2007. The general learning process has continued during this period, new experience is gained from ongoing interventions and the contexts in which the evaluated interventions were designed and implemented have most likely changed. Thus in addition to trace actions taken as response to the recommendations from the VET-Evaluation, it is also an issue to be assessed in the Follow-Up

Study, whether new experience gained or changed contexts over post-evaluation period in any case have invalidated the recommendations as expressing “best practices” in the context of today.

The Follow-Up Study involves three steps:

- 1) Analysis of new or revised documents after the VET-evaluation
- 2) Analysis of the implementation of ongoing selected interventions in the contexts of today
- 3) Analysis of the design of new VET interventions in different SPSs

• **New or revised documents in the post-evaluation period**

The ten recommendations of the VET-Evaluation are presented in the table below. Furthermore the table contains a list of possible and actual actions and direct effects in relation to the specific recommendations.

Recommendations	Actions/direct effects
<p>1. NGOs and private sector involvement Continue support to systems reform and institutional development, but rely more on NGOs and private sector in the provision of vocational training</p> <ul style="list-style-type: none"> ➤ Experimental approaches involving the private sector, community initiatives and NGOs are required 	<ul style="list-style-type: none"> ▪ <i>Skills Development Policy Paper produced which includes guidelines for involvement of the private sector and NGO's in the provision of VET</i> ▪ <i>Experiments undertaken</i>
<p>2. Development of skills Strengthen skills development in the SPS as part of broader capacity development efforts.</p> <ul style="list-style-type: none"> ➤ Within the sector support, Danida should support public-private skills development partnerships between national and local authorities on the one hand, and industries and NGOs on the other 	<ul style="list-style-type: none"> ▪ <i>Skills Development Policy Paper produced which includes VET as an instrument to be considered in the individual programmes</i> ▪ <i>Support to public-private partnerships are increased</i>
<p>3. Relevant and opportunity-driven VET-support Danida should develop appropriate criteria and processes to guide the development of more relevant and opportunity-driven VET-support. This new, more demand-responsive approach would most likely imply a refocusing of Danish VET-support from an emphasis on pre-employment training to an emphasis on work-related in-service training.</p>	<ul style="list-style-type: none"> ▪ <i>Skills Development Policy Paper produced which includes guidelines for support to opportunity-driven VET Programmes.</i> ▪ <i>Greater emphasis on work-related in-service training in the design of future VET-programmes</i>
<p>4. Country-specific analysis of needs and opportunities Decisions on the type of VET-support to be provided to the various countries should be based on in-depth country-specific analysis of needs and opportunities. Including gender-sensitive analysis of the demand for skilled labour in the various countries and regions within countries.</p> <ul style="list-style-type: none"> ➤ Project-related training must be part of a well-conceived human resource development strategy for each supported organization ➤ Training needs assessment should be undertaken as well as training impact assessments. ➤ Study tours are potentially very useful, especially to countries that have similar training environments. ➤ Study tours to Denmark or other advanced industrial countries are unlikely to be cost-effective. The cost of all overseas training should be fully incorporated into the project document. 	<ul style="list-style-type: none"> ▪ <i>Skills Development Policy Paper produced which includes guidelines for preparation of new VET-programmes.</i> ▪ <i>Gender-sensitive analyses are undertaken as part of the analytical work in connection with on-going and new VET-Programmes.</i> ▪ <i>In-depth country-specific analyses of the demand for skilled labour are undertaken in preparation of new VET-Programmes.</i> ▪ <i>The number of study tours to DK are</i>

<p>➤ Wherever possible, arrangements should be made for machinery and other equipment to be serviced by local firms. Generally, more attention needs to be given to equipment training.</p>	<p><i>reduced</i></p> <ul style="list-style-type: none"> ▪ <u>Use of local suppliers of machinery and other equipments are increased</u>
<p>5. Programming and design of VET-programmes The quality of the input for programme identification and design as well as the framework for these activities should be further examined by Danida. A review of modalities applied and experience gained by other donor agencies may prove to be helpful in this connection.</p>	<ul style="list-style-type: none"> ▪ <u>Revised guidelines for programme identification and design produced</u> ▪ <u>Greater participation in donor information networks</u>
<p>6. Donor harmonisation and basket funding Instead of insisting on its own procedures, Danida should contribute more effectively to donor-co-ordination of policies as well as to the elaboration of joint implementation modalities and control mechanisms, which would allow Danida to contribute to basket funding, accompanied by joint reviews and follow-up</p>	<ul style="list-style-type: none"> • <u>Guidelines/ agreements regarding support to donor co-ordination and joint support-programmes produced/ made</u>
<p>7. Competence requirements Danida should apply better tools and methods in the analysis of competence requirements for successful programme planning and implementation, in particular when sector or sub-sector priorities are undergoing fundamental change.</p> <p>➤ Danida advisers with strong management backgrounds should be recruited for projects, which are primarily concerned with major organizational change.</p> <p>➤ Closer monitoring and appraisal of all technical assistance personnel is essential. This also includes consultants used for equipment procurement, installation and training as well as consultants involved in project identification, appraisal and reviews.</p> <p>➤ Management capacity constraints were consistently underestimated. System and organizational development projects should ensure that top managers are recruited at the start of the project and intensive management training provided.</p>	<ul style="list-style-type: none"> • <u>AMG for provision of technical assistance produced</u> ▪ <u>Skills Development Policy Paper produced which includes guidelines for competence requirements in relation to VET-programmes.</u> • <u>Changes in job descriptions reflecting the shift from technical skills to organizational and management issues</u>
<p>8. Impact assessments Robust impact assessment should be undertaken of Danida-support to VET projects and programmes. These assessments should include properly designed and implemented tracer surveys of representative samples of graduates, who completed their training just prior to the start of the project in order to establish a proper baseline and at appropriate intervals thereafter.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper produced which includes guidelines for baseline and tracer studies as formalized elements in VET-programmes.</u> ▪ <u>Baseline and tracer studies undertaken</u>
<p>9. HIV/AIDS impact assessments HIV/AIDS impact assessments should be regularly undertaken in order to monitor the effects and impact of the epidemic in both staff and students. Data on indicators should be collected regularly. This includes staff sickness / absenteeism and mortality as well as student dropout by reason.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper produced which includes guidelines for support to HIV/AIDS impact assessments.</u> ▪ <u>Support to development and improvement of systems to monitor the effects of the epidemic are increased</u>
<p>10. Use of advisers Danida should review its staff assessment procedures and</p>	<ul style="list-style-type: none"> • <u>AMG for provision of technical assistance produced reflecting the</u>

<p>methods. Terms of References of Advisers should be worked out and monitored in closer consultation with host institutions. The evidence of this evaluation speaks against the current practice of asking the advisers to work both as de facto financial controllers on behalf of Danida and technical experts assigned to advise host institutions. Much greater use should be made of developing country expertise.</p>	<p><i>recommendations provided in the evaluation.</i></p>
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To trace actions taken and possible direct effects and thus assess to what extent the recommendations of the VET-Evaluation have been utilised the Follow-Up Team has reviewed three types of documentation:

- 1) Revised or new guidelines or policies of relevance for the Danish assistance to VET
- 2) Revised or new country strategies
- 3) Revised or new programme documents which include support to VET

In addition interviews with key Danida personnel were conducted in Copenhagen and overseas by telephone.

Chapter 2 analyses the documentation available to assess whether or not the recommendations have been taken into consideration at the design and policy levels.

• **Experience over the post-evaluation period from selected ongoing interventions**

As described in Section 1.2 many of the new VET activities have recently started up and some are still in the preparation phase. The documentation available can be used to indicate to what extent the recommendations have been taken into consideration, but they cannot be used to assess to what extent the recommendations have actually been implemented and hence if the recommendations have had the intended effects.

To assess the effects of the recommendations and whether there have been preventing factors, VET-interventions which have been implemented in the post-evaluation phase are analysed more deeply. Based on two country cases an assessment of the usefulness of the recommendations is undertaken. By analysing new experience from actual ongoing VET interventions (in the two country cases) and possible factors which have prevented the recommendations to be followed, indications can be given as to whether the recommendations are still relevant today and thus if there are issues, which Danida needs to consider concerning “best practices” for future VET interventions.

However, with the considerable changes in contexts, which have taken place, it cannot be assumed at the outset, that the recommendations should be implemented as stated in the VET-Evaluation or that they are directly applicable as formulated in the VET-Evaluation. On this background the ten specific recommendations are interpreted by the Follow-Up Team to imply five main principles, which according to the VET-Evaluation should be applied in design and implementation of VET interventions in order to achieve better results in terms of poverty reduction and gender equality.

The five principles are:

- Support systems reforms and institutional development
- Stronger informal sector orientation
- More demand-driven VET approach

- Supporting a demand-driven VET system involving private training partners
- VET as part of broader capacity development efforts

Chapter 3 assesses the extent to which these five principles are being applied and are relevant in the contexts of today in the two case countries. It also assesses whether the experience from the post-evaluation period points towards “preventing factors” or “problems” with applying these principles.

- **Issues for design and implementation of future interventions**

A major change in contexts over the post-evaluation period is the change in Danish aid policies from the use of project modality to the SPS-approach for design and implementation of all (or most) future aid interventions. This has changed the type of Danish support to VET activities. As described in Section 1.2 the new VET interventions are designed as components, subcomponents or elements of SPSs, mainly BSPS and EdSPS. Some VET elements are also to be found in other SPSs.

Chapter 4 discusses the advantages and disadvantages of including VET activities as part of different SPSs. The updated status of the learning process, as indicated through the analyses in Chapter 3 of the five “best practices” principles, do indicate that there are “issues”, which need to be taken into consideration with respect to VET interventions in the future. Thus, though “further action” related specifically to implementation of the recommendations of the VET-Evaluation may not, according to the Follow-Up Study, be required, there could be a need for Danida to be aware of such “issues” in the future design of VET interventions. The VET intervention subject area has been an important subject area for Danish development assistance in the past and it is not less important in the future.

1.4 Country cases

Follow-Up Study fieldwork has been undertaken in Zambia and Kenya. The rationale for selecting these two countries is described below.

- **Zambia**

Since 1994 Danida has provided support to VET in Zambia. According to the VET-Evaluation the type of intervention in Zambia represented “the state of the art” in terms of Danish VET support.

Danida entered formally into the VET sector in 1994 by assisting the Government in drawing up a new Technical Education, Vocational and Entrepreneurship Training (TEVET) system. In 2001 a VET-SPS was formulated financed by Danida with the overall goal to assist the Zambian Government in reforming the TEVET sector. In doing so the programme assisted in the creation of a TEVET Authority (TEVETA), which is the first Training Authority in Zambia to regulate and monitor all training providers, public and private.

In 2005 it was decided to phase out the Danish support to TEVET. An Exit Strategy was formulated and implemented during 2005/2006. The VET system established with the Danish VET SPS is now implemented by the Zambian Government with some assistance from the World Bank and Dutch bilateral aid.

Zambia was one of the countries selected as cases in the VET-Evaluation. Because of this and because of the type of VET intervention, Zambia was also selected as one of the case countries of the Follow-Up Study.

- **Kenya**

Kenya was not a case in the VET-Evaluation. However the Follow-Up Team found that Kenya was an interesting case as the types of ongoing VET interventions illustrate a quite different approach to VET interventions compared to Zambia.

Danida has provided support to Village Polytechnics (today renamed Youth Polytechnics) in selected districts in Kenya for more than 20 years. A Micro-Enterprise Development Project (MEDP), which is a continuation of the Jua Kali¹ Support Project, was approved in 1999. The objective was to reduce poverty by increasing employment and income generating capacity of micro enterprises in the informal sector through support to capacity building of Jua Kali Associations, Women's Groups and Youth Polytechnics (YP). The project came to an end in 2005.

Today there are three types of ongoing VET support in Kenya. One is provided as part of the BSPS (2006-2011) under Component 2: "Enhanced Competitiveness of MSMEs". The support is linked to an ongoing DFID project called "Business Services Market Development Project (BSMDP)". Danida's contribution to BSMDP will initially be used to develop business service market in the Information and Communication Technology (ICT) sub-sector with an emphasis on meeting ICT needs in the dairy and horticulture sub-sectors.

Other VET support is provided under the Agricultural Sector Program Support (ASPS) as the Agro-Business Development (ABD) component under this SPS. It is to some extent continuing the support, which was earlier provided under the MEDP. Similarly, some VET activities are included in the Water Supply and Sanitation Sector Programme Support (WSSSPS).

The different types of VET interventions in Kenya provide useful information in relation to the recommendations of the VET-Evaluation as well as the future VET-support. The experiences from the MEDP, the ASPS and the WSSSPS are highly relevant as entrepreneurship training focused on the informal sector is considered an important activity for reducing poverty. Also the new VET support is relevant in terms of assessment of possibilities and constraints related to incorporation of VET-support as part of BSPSs.

¹ 'Jua kali' means literally 'hot sun' and is the local name given to groups of people who work with metal and wood for a living.

2. The Danida response and post- evaluation developments

This chapter analyses the "...actions taken on each of the accepted recommendations..." and partly the "effects", as stated in the ToR. In the perspective of the present Follow-Up Study, i.e. seen as part of the learning process, the approach taken is, however, somewhat broader than the scope of work formulations indicate. The present chapter analyses all recommendations (whether accepted or not), all "actions" relevant for the learning process (whether "caused by" the recommendations or not) and all "direct effects" (difficult to separate from "actions" and hence independently of whether they result from the VET-Evaluation or not). The chapter analyses the policy and program design levels, not the actual implementation levels.

Section 2.1 analyses the Danida response to the recommendations and assesses the extent to which these are accepted by Danida as expressing "best practices" at the time of the VET-Evaluation. Section 2.2 summarises the actions and direct effects of the general recommendations, i.e. those related to all types of aid interventions, whereas Section 2.3 similarly summarises the actions and direct effects of the recommendations, which specifically concern VET interventions.

2.1 Danida acceptance of the recommendations

The specific formulations, to which the Danida follow-up comments are addressed, were not part of the published report, but found in a separate Danida Follow-up Memorandum dated 9th October 2002.

The ten recommendations from the VET-Evaluation and Danidas comments as found in the Follow-up Memorandum are presented in Annex III. Furthermore Annex III contains the interpretation of the Follow-Up Team as to whether each specific recommendation can be considered accepted or not by Danida. The last column in Annex III specifies the actual or intended actions/direct effects identified by the Follow-Up Team or interpreted to be implied in the Danida comments.

• The Danida follow-up comments

The Danida comments in the Follow-up Memorandum do to a large extent imply a formal acceptance by Danida of the recommendations. As indicated in Annex III, most of the ten recommendations commented upon in the Follow-up Memorandum are by the formulations judged to be agreed to by Danida. Only one of the recommendations is only partly agreed to. This regards Recommendation 2, where the Danida comment emphasises that "... it is also the intention to maintain VET as separate sector programmes/components." This is the only exemption to a complete formal acceptance by Danida of the recommendations of the VET-Evaluation.

• Further developments of VET interventions

As described in Section 1.2, the early part of the post-evaluation period was a sort of "transition period" in which most of the VET activities ongoing at the time of the VET-Evaluation were actually phased out and no new VET interventions were designed until 2-3 years ago.

Evidence hears that there were major disagreements and discussions within Danida on the VET-Evaluation. The methodological approach has been criticised and the validity of findings and conclusions has on this background been questioned. The disagreements concerning the validity of the VET-Evaluation and hence on the usefulness of the recommendations may to some extent be

responsible for the phasing out period. The VET “sub-sector” was by many Danida officials considered a difficult sector and terminating interventions in this subject area can have been considered the easiest way out, when the concentration efforts forced representations to limit the number of intervention sectors. Political reluctance on the part of some of the partner countries has, however, been a similar preventing factor behind termination of VET assistance in countries like Zambia and Tanzania, where numerous Danish supported VET activities had been ongoing for a decade or more, but were phased out in this period.

However, a new development is seen towards the end of the post-evaluation period. A number of SPSs were planned and started with important elements of VET assistance included. The extent to which these new types of interventions are in accordance with the recommendations are discussed below.

2.2 Actions related to the general recommendations

• Donor harmonisation and joint implementation modalities

As mentioned some of the recommendations relate to the general practices of aid delivery. One of these issues concerns donor harmonisation and joint implementation modalities as well as utilisation of experiences gained by other donors (Recommendation 5 and 6). The VET-Evaluation pointed out the need for increased efforts regarding these matters.

Danida agreed with the recommendations and stated that efforts would be continued to secure national ownership of programmes by supporting donor co-ordination and joint support-programmes with joint procedures based on national procedures and institutional set-up. With the Rome Declaration on Harmonization (2003) and the Paris Declaration on Aid Effectiveness (2005) initiatives have been made to speed up this process.

Danida’s Aid Management Guidelines (AMGs) also reflect the recommendations. The Guidelines for Programme Management and the Modalities for Management of Danish Bilateral Development Cooperation both stress Denmark’s commitment to contributing to donor harmonisation by means of joint financing arrangements with other donors, harmonisation of procedures for disbursement, monitoring and reporting to governments on donor activities and aid flows, joint analytical work and joint reviews, etc.

Regarding the inclusion of experiences by other donor agencies the Guideline for Programme Management points out that identification reports should preferably be prepared together with partners and other donors and all reviews should be conducted together with the national partners and if possible, they should also be conducted jointly with other donors active in the sector/programme. The importance of using other donors’ and the countries’s own experiences is stressed as important both in initial phases and with respect to reviews where possible.

Looking at the assistance to VET over the last decade (see Annex II) it is clear that joint financing arrangements have become more common. As examples the VET-support in Bolivia, Burkina Faso, Bhutan, Kenya and also the initial design of the VET-support in Tanzania are planned to be implemented through joint arrangements with other donors. The efforts to secure harmonisation are also documented in the SPS-documents, which all contain a description of the support from other donors and outline the perspectives for future co-ordination and joint funding.

- **Technical assistance competence requirements and management**

Another issue, which is brought up in the VET-Evaluation, concerns the Technical Assistance (TA) input (Recommendation 7 and 10). The VET-Evaluation found that the shift from project to programme support with main emphasis on system-level reform had not been adequately accompanied by the corresponding change in staff qualification requirements in relation to TA-staff and aid management staff. Also the VET-Evaluation stressed that there had been a confusion of the TA-roles in several projects and programmes, which had made a negative impact on the effectiveness of the input provided by the TA.

On this basis it was recommended that Danida should improve its tools and methods in the recruitment and monitoring of the advisers and that ToR of advisers should be worked out and monitored in closer consultation with the partner country institutions.

Danida agreed on these matters and recognised the need for strengthening the recruitment and monitoring of advisers. In addition Danida stated that they would reconsider the guidelines for provision of TA, including the use of advisers. The findings and recommendations made in the VET-Evaluation regarding TA-input were not new to Danida, but confirmed the general perception on provision of TA and the findings already made in other evaluations and in a specific study of the use of advisers in development interventions carried out in 2001.

In December 2005 a revised Technical Assistance Policy Paper was published. It points out the need of adjustment of the use of TA due to major changes in the way development assistance is conceived and delivered e.g. adaptation of SPS-approach, alignment and harmonisation etc.

The Policy is in accordance with the recommendations of the VET-Evaluation. It underlines the need for partner countries to be a major player in identification, selection and monitoring of TA in order to make effective use of the advisers. Furthermore the Policy stresses that continuous monitoring of the TA delivery is important to ensure its relevance and quality and states that Danida shall assist partners to develop more effective mechanisms for monitoring the effectiveness and relevance of TA.

- **Gender and HIV/AIDS**

At the time of the VET-Evaluation the training at the Danish supported training centres was male-dominated in all the five case study countries. This was despite the fact that gender equality had been an important cross-cutting concern in Danish aid policy since the 1980's. In order to address more attention to the needs of women it was recommended to undertake in-depth country-specific analyses including gender-sensitive analyses of the demand for skilled labour in the various countries and regions within countries.

The VET-Evaluation also found that insufficient efforts were made to provide HIV/AIDS awareness training to staff. It was therefore recommended to undertake HIV/AIDS impact assessments on a regular basis in order to monitor the impacts of the epidemic.

Over the last years Danida has intensified the work on mainstreaming of the gender issue and HIV/AIDS in the SPS. In 2004 a new strategy for Gender Equality in Danish Development Cooperation was drawn up, and the following year a revised Strategy for Denmark's Support to the International Fight against HIV/AIDS was published.

Furthermore the Guideline for Programme Management contains a specification of requirements concerning mainstreaming efforts regarding cross-cutting issues and priority themes. These include the introduction of a gender equality profile in the preparation of new programmes (or phases) and the definition of at least one indicator for each of the three cross-cutting issues and HIV/AIDS in all programmes.

2.3 Actions related to the VET-specific recommendations

Actions taken in order to follow-up on the VET-specific recommendations can be categorised into three main areas:

- 1) Formulation of a Skills Development Policy Paper, which Danida mentioned in the follow-up comments
- 2) Revised country strategies reflecting the recommendations
- 3) Revised or new VET-interventions

• Skills Development Policy Paper

In 1994 a VET Policy Paper was formulated to guide the Danish VET-support. A draft for a revised policy was produced in 2001, but in order to incorporate the findings and recommendations of the VET-Evaluation the policy was put on a hold and a final version was published in September 2004.

The Policy Paper from 2004 (called Skills Development Paper) is to a large extent in accordance with the recommendations and agreed follow-up of the VET-Evaluation. Compared to the 1994 policy there are two significant policy developments. Firstly, the title of the policy has shifted from VET to skills development, which implies a broader perspective of the concept. This leads to greater emphasis on using the 2004 Skills Development Paper as a set of guidelines for policies in other sectors where skills development is important. Secondly, the policy is very closely linked to the overall development strategy, “Partnership 2000” together with “A World of Difference”, the Government’s vision for new priorities in Danish Development Assistance 2004-2008. This is reflected in an analysis of the ways in which skills development can contribute to poverty reduction and the set of Danish cross-cutting policy concerns.

To overcome the increasing unemployment and marginalisation of large sections of the population in the low-income countries, the Skills Development Paper emphasises the need for development training systems that respond to the demands of the labour market. This implies according to the Skills Development Paper a move from structured institution-based education and training, mainly addressing the perceived needs of the formal sector, to promotion and development of employable skills that can be applied in the dominant economic structures of the low-income countries. Hence, development of demand-driven training provision, greater involvement of the private sector and NGOs and reorientation towards informal sector and small enterprises are highlighted in the Skills Development Paper.

Although the main recommendations from the VET-Evaluation are included in the Skills Development Paper, the paper does not provide a clear guideline on how to support VET. The last chapter (Chapter 3) of the Skills Development Paper contains a list of the general policies and priorities of Danish development assistance. Thus, according to the persons consulted the Skills Development Paper was too broad to be used as a guideline for support to VET as the principles

and priorities were not tailored to VET-support. Neither did the Paper offer the necessary answers to the dilemmas outlined in the previous chapter of the paper. It is therefore questionable how much effect the Skills Development Paper has had on the design of the support to VET.

- **Revised Country Strategies**

At the time of the VET-Evaluation VET was only addressed in the country strategy for South Africa. In the period 2002-2007 most of the country strategies have been revised and VET has been introduced in some of them. This is the case for Bangladesh, Benin, Bhutan, Burkina Faso, and Nicaragua.

The recommendation concerning gender is reflected in the country strategy for Benin, where a goal of 50 % enrollment of females in VET is formulated. In the strategy for Bangladesh it is mentioned that the possibility of extending non-formal education as a cross-cutting theme in sector programmes will be explored. This reflects the recommendation concerning “mainstreaming” of VET.

The other strategies mention VET as a general area of importance but without any specific aims or action plans. For example the strategy for Nicaragua only mentions that VET will be taken into consideration when designing the EdSPS.

- **Revised or new SPS documents**

In Danidas Follow-up Note presented to the Evaluation Department in March 2004 it is stated that no major initiatives have been taken due to the fact that no new VET-activities have been designed. By that time, the on-going VET activities had not been revised either. However, within the last two or three years support to VET has been included as a component/sub-component in some EdSPSs and BSPSs. Table 1 gives an overview of support to VET activities formulated after the VET-Evaluation was undertaken.

Based on the SPS-documents and the consultations with persons involved in the VET activities the overall picture is, that most of the recommendations of the VET-Evaluation are reflected in the design of the VET-support provided today.

The former support directed to individual training centers seems to be a closed chapter in Danish assistance to VET. This development is in the line with one of the major recommendations of the VET-Evaluation. In the above mentioned SPS-documents the support to VET is related to formulation or implementation of national VET policies or assistance to VET reforms. In some cases this is combined with support to a small set of public provider institutions as pilots in a broader reform process. This is for example the case in South Africa.

In accordance with another major recommendation the importance of the informal sector as far as VET is concerned also seems to have got more attention. This is seen in the initial design of the VET-support in Benin and Mali in which more objectives explicit relevant to the informal sector are defined. During the implementation of the VET SPS in Zambia (2001-2006) greater efforts were also made in order to improve the support to the informal sector.

Table 1: VET-interventions formulated or prepared after 2002

Country	Intervention	Status
Benin	<ul style="list-style-type: none"> ▪ Pilot phase of EdSPS 2004-2006 – Support to VET as a component ▪ EdSPS (2005-2010) – Support to VET as a component 	Ongoing
Bhutan	<ul style="list-style-type: none"> ▪ EdSPS (2007-2012) – Support to formulation of national strategies including VET 	Ongoing
Bolivia	<ul style="list-style-type: none"> ▪ EdSPS (2005-2009) - Sector Budget Support to assist implementation of the Ministry of Education’s Multi-Year Plan (POMA), which include transforming of technical training 	Ongoing
Burkina Faso	<ul style="list-style-type: none"> ▪ Pilot phase of EdSPS 2004-2006 – incl. VET-study ▪ EdSPS (2005-2010) – Support to formulation and implementation of VET-policy 	Ongoing
Kenya	<ul style="list-style-type: none"> ▪ BSPS (2006-2011) – Support to VET as part of Component 2: “Enhanced Competitiveness of MSMEs” by complementing a ongoing DFID project 	Ongoing
South Africa	<ul style="list-style-type: none"> ▪ Support to Education and Skills Development Programme II (2005-2008) 	Ongoing
Tanzania	<ul style="list-style-type: none"> ▪ BSPS II (2003-2008) – Support to VET as a sub-component under component three: Improved Labour Market. 	VET-support phased out in 2005
Tanzania	<ul style="list-style-type: none"> ▪ BSPS III (2008-2013) – Support to VET though the World Bank Private Sector Competitiveness Project 	Under preparation
Mali	<ul style="list-style-type: none"> ▪ BSPS I – VET-support as a component of the upcoming BSPS 	Under preparation

Another recommendation, which is highly reflected in the design of the new VET-activities, is the need of development of demand-driven training provision. Introduction of demand-driven training courses and new learnerships and entrepreneur programmes including in-service-training and industrial attachments is stressed as an important element of the VET-support particularly in Benin, Mali, South Africa and Tanzania. In order to contribute to the development of programmes and courses responsive to the needs of the labour market the VET-support to these countries includes assistance in developing linkages and partnerships with employers and support to analysis of labour market needs. Although the need to involve the private sector is highly recognised the focus on public training providers seems to be maintained. This is most evidenced in the EdSPS while the VET-support as part of the BSPSs seems to involve a broader range of training providers than the traditional formal training.

In line with the recommendations the gender issue is more explicitly addressed in the SPS-documents. This is particularly so in the design of the VET support in Benin, South Africa and Mali. Also in Zambia the focus on the gender issue was strengthen during the implementation phase and a gender policy for the VET sector was published in 2004.

• **Other actions taken**

The recommendations contain some very specific actions like the undertaking of tracer studies or the utilisation of pilot activities and experiments (e.g. with use of NGOs as training providers). Such activities have taken place during the post-evaluation period. Some may have been caused by the VET-Evaluation, but these types of activities are very common types, which have been used both before and after the VET-Evaluation.

3. The post-evaluation experiences in Zambia and Kenya

The present Chapter 3 assesses whether the five best practices principles (cf. Section 1.3) are being applied today in the ongoing VET interventions in the two case countries, whether they are relevant in today's contexts and whether they face problems in actual implementation.

Firstly, "*systems reforms and institutional development*" is a main principle, which stresses the importance of moving focus in the VET interventions towards the systemic level. This implies a shift from the past approach of supporting individual training institutions towards supporting the establishment of national systems. The support shall include assistance to formulation of policies and to institutional development covering all VET in one comprehensive and coherent national system coordinated with the general national educational system.

The second main principle of "*stronger informal sector orientation*" implies a change from the predominant focus on pre-employment training for employment in the formal sectors of the economy. In the past there was little in-service training, few shorter courses and limited training for informal sector entrepreneurs and workers, constituting a large part of the poorer sections of the population. This could be a major reason why the VET-Evaluation found too limited results in terms of poverty reduction.

A major reason for the third main principle of "*supporting demand-driven VET systems*" is that the former supply-driven approach did not sufficiently tailor courses and curricula to the demand for skilled labour on the labour markets. Also, this approach typically discriminated against female trades and provided insufficient facilities for female students leading to the VET-Evaluation observation of gender biases.

Related to the above demand responsiveness principle is the fourth principle of "*involving private training providers*". Past VET interventions were found to be concentrating on support to public training institutions. Bureaucratic and inefficient management, insufficient understanding of the importance of VET for economic growth and under-funding of these institutions were assessed in the VET-Evaluation as being responsible for the lack of demand responsiveness of the individual public institutions.

Lastly, the fifth principle of designing "*VET activities as part of broader capacity development efforts*" must be understood as a principle of mainstreaming VET activities, cf. the following report formulation: "... seeing VET as a capacity development issue ... within all sector programs ..." (VET-Evaluation Report 2002/5 p. 72).

3.1 Systems reforms and institutional development

Both the VET Policy Paper from 1994 and the new Skills Development Paper from 2004 stress the importance of moving focus of the VET-support towards the systemic level. This implies a shift from the past approach of supporting individual training institutions towards supporting the establishment of national systems and policies covering all vocational education and training in one comprehensive system coordinated with the general educational system. The question is whether Danida actually implements this principle today?

- **Zambia**

Implementation of the VET SPS intervention, which was originally established with Danish support (cf. Section 1.4 above), is the main VET activity ongoing in Zambia today. As mentioned earlier there is no longer a Danish support for these activities. The ongoing program is, however, an illustration of the first principle of “best practices”, i.e. a systemic approach. The VET SPS and hence the systemic principle is still being applied in Zambia, though now by the Zambia Government itself with some support from the World Bank and the Dutch aid program.

This first principle would therefore appear still to be a relevant option, but not applied anymore in the Danish VET-support. If Danish support to VET is to continue in the future, it is planned to be in the form of elements in one or more of the three sector SPSs, on which the country program is planned to be concentrated in the future (see further below).

Judged from past support towards establishing the present system, the systemic approach requires a substantial support with a firm commitment over a long period (10-15 years as assumed for SPSs). Also, applying this first principle assumes that the donor is prepared to take the “lead” (being lead donor), to take the responsibility for development of the whole sector and to provide substantial and well qualified technical personnel assistance over a considerable period of time.

This substantial effort requirement combined with a conceived lack of political will on the Zambia side to make the system work appears to have been the major reason for the Danida decision to phase out support to the program. These requirements and conditions for applying the principle must thus, judged from the lessons from Zambia, be said to be an important preventing factor for applying the principle. The Zambia case may also illustrate a missed opportunity for Danida to capitalise on past assistance. The system is now in place, it is beginning to work and the Government has shown some increased political support and has increased funding. The impact of the Danish support over quite a long period in the past might begin to show impact in the near future with only limited further support.

- **Kenya**

The systemic approach is not applied in the three SPS interventions in Kenya, which include VET activities, though there does appear to be a need for such an approach.

Initiatives towards establishing a major reform process were taken by the new government, which took office in 2002. A “rapid appraisal” of the existing national VET system was undertaken by the Ministry of Education, Science and Technology, financed by GTZ and a Sessional Paper (No.1 2005) has been prepared. The Kenya Association of Technical Institutions is also actively pushing for such a reform process and seems to consider the “Zambia model” an appropriate model to be applicable in an adapted form in Kenya. So far, however, the process has not led to major decisions.

Through the support over the past 20 years to the YPs, Danida has gained considerable experience with the VET system in Kenya. This experience has recently been summarised in a paper, submitted to the Ministry of Education, Science and Technology. This paper could prove useful in the context of a major reform process, but was not followed up from either the Government or the Danida side.

The Danish Representation today considers Kenya to be a country which is relatively well supplied with the skilled labour needed for its growth process. Further, the VET sector is considered to be

an extremely complex sector and support to a reform process like in the *Zambian* case hence a major intervention. Though the experience gained from the past YP support would be useful in such a context, the YPs are only one part of the whole sector and it seems today to be considered a low status part of the existing system, used primarily by “drop-outs” from the secondary schools. There is also a lack of a comprehensive policy framework, to which Danida and other interested donors can align their support.

Lack of such a policy framework, the complexity of the sector and perceived sufficient supply of skilled labour are thus preventing or explanatory factors. Also the need to provide substantial sector support over a long period into the future, like in the case of *Zambia*, appears to be preventing Danida from going into the systemic level type of VET support.

- **A major effort is required**

Both the *Zambia* and the *Kenya* case illustrate that the VET sector is large and complex and hence that the systemic approach to VET support requires substantial support, committed over a long period and with a large input of technical assistance personnel. It also requires a political will to undertake such a major reform process, which is part of the complexity. Danida appears unwilling to go into such a commitment and this is clearly a preventing factor, which could be said to lead to missed opportunities in both the *Zambian* and the *Kenyan* case.

A preventing factor is also the policy requirement today that Danida (and other donors) can provide support in only three sectors at the time. The VET sector does not seem to qualify as a sector in this context, though its “size”, complexity and long term commitment requirement would appear to be comparable with other intervention subject areas, which are considered sectors in this context.

3.2 Stronger informal sector orientation

The VET-Evaluation found that the VET interventions were insufficiently oriented towards skills development in the informal sector. An important question therefore is whether the interventions have become more focused on the informal sector?

- **Zambia**

In *Zambia* the Danish VET support was originally designed to improve skills for both the informal and the formal sector, but in the actual implementation attention was almost entirely directed towards the formal sector. After the VET-Evaluation, i.e. in 2003, it was decided to undertake a technical review to look into progress in this respect and to propose activities that would kick start support to the informal sector. As a result an action plan was set up aiming at strengthening support to micro- and small-scale enterprises (SME) through strong public-private partnership networks. Within this framework Danida supported a range of experimental and developmental mini projects to develop tools and procedures for optimising impact on technical skills development in the informal sector. This included development of courses on entrepreneurship, identification and development of short courses and direct training support to established entrepreneurs.

The TEVETA organisation, established with assistance under the Danish VET SPS, moved on and established District Training Advisory Committees (DTAC) in twelve districts in the rural areas. These are parallel to the Sector Advisory Boards, established for the most important sub-sectors in

the formal sector. In both cases are these advisory bodies built on private-public partnership arrangements and they are to secure that the training provided is in accordance with the needs, including the needs of the informal sector. A TEVET Fund is also part of the national institutional set-up established with the assistance of the Danish VET SPS. Training activities are to be financed by this fund, which has four “windows” of which Window 3 is for financing of training activities for the informal sector. It was intended that this fund should be financed through a training levy on the industry, but this levy has not been introduced. Financing of the TEVET Fund remains a key issue, which blocked the starting up of Window 3 for a long time. Very recently, the Zambia Government has, however, provided some funds, which has enabled TEVETA to make Window 3 operational.

The experience from the operation of this set-up will in the future be a very important contribution to the assessment of how to support the informal sector through a comprehensive national VET system.

- **Kenya**

The sub-component in the Danish BSPS, jointly implemented with DFID, is focused on increasing marketing efficiency in the dairy and horticulture sub-sectors with focus so far on dairy. Milk is produced by hundreds of thousands of small scale farming families in Kenya and the demand for unprocessed as well as processed milk and other dairy products is high. Generally the quality of all types of products could be higher and could hence fetch higher prices, if product quality could be increased. This would imply higher prices at all levels of the marketing system (the “value chain”) from the consumer and back to the many small scale farmers producing the raw milk, affecting in principle also all the service providers involved through the forward and backward linkages (collectors, transporters, processors, AI service providers, feed producers, veterinary service providers, etc., etc.) to the primary milk production activity.

Training at the many different levels of the value chain is required to improve quality of the end products and the sub-component of the Danish BSPS is intended to facilitate this. It is to support that those businesses (the raw milk producers and the forward and backward linkages service providers), which see an opportunity for increasing their profit through increasing the quality of their product are linked up to vocational training institutions, which can provide the training needed for the specific quality upgrading. This will involve VET from very basic hygienic milk handling procedures at the farm level to sophisticated dairy product technologies (cheese and yoghurt making) and include many different types of training institutions from basic farmer training schools, over more advanced technical training institutions to university level institutions.

The agro-business development component (ABD) of the ASPS is on the one hand developed from past Danida projects (latest the MEDP) and on the other designed as a sub-sector approach similar to the approach of the BSPS, described above. The ABD component of the ASPS is thus supporting small private rural businesses and their associations, the Jua Kali associations, and is in this context also supporting vocational training through support to selected YPs. The component is on the other hand also built around support to developing new agricultural production potentials, focusing on specific agricultural primary products for agricultural diversification, i.e. on sub-sectors (in agriculture) like the BSPS, as briefly described above, and including processing and marketing as a component in the ASPS.

A sub-sector included in the actual implementation of this component is production of timber from the coconut tree for furniture (and possibly other) production. There is a good potential for

producing this type of trees in the coastal areas of Kenya and the wood is fine for furniture production (and for wood carvings and possibly other uses). But processing is different from other types of wood and the application for production of e.g. furniture requires somewhat different techniques and in particular different designs.

The component assists prospective processors (including some YPs) with becoming aware of the potentials, with technical assistance and training and with advice about the processing and marketing of the products at different levels of the value chain and with access to credit. In this way the component facilitates that the economic potentials open to people from the informal sector not yet “in business” are finding employment and other income generating activities. As it is a new product, facilitation includes more “subsidisation” support of the sub-sector than may be required in the dairy sub-sector choice of the BSPS, since milk production and processing is already well established in Kenya (among others through the Danish assistance in the past to this sub-sector).

- **Informal sector development is difficult**

There is little doubt that realisation of the economic potential in the informal sector in the Danish partner countries is of utmost importance in relation to national economic growth as well as in relation to spreading of the benefits of this growth to the poorer parts of the populations. However, the question is whether the potentials are best achieved through VET support.

According to Danida personnel, who were involved in the Danish support to VET at the time of the VET-Evaluation, not everyone agreed to the recommendation regarding a strengthened focus on the informal sector. The main issue brought up for discussion was whether VET is the right entry point to develop the informal sector, since development of the informal sector requires more than skills training. Some argued that VET should rather focus on the formal sector in order to strengthen economic growth, e.g. in supporting private sector development. Increased growth will create jobs and in this way be a necessary (but not sufficient) condition for people to move out of the informal sector.

The Zambia and Kenya country cases provide some insights on these matters. The broad support, including vocational training, which is provided under the ABD component of the ASPs, indicates that VET alone appears to be insufficient for supporting development of the informal sector. The Zambia experience points in the same direction. To utilise the skills acquired through VET people in the informal sector often need a broader range of support, including access to credit and information concerning existing economic potentials open to them. However the cases also show that it is possible to improve skills in the informal sector if the support to VET is combined with other types of interventions.

The discussions, which have taken place, indicate that it is important to specify the overall objectives in relation to VET-support. Thus an important issue is still whether VET-support, as an intervention area for Danish development assistance, should focus more narrowly, i.e. on the formal sector primarily or if the VET-support should be defined more broadly focusing on the informal sector?

3.3 Supporting demand-driven VET systems

According to the VET-Evaluation a major reason for the assessed low impact of VET interventions in the past is that the support was characterised by a supply-driven approach.

The principle of supporting the establishment of a VET system, which is geared to the actual demand for skilled labour, has become more rather than less important over the post-evaluation period. The increased focus on economic growth as a necessary pre-condition for reducing poverty is a main reason for this, as growth cannot be achieved if the right types of skilled labour are not available.

- **Zambia**

The principle of supporting a demand-driven system was a key principle in the Exit Strategy for phasing out the Danish VET support under the VET SPS. Three institutions were under this strategy supported with up-grading interventions and all have changed considerably. The training programs, which are now offered, are to a large extent tailored towards satisfying actual demands, including local demands in the respective localities, where they are physically placed. New courses, syllables and training delivery methods have been introduced.

These changes also imply the introduction of short courses, in-service training and on-site training activities in addition to the more traditional longer courses with students living on the campus in the up-graded boarding facilities. More focus on developing courses demanded by female students has also developed and the upgrading of boarding facilities has removed the bias against having female students living on the campus. Demands from the informal sector have also resulted in developments and testing of short as well as longer courses and programs for entrepreneurs and workers of small informal businesses. The emphasis is in all cases on practical skills and attachment to firms for gaining practical experience has become a regular part of the curriculum in many cases.

An important step towards setting up an institutional framework for a regular and much more intensive involvement of the users of skilled labour has also been taken. With Danish support the TEVETA organisation has established twelve DTAC with the aim to strengthen the collaboration between training institutions and industry and other users of the VET system. Also, the private sector has got a stronger representation in the new TEVETA Board that manages the fund, which provides funding for demand-driven training through the four windows.

As a result of these new institutional arrangements, the Zambian “industry”, the formal as well as the informal, has a considerable influence on what the system can offer in terms of VET. There is still much to do, but the development towards a demand responsive system is there with all the involved institutions recognising the need for collaboration and participation of industry and other stakeholders. To use the formulation of the Completion Report (September 2006): “Industry is now the “demanders” for new curricula”.

- **Kenya**

Comparison of two of the ongoing interventions in Kenya points towards the importance of distinguishing between “demand” on the one hand and “need” on the other. Demand is a concept, which presupposes that purchasing power is available to those who make the demand. It is thus a concept, which is different from the need concept, which does imply societal priority, but not that purchasing power is available to convert “need” to “demand”.

The support provided under the ASPS targets people in need of training (as well as other support), but who may not have the money to pay fees for their training and hence cannot effectively *demand* training. Under the ASPS the VET support is tailored to the realisation of opportunities available to the target groups for increasing their income, but who do not initially have the means to pay for the training (and other support). The VET activities under the BPS target people who are already in

business and have opportunities for improving their businesses and increasing their income through receiving additional training for which they can pay from their ongoing businesses. The former support is to pre-employment training, whereas the latter is in-service training.

- **Needs- versus demand responsiveness**

Both country cases illustrate the difficulties of changing VET systems from being supply-driven to become demand responsive. Traditions take long time to change and new initiatives meet resistance from those in the existing systems, who stand to lose power and influence. But there is also a real issue of how to support the VET system in such a way that high economic growth is achieved in a socially balanced way.

An important preventing factor could be that it is difficult to design the right type of intervention, e.g. who is “the industry”? In the Danish context with the tripartite labour market set-up, the VET system is well anchored in that set-up. In most of the Danish partner countries, “the industry” is, however, typically the large firms, which comprise the formal sector. A tripartite labour market may be evolving, but the organisations of the employees are often the weakest parts of the organisational set-up of the labour market. Letting “the industry” decide what the “demand” is and hence what the VET system can offer and for whom, may not guarantee either growth or improved living conditions for the poor.

The Kenya case illustrates that a demand-driven approach is a principle, which is different from a “needs-driven” approach. To exercise a demand you have to have purchasing power, which people in a pre-employment situation typically do not have. The comparison above of the two SPSs in Kenya shows that the support can contribute to increase economic growth in both cases through supporting the realisation of growth potentials in different sectors of the economy.

3.4 Involving private training providers

The past VET support was basically comprised of support to public training institutions in line with the general aid thinking of the 1970s and 1980s. This thinking has since changed considerably and the principle of involving the private sector, including NGOs, in the supply of training is in accordance with the new and still existing trend of emphasising support to private sector development. However, the question is to what extent the principle is actually being implemented?

- **Zambia**

The VET system introduced in Zambia is open for private training providers to become accredited, and to offer their training services to the public. However, there still appears to be a tendency for the government to favour the existing public training institutions and not to provide sufficient enabling environment for private training providers to come into play. More government funding has become available to the system in recent years and a gradual introduction of cost recovery in the public training institutions is also underway.

There seems to be a rather large group of private training providers, but the quality of training is low in many of them. This principle of involving private training providers is in line with the increased focus on private sector development. The private sector is considered more efficient than the public sector in responding to demand and hence for recovering the costs of providing training.

The Exit Strategy for the Danish support to VET in Zambia emphasises demand responsiveness as well as cost recovery and the institutions, which were supported with upgrading, were also assisted in reducing the financial dependency on support from the State Budget and in tailoring the training supply to demand.

Another possibility for reducing the training system's dependency on public financing is to introduce a levy on "the industry". Again, "the industry" consists primarily of the larger firms in the formal sector. Though these have interest in the existence of an efficient VET system they may only be interested if the system produces the types of skills, which they themselves require. It has not yet been possible in Zambia to overcome the resistance to imposing a levy on the industry. This means that financing will either have to come from the State Budget or from student paying fees at the full cost rate. This will reduce the possibilities for the less well-off families to give their children an education, enabling them to find a job.

- **Kenya**

The two ongoing interventions with VET elements, mentioned above, only give limited evidence yet to the question of whether and how the principle of involvement of private training providers is implemented today.

In the ASPS the program finances the upgrading of the YPs involved and they provide the required training without charging the trainees, who are further supported as necessary by the program to realise the economic potentials identified under the program.

The BSPS is somewhat different in that all the VET training activities on the one hand shall be provided only on a fee basis, which should make it possible for the training providers to function on a private basis or allow existing public institutions to provide the training on a cost recovery basis, at least partially. The program, i.e. an NGO/consulting firm receiving the program funding, is, however on the other hand financing the establishment of the linkages needed for the trainees to realise the potentials, which are also identified by the program.

In one way or the other, the support is "subsidising" the "industry". The question is whether this subsidisation contributes not only to increased growth, but also to reduced poverty.

- **An "efficiency-equity" trade-off?**

Financing of the VET system on a sustainable basis is a major problem. The inclusion of private training providers on the supply side can increase the efficiency and demand responsiveness of the system, but if they are to sustain their activities completely on a private financial basis there is likely to be an "efficiency-equity" trade off. If the poorer sections of the society are to have access to vocational education and training, they must somehow be subsidised. It could be either through lower or no fee charges, but then the training providers need to be subsidised or it could be through scholarships, which requires financing as well.

Imposing a levy on the "industry" appears to be a pre-condition for achieving both sustainable and equitable solutions, but the problem is whether the "industry" is prepared to pay for sustaining an equitable system, from which they receive back less than they pay for in terms of skilled manpower for their own direct use at least in the short run. Without a willingness on the part of the formal sector e.g. to "cross-subsidise" training for the informal sector, the inclusion of private training institutions on the supply side will remain difficult or biased against the poorer section of society.

3.5 VET activities as broader capacity development efforts

The Follow-up Up team has not been sure how this recommendation should be understood, as it seems to be inconsistent with the other major recommendation of supporting “systems reforms and institutional development” in a national perspective. One possible interpretation of the recommendation is that VET should be considered in a sort of “mainstreaming” perspective, i.e. as a recommendation for building VET activities into each of the sector program support interventions. On this basis VET activities in all the SPSs in the two country cases has been identified and analysed.

- **Zambia**

With the phasing out of the Danish VET SPS the major support to VET activities over the past 10 years was terminated. Some minor support has either already been included in the other SPSs or is planned to be included.

In the WSSSPS a need for upgrading of technical skills in certain areas of relevance for implementation of the program has been identified. Training is therefore provided under this SPS in crafts relevant for latrine construction, well digging and for pump installations and maintenance. In the EdSPS, where the Danish contribution is provided as sector budget support to the national education program, VET is being supported in line with other sub-sectors under the program, but the Danish funds are not specifically earmarked for VET support. Similarly, in the third SPS, planned in addition to the two other SPSs to comprise the future Danish aid to Zambia, i.e. an Environment SPS, inclusion of VET activities is being considered in relation to waste management.

These VET activities would appear to be relevant in the contexts of the respective SPSs and including such activities in these SPSs may be termed “mainstreaming” of the VET support. In view of the Follow-Up Team it is not, however, “...part of broader capacity development efforts...” in the SPS context. For this to be the case, the support should be channeled through the existing national VET system. The support should contribute to strengthening this system for it to be able to provide the skills required not only for the sake of implementing the Danish SPSs but for the national goals of Zambia to become realised.

- **Kenya**

Apart from the BSPS ongoing, VET interventions in Kenya are today, as mentioned earlier, found in the ASPS as well as in the WSSSPS, respectively.

The ASPS is briefly described above. It shows VET as one of several elements in a package of support for special parts of informal sector entrepreneurs and workers in some districts. This is at best a very partial and special support to the national VET system.

Some VET support is also provided under the WSSSPS where pilot projects providing access to water for people in Kitui District were carried out in period 2003-2005. Through the projects a pro-poor livelihood approach to community participation in rural drinking water development was tested. Community members were trained in technical work and in managerial and financial aspects on how to run the new water facilities in a way that would generate income for maintenance, repair and extension. Also builders were trained as self-employed contractors in construction of water projects. The projects were targeted the informal sector taking the gender-sensitive issues into consideration.

One of the main activities besides the training and skills development was employment of both male and female community members for the production of low-cost raw materials for construction of the water facilities. The result of this is, besides bringing economic development to the local community, was a substantial reduction in construction costs. The improved income opportunities in poor communities had a direct impact on the financial capacity to ensure sustainability of the water facilities.

The approach applied in the projects shows that VET-support can take many forms. In this case VET-support was provided as part of a broader and more holistic perspective focusing on enhancement of socio-economic development through improved clean water supply. The experiences gained in the pilot project were used in the design of the new sector programme.

- **Mainstreaming is not SPS capacity building**

Whether the VET elements indicated above in the ongoing Danish SPSs in Zambia and Kenya are what the VET-Evaluation intended when recommended VET support as part of broader capacity development efforts is not clear. The above cases indicate how VET support is designed and implemented in the SPS approach today, i.e. as small specific elements in each SPS. These elements cannot, however, be said to be integrated parts of the “capacity development efforts” in the broad sense that this implies in the SPS approach and it is in no way a comprehensive and coherent support to the VET system as a whole.

If this fifth principle is to be understood as “mainstreaming” of the VET activities, the fieldwork suggests that this will lead to small, isolated and very specific training activities, which serve a purpose in the specific Danish SPS, but which do not assist in strengthening the national VET system to enable it to provide the skills required not only for such purposes but more generally for skills development in a national perspective. A major question is whether an effective VET support can be built into either the BSPS, the EdSPS or into any of the other SPSs like the Environment SPS planned in Zambia, the ASPS from which there is experience from Kenya and the WSSSPS from which there is experience to build upon in Zambia as well as in Kenya and most likely in several other countries?

4. Issues in the future Danida VET portfolio

Danish support to VET will in the nearest future comprise the interventions analysed in Chapter 3 as well as a number of new interventions very recently started or still under preparation at the time of the present Follow-Up Study (cf. Chapter 2). Interventions in the latter category are so new that there is no experience on actual implementation yet and judgement on the extent to which the “problems” or “challenges”, identified in Chapter 3, have been considered and acted upon in these new intervention types, can only be made on the basis of the available design documentation.

The recommendations of the VET-Evaluation are generally reflected in these new designs (cf. Chapter 2). They are also reflected in the ongoing interventions analysed in Chapter 3. The question remains, however, whether the “problems” or “challenges” with applying the five best practices principles, identified in Chapter 3, are sufficiently taken care of? If not, the results of the portfolio, which will constitute the Danish VET support for some years to come, might continue to be as limited with respect to poverty reduction and gender equality as the VET-Evaluation assessed the former portfolio to have been.

The present Chapter 4 therefore analyses the extent to which these “problems” or “challenges” are likely to limit the effects in these respects in the future and hence whether there remain issues which Danida needs to consider, i.e. whether “further action is possible/required” (cf. ToR for the present study in Annex 1).

All the new as well as the ongoing interventions are designed in the SPS approach in the way this approach is implemented today by Danida. As there are VET elements included in different types of SPS programs this Chapter also analyses the advantages and disadvantages in this context of including the VET support in one or the other of these different types, including the separate VET SPS type.

4.1 The separate VET SPS

Though the VET SPS does not at present appear likely to be applied in the future Danish VET portfolio, it is included in the analyses below because the fieldwork in Zambia as well as in Kenya suggests that this must still be considered a relevant option.

- **VET SPS as “the state of the art”**

The VET-Evaluation considered the design (though not necessarily the actual implementation) of the “Zambia-model”, i.e. the VET SPS developed and initially implemented in Zambia with Danish support, the “state of the art” at the time of the VET-Evaluation. Thus, the VET SPS approach is an approach applying the recommendations of the VET-Evaluation and hence the five best practices principles, as interpreted in the present Follow-Up Study.

As shown in Chapter 3, there are, however, a number of preventing factors, challenges, difficulties or just generally problems in applying these principles. This means that though the principles are relevant, they should not necessarily be applied and not doing so does thus not necessarily imply missed opportunities. There are pro’s and con’s to be considered in applying the VET SPS approach as against other types of SPS programs.

- **The problems in applying the five principles**

The experience over the post-evaluation period in the two case countries indicates that the “systems reforms and institutional development” principle requires a major effort along the lines of the Zambia-model and that there is a political will to implement such a reform process. If this political will is not present and/or if Danida is no longer for one reason or another prepared to commit itself to the substantial VET support over the long period, which the application of this principle requires, the VET SPS is not an option. This is the case today and it means that this first and important principle implied in the VET-Evaluation recommendations is only implemented today to the extent that it is implemented in the other SPS types of programs.

With respect to the second principle the fieldwork in Zambia indicates, that the VET SPS can have an orientation towards the informal as well as the formal sectors of the economy. This experience and, even more so, the Kenya experience does also, however, indicate that VET support alone is not sufficient for development of the informal sector. VET support needs to be combined with other types of support, e.g. with support for getting access to credit and markets. As such other subject areas are typically quite different from the VET subject area, it could prove difficult to design a sufficiently well focused SPS, which is coherent as well as comprehensive in relation to a well defined VET subject area in a given partner country context. The future experience in implementing the “Zambia-model” in this respect could give an extremely useful input to the further learning process concerning this second principle for “best practices” VET support.

In the VET SPS the demand responsiveness principle is applied by involving the “industry” in various advisory functions for the national VET authority, which is a public entity. As the analyses in Chapter 3 show it is obviously easier to adapt the VET system to those parts of the “industry”, which are well organised to express their needs and/or have the needed purchasing power to convert these needs to actual demands for training services. In order for the national VET authority to tailor the overall system to service also those parts of society, which are less well organised or are without the necessary private means, substantial public or alternative private funding has to be available on a sustainable basis. Financial sustainability is clearly a likely problem with the national, public VET system supported with a VET SPS.

Problems around financing of the VET system are further reinforced by the fourth principle of involving private training providers. If the private part of the system is to sustain its activities by charging the full costs to the trainees, the burden of securing financial sustainability is on those who can pay and those who cannot are left out and will have no access to training. An alternative to public financing of the system is the imposition of a levy on the “industry”. This will, however, not secure equal access to training unless “industry” is willing to accept some degree of cross-subsidisation.

The fifth principle of providing VET support as part of broader SPS capacity development efforts is in principle clearly applied in a VET SPS, since the “systems reforms and institutional development” of the VET SPS involves support to national VET policy reforms and related institutional developments. In a VET SPS approach the content of the fifth principle is thus more or less identical to the first principle.

4.2 VET in BSPS

Strengthening of the VET system could be considered particularly important in relation to efforts towards increasing economic growth. As this is a main focus in the BSPS, this type of SPS might provide the necessary framework (as an alternative to the separate VET SPS) for including the VET intervention subject area in an SPS program.

Danida is today implementing BSPSs in five countries, Kenya, Tanzania, Mali, Ghana and Vietnam. In the latter two countries, the BSPS does not contain any VET support. The VET activities included in the BSPS in Kenya is analysed in Chapter 3 and a brief description of the corresponding designs of programs in Tanzania and Mali are given below. On the basis of these three BSPSs, which are an important part of the future Danida VET support portfolio, this SPS type is compared to the VET SPS with respect to the scope for mitigating the problems identified in Chapter 3 and summarised above.

- **The BSPS in Tanzania and Mali**

Since 1978, Danida has supported VET in Tanzania. In 1994, a new Vocational Education and Training Act leading to creation of a semi-autonomous national body under the name Vocational Education and Training Authority (VETA) was passed. According to the Act, VETA is responsible for co-ordination of VET in Tanzania, ensuring that the system of VET is based on demands from the labour market, is cost-effective and that maximum utilisation of existing resources is secured through decentralised planning and management. Since 1995 a main priority of Danida's assistance to VETA has been to strengthen the organisation's capacity. In 1998 the support to VETA became a component under the BSPS I. In 2002 a second phase of BSPS was prepared (BSPS II, 2003-2008) in which support to VETA became a sub-component under component three: Improved Labour Market.

The Danish support has contributed to making VETA a well established and financially sustainable organisation. With the assistance of Danida VETA has embarked on a process of decentralisation, allowing more autonomy to the regional structures. However, the process has been slow hampering efficient use of the considerable resources at the disposal of VETA. According to evaluations and reviews carried out in the period up to the preparation of the BSPS II VETA was particularly weak in all matters regarding effective stakeholder involvement and responsiveness to the demands of the labour market. In particular the Micro- and Small-scale Enterprises (MSE) sector was hardly addressed, although the vast majority of graduates will eventually join this sector. Based on this situation Danida decided to phase out the support over a three-year period (2002-2005) focusing at strengthen the stakeholders' capacity to formulate skills needs and their involvement in decision-making.

In the preparation of BSPS III it is considered to continue the support to VET, however not as direct support to selected partners but through support for the World Bank Private Sector Competitiveness Project (PSCP). Component 2 of the PSCP contains a demand- and private-sector-driven support for public technical institutions and vocational schools. Therefore, if Danida decides to enter basket/co-financing of PSCP Component 2, Danida will indirectly continue the support to VET and in line with Danida's policy emphasising that technical training and education shall be provided based on the demand of the private sector.

In Mali a BSPS is under preparation covering the period 2007-2011. The overall objective is to reduce poverty by increasing employment through support to MSEs, particularly in the rural areas.

Focus is intended to be on the informal sector with support to VET and improved access to micro credit for small enterprises and agricultural producers. The BSPS has three components: 1) Labour Market and VET, 2) Support to MSE and 3) Micro credit.

The informal sector does thus have high priority in the intended design of the Mali BSPS, as the unemployment is particularly high within this sector. Furthermore in the intended design of the BSPS it is recognised that there is a need for re-orientation of the existing VET system in Mali. This implies a shift from the traditional supply-based education and training provided by formal trainings centres to a more demand-driven approach including introduction of a new apprenticeship system.

The approach used in Mali is very flexible with regard to VET support. It is acknowledged that the institutional set-up for the VET sector is fragmented and it is described explicitly that there is no ambition to assist in development of a national sector programme due to the complexity of the sector. However, through a strategic co-operation with the Ministry of Labour and close partnership with the private sector, Danida will assist in formulation, operationalisation and implementation of national policies and strategies for increased employment and VET. At the decentralised level Danida will support the National Fund for VET, which provides funds for training activities in co-operation with the private sector. Furthermore Danida will assist an agency under the Ministry of Labour with improvement of the support to in-service training activities.

- **BSPS compared with VET SPS**

Of the three BSPSs, one has been ongoing for quite some time (Tanzania), one is recently started (Kenya) and one (Mali) is yet at the very early design stage. They provide different insights into the question of how the problems of applying the five best practices are taken care of in this type of SPS.

The Kenyan case clearly illustrates a BSPS approach, which is not a systemic approach and further that Danida in this case is not part of the dialogue on such an approach, though such a dialogue is ongoing in parts of the government administration and with several donors also interested. The scope for contributing importantly through the BSPS to skills development in an important sub-sector (dairy), affecting a large number of households, is however good. In Tanzania there would appear to be more scope than in the Kenya case for a systemic support as the system has already been established along the lines of the separate VET SPS. It is however out of the hands of Danida, since the support is intended to be financial (basket-) funding through the World Bank. With respect to the BSPS in Mali, it is too early to really judge how the set-up will be in the end. However, it does seem that the intention is to relate the support to a national initiative towards increasing employment through an improvement in the VET system, but seemingly not with a comprehensive systemic approach for the sector as a whole. Further developments can in both the Tanzania and the Mali case bring important lessons into the learning process in the future.

There is focus on the informal sector in all three BSPSs, but in Kenya it is a very partial focus and it does not address the large youth unemployment problem, though it could affect positively a considerable number of relatively poor households. The BSPS in Kenya is also clearly in line with the principle of applying a demand-driven approach and illustrates the problem that the weakest parts with little or no purchasing power are unlikely to be reached. Similarly the fourth principle of involving private training providers is applied but it is too early in the implementation phase to judge the outcome. In Tanzania, the established VET system has not become fully operational with respect to either the intended support to the informal sector or with respect to focus on demand-

driven provision of training and the involvement of private sector training institutions. Whether improvements in these respects will be achieved through the further support intended under the BSPS III cannot be judged at the present time. Neither is it possible at this point to judge the extent to which these issues will be dealt with sufficiently in the case of the new BSPS in Mali.

4.3 VET in EdSPS

The EdSPS is another obvious alternative for including VET activities in the SPS approach as VET can be seen as part of the education sector. As shown in Section 1.2, there has been considerable work on VET support during the post-evaluation period in relation to EdSPSs. Pilot activities followed by preparation, formulation and start of an EdSPS (2005-2010) with a VET component have taken place in Benin. Similar work was undertaken in Burkina Faso, where an EdSPS is also ongoing today (2005-2010). The EdSPS formulated for Bhutan (2007-2012) contains a small VET element supporting the formulation of a national VET strategy and sector budget support is provided in the Bolivia EdSPS (2005-2009), which is supporting the implementation of a national educational plan, including a transformation of technical training. The support to a World Bank project aiming to reform the VET system, which was planned as part of the EdSPS in Mozambique, is on the other hand cancelled due to political interruption.

Several of the EdSPSs are relatively new and there is thus no documentation on implementation experience yet and none of the concerned countries have been included as follow-up case countries. In the absence of fieldwork in these countries, it is difficult to fully comprehend what the set-up is and to fully assess the potential of the designs. However, TAS interviews, the Danida Board presentations and other preparatory documents have been available, particularly concerning Benin and Burkina Faso. The support in Bhutan and Bolivia is indirect sector budget support on which the information is limited. The documentation available, particularly on Burkina Faso and Benin, comprises the basis for the descriptions and the assessments below.

• EdSPS in Burkina Faso and Benin

In Burkina Faso pilot activities and studies, which were undertaken before the preparation of the EdSPS (2005-2010), showed a picture of the very fragmented VET sector split among five different ministries. One part of the sector was a small public part providing mainly academic types of education with little practical skills being taught. The other part was big and very fragmented consisting primarily of informal training institutions, including the traditional handicraft training institutions as well as more modern private training providers. The judgment of Danida was therefore that there was very limited scope for providing any substantial assistance to the VET sector. DKK 5.5 million was allocated to support development of a policy for the area over the period 2005-2010. Through this it is intended to continue to be a partner in and to contribute to maintaining the dialogue.

In Benin an EdSPS started in 2005 (EdSPS I 2005-2010) after a two-year pilot period. It is planned as a major intervention (DKK 198 million of which the VET component is DKK 30 million). The VET component is focused on pre-employment education for the large youth generations leaving the normal educational system at the age of 13 years. Traditionally, the technical education has been public supply-driven academic types of education, whereas the program intends to focus on practical skills for which there are demands. The program will establish regional centers with board representation from the private sector, including from the labour market organisations. This set-up is a new area for the ministry and the capacity of the ministry to implement the planned activities

(identify training needs, establish curricula etc.) has turned out to be too limited. The Danish support will therefore initially focus on building up the necessary administrative capacity in the ministry. Later funds will be made available for establishing new training centers and for development of new types of training courses, also for the already existing centers.

- **EdSPS compared with VET SPS**

It seems quite natural to include VET support in the EdSPSs because VET is education and should as such be part of a comprehensive national educational system. Application of the “systemic” approach should thus in principle be possible and closely coordinated with the general educational system. It is, of course, always necessary to ensure coordination between the VET system and the general educational system. It shall be possible to move from one system to the other and general education is to a large extent a pre-condition for the ability of the trainees to absorb vocational training above very basic levels. The TEVETA system in Zambia illustrates, however, that flexibility and coordination can be achieved with the responsibility for the VET system being placed in a separate national institution outside the Ministry of Education. Thus, coordination with the general educational system does not necessarily imply that the VET system should be under the Ministry of Education.

It is also important to point out that this approach in principle would address directly the poverty and gender issues and it is open for the informal as well as the formal sector. Also, Danish support to educational systems will always emphasize “equal opportunities” to all, if not necessarily “free access for all” principles and hence confront the inequality and gender biases, which the VET-Evaluation found had been insufficiently addressed in the approach used in the VET-Evaluation portfolio.

These advantages presuppose, however, that public resources are available to finance such a system, which is often not the case. VET is often given the lowest priority and too few resources are devoted to this part of the sector. Ministries of Education are typically more geared towards primary, secondary and higher education and tend to see VET as lower status kind of education. As far as VET is concerned, it remains to be seen, whether this approach can secure a demand-driven VET and build up the requested links to the private sector.

4.4 VET in other SPS types

The documentation (fieldwork and interviews) available in relation to the experience of supporting VET through components, subcomponents or elements in SPSs other than the BSPS and the EdSPS, discussed above, is limited. It comprises the ASPS and the WSSSPS, both in Kenya, and the WSSSPS in Zambia. All three are described in Chapter 3 above.

- **The “mainstreaming experience”**

The experience from these interventions is summarised in section 3.5 above, which shows that this way of designing VET support is not “capacity building” in the intended SPS sense. The support comprises very small, isolated and highly fragmented activities, which serve a purpose in the respective SPS, but which do not provide a contribution towards strengthening of the overall national system. The activities appear rather to be parallel to the activities of the national system.

These characteristics of this approach are, however, based on a very small “sample” of interventions. It is insufficient for drawing too firm conclusions concerning this option. More

experience should be analysed in order to be able to fully assess the scope of this option for providing support to VET as part of the SPS approach as an alternative to the VET SPS option.

- **An alternative to the VET SPS?**

It appears worth to consider this alternative for the future, but it requires substantially more effort in each of the possible SPSs as well as a support for the coordinating national system.

One could imagine e.g. that an ASPSP could have a VET component, which provides support to VET focusing on agricultural primary production and processing. This part of VET is not always considered an integral part of the VET “sector”. The same is e.g. the case with training of nurses and other health personnel, which might similarly be included in a Health SPS. The BSPSP could correspondingly be considered the right place for the more “traditional” VET, which is focused on handicrafts and industrial (formal sector) production. The EdSPSP might similarly be the right SPS for contributing to strengthening coordination and more generally the national system.

4.5 Advantages and disadvantages of the different SPS types

As the above assessments show there is no clear answer to the two important questions: (a) Is the separate VET SPS the only way in an SPS approach to apply all five “best practices” principles? And (b) which of the alternative SPS types provide the best framework for designing VET support in the SPS approach? Different types have different advantages and disadvantages vis-à-vis the VET SPS and hence vis-à-vis each other:

- **Comprehensive and coherent VET support?**

Past Danida experience, as indicated in Chapter 3, clearly shows that a comprehensive and coherent VET support requires a major intervention on the Danida side. The separate VET SPS is one way of providing such comprehensive and coherent VET support, but Danida does not presently appear to be willing to undertake the responsibility and the long term commitment and to provide the major inputs required for this type of SPS.

An important experience concerning “mainstreaming” as an alternative to the separate SPS VET support is that this approach does not secure either comprehensiveness or coherence. The EdSPSP in Benin and the BSPSP being planned for Mali do indicate intentions and design characteristics indicating both comprehensiveness and coherence, but it is far too early to judge the extent to which they will succeed. The BSPSP in Kenya would appear able to provide support in a similar way, but for too “narrow” a sub-sector seen in the perspective of a national VET system.

The analyses above concerning the alternatives to the separate VET SPS do indicate that it is an issue to be considered in the future whether comprehensiveness and coherence could be achieved through smaller (aligned and harmonised) Danida contributions by seeing the VET subject area or “sector” as consisting of “sub-sectors” such as skills for agricultural production and processing or for provision of health services, etc. A Danish contribution could maybe in that case be seen as part of the capacity building efforts in an ASPSP or a Health SPS. Other sub-areas could similarly be imagined for skills development related to non-agricultural productive sectors and related service sectors and maybe built in to a BSPSP. Such “sub-systems” should, however, in any case be part of an overall coordinated national system, coordinated also with the national educational system.

- **Informal sector orientation?**

The question of how to design and implement VET support in such a way that the support makes a clear contribution towards development of the informal sector remains an issue in relation to all the SPS types discussed above. Experience from the Zambia and Tanzania cases, where the VET support was provided in the form of a separate SPS, shows that even in this approach is the informal sector orientation principle difficult to implement and the issue is whether this principle should at all be adhered to in future designs.

Only in the EdSPS in Benin is there a clear attempt to tailor the support towards building up a national VET system, which provides VET to all secondary school leavers, who become part of the informal sector if they do not find employment opportunities. However, it remains to be seen whether the acquisition of vocational skills is sufficient for them to find jobs in the future. If not inclusion of the VET support in an EdSPS is not a solution to the problem of developing the informal sector.

- **Financial sustainability?**

Financial sustainability is also a key problem area in all the SPS types and they can in principle all in different ways combine the three major financial sources, public funding, a levy on “industry” and fees paid by the trainees themselves.

The separate VET SPS may be seen as the approach, which best combine public funding with a private levy and secures that not only market demands but also the needs in relation to a socially balanced growth process are satisfied by the system. The EdSPS may lean more towards public financing and hence provide more equal access. The BSPS leans more towards private funding, including fee payment by the trainees themselves and hence is less open to the less well-off. For the other SPS types, the possibilities for one or the other financing alternative would appear to depend very much on the sector characteristics with e.g. ASPS leaning more towards private financing and a Health maybe more towards public financing.

- **Equity or efficiency?**

When the fourth principle is combined with the third, i.e. “privatising” the whole VET “sector”, the efficiency of the whole system is likely to increase. It does also, however, reinforce the issue of “equality”.

In the VET SPS special “windows” for the informal sector, public “subsidisation” of parts of the VET system and scholarship policies, etc. can be incorporated to secure reasonable equality in access and hence contribute to spreading the benefits of the growth process. But such measures presuppose public financing and/or cross-subsidisation of private financing e.g. through a levy on “industry”.

5. Conclusions

The **overall conclusion** of the present Follow-Up Study is that the VET-Evaluation provided an important contribution to the organisational learning process in Danida. It identified a number of problem areas, which in the judgment of the VET-Evaluation resulted in too limited results in terms of Danish development objectives from the intervention portfolio analysed. The recommendations intended to change this and hence to achieve better results from future VET interventions.

Specific conclusions are below summarised in terms of the five areas of the Scope of Work in the ToR of the Follow-Up Study, cf. Annex I.

5.1 Actions, Effects and Preventing Factors

- **Actions**

During the post-evaluation period a number of activities were undertaken, which were generally in accordance with, if not necessarily a result of the VET-Evaluation recommendations. It was the period in which the international aid agenda moved towards intensified donor harmonisation and alignment. Danida developed the AMGs, which came to include several of the key general VET-Evaluation recommendations. Also in relation to the specific VET intervention recommendations major actions were undertaken. The Skills Development Policy Paper (2004) and several revised country strategy papers reflect such actions and they are generally in accordance with the recommendations, though it remains difficult in some cases to judge if these developments are directly related to the VET-Evaluation. Over the last few years a number of new SPSs with VET-support elements have also been prepared or are under preparation. From what can be assessed from the preparatory documents it seems that the best practices principles, as implied in the recommendations, have been taken into consideration in this preparatory work.

- **Effects**

Whether the activities mentioned above are “actions” or “effects” or both is not too important. The activities do in any case show that the learning process has continued in Danida over the post-evaluation period and that the VET-Evaluation has been useful in documenting, through the specified recommendations, what it found to be the best practices for design and implementation of VET interventions for the future. Though it cannot be said unambiguously that Danida has implemented the recommendations as such, they have certainly not been neglected in the post-evaluation period, as the analyses in Chapter 2 document.

The question remains, however, whether the problem areas identified by the VET-Evaluation are still relevant and hence whether “issues” remain as to how VET interventions should be designed and implemented in the future?

The recommended change towards a “systems reforms and institutional development” approach from the former approach of supporting individual training institutions is a major change in the principles of best practices. The post-evaluation experience in both Zambia and Kenya suggest that this principle is still valid but also that it is not uniformly applied by Danida today. In neither of these two countries is the principle applied, though the perspectives for doing that would appear to be good in both cases. It is difficult to assess the extent to which the principle is applied in the

newly prepared EdSPSs and BSPSs in other partner countries, though it has been “taken into consideration” in the preparatory work so far.

More focus on “supporting the informal sector” is another major change in the best practices suggested in the recommendations. Analyses related to implementation of the VET system in Zambia (now without Danish support to VET) indicate that this principle is still considered valid, but also that it is difficult, because development of the informal sector requires more support than VET alone. A similar conclusion is found from the analyses in Kenya, where VET support is only one element in programs, which aim at developing the informal sector. Thus, it is today an issue whether this principle should or should not be adhered to. The new BSPS in Mali and the new EdSPS in Benin are examples of VET interventions in the SPS approach, which try to involve the informal sector as recommended in the VET-Evaluation. However, no actual implementation experience is yet available.

A third major principle implied in the VET-Evaluation recommendations is “demand responsiveness”, which remains a valid principle according to the findings from the fieldwork in both Zambia and Kenya. In Zambia this principle is being implemented by giving more autonomy to the public training institutions and by requiring more “cost recovery” efforts, giving incentives for the institutions to tailor made courses and curricula to the demand. The principle is also clearly an important principle in the VET-support to be provided under the BSPS in Kenya, through which all training activities will be paid for by the trainees, providing incentives for the training institutions to adapt to market demands and recover costs. The analyses in Kenya do, however, also point to an issue, which should be taken into account in applying this principle. There is a difference between “need” and “demand” and though the supply of training should clearly adapt to the needs of the country, adapting to demand may also result in a adapting to the needs only of those who have the “purchasing power” to turn need into market demand.

Demand responsiveness is related to the fourth principle to “involve private training providers” in the supply of training. The former approach supported typically only public training institutions. The VET-Evaluation suggests that private training institutions are more efficient than public institutions in adapting their training courses to the demand. There is very limited new experience to build upon, but the VET system in Zambia is open for private providers to register and to become accredited and hence to become part of the formal VET system. In Kenya, the BSPS intends to build as much as possible on private training providers and to make public institutions “recover costs” by offering services, which are in demand by the market. The VET-support provided under the ASPS on the other hand continues to support the districts YPs and to finance the training activities. Financial sustainability is, however, an issue, which needs to be considered and an “efficiency-equity” trade off is likely to be present. A levy, imposed on the “industry”, seems to be an important element in securing financial sustainability of the system and it could lessen the trade-off issue, if cross-subsidisation is an accepted principle by the “industry”, but it can be politically difficult to introduce.

The fifth principle of supporting VET “as broader capacity development efforts” is not clear. It seems to refer to the fact that all future VET interventions are to be formulated in the SPS approach for which the recommendations are not specifically formulated. In the present study this principle has been interpreted as to mean “mainstreaming” VET activities in line with “themes” and “cross-cutting” objectives. The fieldwork in Zambia and Kenya suggests that the mainstreaming approach as actually implemented will result in small and highly fragmented VET

activities, which would be inconsistent with the principle of “systems reforms and institutional development”.

- **Preventing factors**

Due to the attempts to concentrate individual country programs to three sectors only, there is relatively little scope for support to VET as a separate sub-sector. The VET intervention subject area does not appear to qualify as a “sector”. As the issues discussed in Chapter 3 are difficult to handle otherwise in the SPS approach, it must be concluded that the way this approach is applied today by Danida is a major “preventing factor” on designing relevant and effective VET interventions.

The two country cases also indicate that opportunities for achieving results through such interventions could be “missed” because of the rigid SPS approach. In Zambia, the system is now in place and results should begin to come from operating it in the future. In Kenya, Danida has been supporting VET for many years and could be part in a dialogue, which could lead to a national program along the lines of the Zambia model, from where Danida would have (had) valuable experience to draw upon. It should, however, be emphasised that political difficulties on the part of the partner countries are also important preventive factors in both countries. Thus, whether opportunities are really “missed” is difficult to assess.

Other preventing factors for implementing the VET-Evaluation recommendations are the complex nature of developing the informal sector and of solving the youth unemployment problem. The best practices implied in the VET-Evaluation recommendations involve a broader and more comprehensive VET-support than the old approach of narrow and primarily technical assistance to selected individual supply-driven training institutions. Even so, it is an issue how broadly the VET-intervention subject area should be defined and what can be expected achieved with this type of support?

5.2 Further Actions

The Follow-Up Study finds that there is no need to undertake any further specific action on any of the ten recommendations as such. The learning process has continued, the contexts have changed and new experience has been gained. The new VET interventions, which have been designed during the post-evaluation period, are all (except South Africa) designed in either a BSPS or an EdSPS modality, which are new types of interventions. They therefore constitute a new portfolio of VET interventions, which is quite different from the VET-Evaluation portfolio. A new evaluation after a period of implementation of these new types will be valuable to bring the learning process on VET interventions further by adding learning from this new experience.

There are, however, as discussed in Chapters 3 and 4 a number of issues, which should be considered.

- **Issues for future consideration**

Apparently, it is only in Benin that Danida seems to be involved as the major (lead) donor with a comprehensive support to VET along the lines known from the past support in Zambia and Tanzania. This may be rightly so, but what has changed since 2002 to make the VET SPS modality, at that time considered by Danida to constitute best practices, a no-go modality today? Does Denmark have a “niche” (VET related to the Danish tripartite labour market system), a special

comparative advantage, which ought to be utilised to provide support to an intervention area, which has become more and not less politically important in many of the Danish partner countries since the VET-Evaluation? If the separate VET SPS is not an option today, it is an important issue how coherence and comprehensiveness is achieved in the support to be provided in other types of SPS programs. It will depend on the context in the partner countries.

If the VET intervention subject area is considered to be an important area in relation to the Danish development assistance objectives, it is necessary to maintain the dialogue with all the partner countries on where and how Danish support may be most effectively provided as part of a comprehensive plan in a national perspective. This requires the availability of sufficient Danish expertise at both the Embassy and the Headquarter levels. The dialogue is needed as effective support presupposes that the interventions are designed in relation to national policies and institutional frameworks in the partner countries and in cooperation with other donors in the same subject area. Only through a close participation in the dialogue at the national level can Danish continue to provide a major support in this subject area aligned and harmonised with the needs of the partner countries.

It is not possible on the basis of existing knowledge to conclude firmly whether one or the other of the SPS modalities are best and if the VET SPS modality is not an option. However, taking VET into each of the Danish sector SPSs, of which there will in the future be a maximum of three in each partner country, seems so far to have resulted in a very partial and fragmented support to VET. Whether it could be done differently is an open issue.

Both the BSPS and the EdSPS might provide sufficient framework for a major comprehensive and coherent support, but the experience is yet insufficient to assess this and to judge which of the two modalities in that case would provide the most effective framework. This is also likely to vary from country to country. Generally, however, there are major issues to consider in all cases. The EdSPS framework may be better for securing equity (rich/poor, male/female, etc.) than the BSPS, where developing “market forces” is an important strategic element. The BSPS framework may on the other hand provide a “practical culture”, which is more focused on practical skills than the EdSPS, which might typically be dominated by an “academic culture”. The BSPS may thus provide a better framework for developing demand-driven VET with inclusion of private training providers and for involving the labour market organisations.

When considering the importance of the VET subject area in Danish development assistance policies and strategies it should be noted that the “problems” of the informal sector and the youth unemployment are not likely to be solvable through VET assistance alone. The creation of jobs and other income generating opportunities require more than training. It could be considered to see VET-support more in relation to major economic growth/export potentials and hence define the VET “sector” narrowly, focusing on skills development tailored particularly to this. This option does, however, raise the issue of equity.

- **The VET-Evaluation and the learning process**

As the above clearly indicates the VET-Evaluation has been very useful as a contribution to the organisational learning process.

There has been criticism, as mentioned earlier, of the VET-Evaluation, i.e. on the methodologies and approaches applied and the conclusions and recommendations have been questioned on this basis. The present Follow-Up Study has not gone into these discussions and cannot assess the

extent to which the analyses of the VET-Evaluation portfolio are right or wrong. Neither is the Follow-Up Study a new evaluation of either the original portfolio or the today existing portfolio.

The value of the VET-Evaluation lies in the documentation of the major shift in the Danida approach to design and implementation of VET interventions, which had been underway for some time in some countries at the time of the VET-Evaluation. Further, the VET-Evaluation pointed out key problem areas in the former approach, problem areas, which the present fieldwork has generally confirmed as key problem areas in VET interventions. The recommendations and the implied best practices at the time has helped to focus the follow-up analyses of the ongoing and newly designed VET interventions and to point to issues concerning scope for better results from these interventions in relation to Danish development objectives.

Annex I: Terms of Reference

Copenhagen 29. November 2006
File No. 104.A.1.e.50

Terms of Reference

Follow-Up Study on Evaluation of Danish Assistance to Vocational Education and Training (2002/5)

1. Background

The evaluation was carried out by COWI from September 2001 to June 2002. The objective of the evaluation was to "... compile relevant "lessons learnt" in order to improve the quality of Danish assistance in the fields of vocational education and training..." (VET). Further, the evaluation should contribute to a strengthening of education and training systems for the formal as well as the informal sectors in developing countries.

Overall the conclusion of the evaluation is that a major shift in policy and practice has taken place over the evaluation period in the Danish VET-support, as the main emphasis has shifted from support to individual training centres to supporting system reforms and institutional development. However, the evaluation found a considerable gap between Danish policies on poverty reduction and gender equity and the actual implementation and effects of the Danish support to vocational education and training.

Given the overall objectives of Danish development assistance, the overall recommendation of the evaluation is that the role of skills development in Danish aid programmes should be strengthened through a "reorientation of VET-support practice to ensure that it contributes more effectively to poverty reduction and gender equality...". This overall recommendation is specified to comprise ten specific recommendations, the implementations of which are to be the focal point of the present follow-up study.

In accordance with the normal procedures of undertaking a first follow-up check one to two years after the evaluation, a first follow-up was in the present case undertaken by BFT in March 2004. The note describes briefly the general situation at the time of the follow-up and emphasises that only in the case of Mozambique and Ghana has a new initiative been taken since finalisation of the evaluation. In addition to this, the note comments on each of the ten recommendations of the evaluation report.

In the "Review of Evaluation in Danida" (2003), the independent reviewers recommended that the Evaluation Department went one step further than just tracking the recommendations made in the evaluation reports. It was proposed that a systematic review was undertaken of whether the recommendations, when implemented, have had the

intended effects on projects, programmes or policies. Hence, the present Follow-Up Study, which is to be the third of its kind.

2. Objective

The main objective of the Follow-Up Study is to perform a systematic assessment of the effects of the recommendations of the evaluation of Danish Assistance to Vocational Education and Training and to identify the constraining factors preventing recommendations from being followed.

3. Scope of Work

The study shall comprise, but not necessarily be limited to:

- An assessment of the action taken on each of the accepted recommendations in the evaluation report indicating which steps have been taken
- An assessment of the effects of each of the accepted recommendations on projects, programmes and policy
- A brief description of the main factors preventing accepted recommendations from being followed
- An assessment of the necessity/possibility of further action on each of the accepted recommendations
- An assessment of the utility of the evaluation as a learning instrument

In undertaking the study, the experience and lessons learned from previous follow-up studies shall be taken into consideration and findings of the present study shall relate to these lessons as found appropriate. This applies in particular concerning the concept of effects and the backward and forward looking perspectives, respectively.

4. Method of Work

Work shall be undertaken in two phases, a desk study phase and a fieldwork phase. The fieldwork phase shall, however, be undertaken only if judged needed by the Evaluation Department on the basis of the results of the deskwork.

During the desk study phase key documentation, available in Copenhagen, shall be studied and interviews with key Danida personnel conducted in Copenhagen or from Copenhagen through videophone or telephone. A questionnaire to be used as a guide for the interviews shall be prepared in advance and presented to the interviewees before the interviews are to take place. During this phase a draft Desk Study Report shall also be produced, including recommendations concerning a fieldwork phase, if found needed. Should the Evaluation Department decide that a fieldwork phase is not needed, the draft Desk Study Report shall be finalised and submitted as the completed Follow-Up Study Report.

In case the decision is to continue the study with a fieldwork phase, a final Desk Study Report shall be prepared, which include a brief chapter on the proposed approach to the fieldwork. This draft Desk Study Report shall be forwarded to the Danish Embassy of the country(-ies) selected for the fieldwork and e-mail consultations with the Danish Embassy concerning the field visit programme shall take place before the beginning of the fieldwork. This work will include interviews with informants from the main stakeholder groups in the country(-ies) visited. Additional documentation shall also be collected during this phase and together with the interview information analysed for inclusion in the final Follow-Up Study Report together with the findings from the Desk Study Report. A Debriefing Note shall also be produced and presented to the Danish Embassy at the end of each country visit.

The final Follow-Up Study Report of maximum 30 pages shall include an Executive Summary of maximum two pages. The draft of this report is to be distributed to all stakeholders for comments before being finalised.

5. Timing

The work shall start December 14, 2006 with preparations for the conducting of rounds of interviews during end of December and early January (assuming Danida key informants to be in Copenhagen during this period). The desk study will continue through January 2007 and the fieldwork, if decided upon, shall take place soonest possible after the completion of the desk study.

The draft Desk Study Report shall be prepared before the end of January 2007 and the final Follow-Up Study Report shall be submitted to the Evaluation Department not later three weeks after having received comments on this draft or alternatively (if fieldwork is undertaken) after having received comments to the draft Follow-Up Study Report.

References

- Danish Assistance to Vocational Education and Training, Ministry of Foreign Affairs/Danida, 2002/5*
- Danida Evaluation Policy (2006)*
- Danida Evaluation Guidelines (November 2006)*

Annex II: Support to VET during the period 2002-2007

Country	Intervention	Status
Bangladesh	▪ Support to UCEP, Phase 5, 1996-2004	Phased out
Bangladesh	▪ Support to UCEP, Phase 6, 2004-2007	Ongoing
Benin	▪ Pilot phase of EdSPS 2004-2006 – Support to VET as a component	Phased out
Benin	▪ EdSPS (2005-2010) – Support to VET as a component	Ongoing
Bhutan	▪ EdSPS (2007-2012) – Support to formulation of national strategies including VET	Ongoing
Bolivia	▪ EdSPS (2005-2009) - Sector Budget Support to assist implementation of the Ministry of Education’s Multi-Year Plan (POMA), which include transforming of technical training	Ongoing
Burkina Faso	▪ Pilot phase of EdSPS 2004-2006 – incl. VET-study	Phased out
Burkina Faso	▪ EdSPS (2005-2010) – Support to formulation and implementation of VET-policy	Ongoing
Eritrea	▪ TVET-SPS (2000-2005)	Phased out
Kenya	▪ Micro-Enterprise Development Project (1999-2005)	Phased out
Kenya	▪ BSPS (2006-2011) – Support to VET as part of component 2: “Enhanced Competitiveness of MSESEs” by complementing a ongoing DFID project	Ongoing
Mali	▪ BSPS (2007-2011): Proposed support to VET as a component	Under preparation
Mozambique	▪ EdSPS (2002 – 2006): Support to rehabilitation of 7 technical colleges	Phased out
South Africa	▪ Support to Education and Skills Development Programme I (2002-2005)	Phased out
South Africa	▪ Support to Education and Skills Development Programme II (2005-2008)	Ongoing
Tanzania	▪ BSPS II (2003-2008) – Support to VET as a sub-component under component three: Improved Labour Market.	VET-support phased out in 2005
Tanzania	▪ BSPS III (2008-2013) – proposed support to VET through World Bank Private Sector Competitiveness Project.	Under preparation
Zambia	▪ TEVET-SPS (2001-2006)	Phased out

Annex III: Interpretation of Danida comments

Recommendations	Follow-up comments	Interpretation of comments	Actions / Direct effects
<p>1. NGOs and private sector involvement Continue support to systems reform and institutional development, but rely more on NGOs and private sector in the provision of vocational training</p> <ul style="list-style-type: none"> ➢ Experimental approaches involving the private sector, community initiatives and NGOs are required 	<p>Danida is in agreement with the recommendation and will increase the efforts to involve the private sector, community initiatives and NGOs in VET-programmes where possible, as is already the case in some of the programmes</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper</u> produced which includes guidelines for involvement of the private sector and NGO's in the provision of VET ▪ <u>Experiments undertaken</u>
<p>2. Development of skills Strengthen skills development in the SPS as part of broader capacity development efforts.</p> <ul style="list-style-type: none"> ➢ Within the sector support, Danida should support public-private skills development partnerships between national and local authorities on the one hand, and industries and NGOs on the other 	<p>Danida is in the process of developing new guidelines for skills development in the sector programme support, and will include VET among the instruments to be considered in the individual programmes. However, it is also the intention to maintain VET as separate sector programmes / components.</p>	<p>Partly agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper</u> produced which includes VET as an instrument to be considered in the individual programmes ▪ <u>Support to public-private partnerships are increased</u>
<p>3. Relevant and opportunity-driven VET-support Danida should develop appropriate criteria and processes to guide the development of more relevant and opportunity-driven VET-support. This new, more demand-responsive approach would most likely imply a refocusing of Danish VET-support from an emphasis on pre-employment training to an emphasis on work-related in-service training.</p>	<p>In the VET-programmes supported, Danida is already including work-related in-service training. Danida will strengthen the attempts to support opportunity-driven VET-programmes.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper</u> produced which includes guidelines for support to opportunity-driven VET Programmes. ▪ <u>Greater emphasis on work-related in-service training in the design of future VET-programmes</u>
<p>4. Country-specific analysis of needs and opportunities Decisions on the type of VET-support to be provided to the various countries should be based on in-depth country-specific analysis of needs and opportunities. Including gender-sensitive analysis of the demand for skilled labour in the various countries and regions within countries</p> <ul style="list-style-type: none"> ➢ Project-related training must be part of a well-conceived human resource development strategy for each supported organization ➢ Training needs assessment should be undertaken as well as training impact assessments. ➢ Study tours are potentially very useful, especially to countries that have similar training environments. ➢ Study tours to Denmark or other advanced industrial countries are unlikely to be cost-effective. The cost of all overseas training should be fully incorporated into the project document. 	<p>Danida is in agreement with this recommendation.</p> <p>Danida will include in-depth analysis of the needs and opportunities of the demand for skilled labour in the preparation of new VET-programmes and will generally increase the efforts to ensure that all analytical work in connection with on-going and new programmes is more gender-sensitive.</p> <p>Danida takes note of the specific recommendations and will apply them as relevant in the on-going and new VET-programmes.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper</u> produced which includes guidelines for preparation of new VET-programmes. ▪ <u>Gender-sensitive analyses are undertaken as part of the analytical work in connection with on-going and new VET-Programmes.</u> ▪ <u>In-depth country-specific analyses of the demand for skilled labour are undertaken in preparation of new VET-Programmes.</u> ▪ <u>The number of study tours to DK are reduced</u>

<p>➤ Wherever possible, arrangements should be made for machinery and other equipment to be serviced by local firms. Generally, more attention needs to be given to equipment training.</p>			<ul style="list-style-type: none"> ▪ <u>Use of local suppliers of machinery and other equipments are increased</u>
<p>5. Programming and design of VET-programmes The quality of the input for programme identification and design as well as the framework for these activities should be further examined by Danida. A review of modalities applied and experience gained by other donor agencies may prove to be helpful in this connection.</p>	<p>Danida is reviewing its guidelines for programme identification and design and will include experiences by other donor agencies in this review. Concerning support to VET, Danida is an active participant in donor information networks and will continue to utilize the information provided by these in the identification and design of future VET-support.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Revised guidelines for programme identification and design produced</u> ▪ <u>Greater participation in donor information networks</u>
<p>6. Donor harmonisation and basket funding Instead of insisting on its own procedures, Danida should contribute more effectively to donor-co-ordination of policies as well as to the elaboration of joint implementation modalities and control mechanisms, which would allow Danida to contribute to basket funding, accompanied by joint reviews and follow-up</p>	<p>Danida agrees with this recommendation and will continue its efforts to secure national ownership of programmes by supporting donor co-ordination and joint support-programmes with joint procedures based on national procedures and institutional set-up. This applies for Danish support to all sectors.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Guidelines/agreements regarding support to donor co-ordination and joint support-programmes produced/made (Rome and Paris declaration)</u>
<p>7. Competence requirements Danida should apply better tools and methods in the analysis of competence requirements for successful programme planning and implementation, in particular when sector or sub-sector priorities are undergoing fundamental change.</p> <p>➤ Danida advisers with strong management backgrounds should be recruited for projects, which are primarily concerned with major organizational change.</p> <p>➤ Closer monitoring and appraisal of all technical assistance personnel is essential. This also includes consultants used for equipment procurement, installation and training as well as consultants involved in project identification, appraisal and reviews.</p> <p>➤ Management capacity constraints were consistently underestimated. System and organizational development projects should ensure that top managers are recruited at the start of the project and intensive management training provided.</p>	<p>Danida generally agrees with the recommendations, which are in line with its overall efforts to strengthen results-based management in the development aid.</p> <p>Over the past years the focus of the VET programmes has shifted from technical skills to organizational and management issues. This change will gradually be reflected in the job descriptions of the advisers. Danida is generally strengthen the recruitment and monitoring of advisers. As for the national managers, their selection is not in the hands of Danida.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>AMG for provision of technical assistance produced</u> ▪ <u>Skills Development Policy Paper produced</u> which includes guidelines for competence requirements in relation to VET-programmes. ▪ <u>Changes in job descriptions reflecting the shift from technical skills to organizational and management issues</u>
<p>8. Impact assessments Robust impact assessment should be undertaken of Danida-support to VET projects and programmes. These assessments should include properly designed and implemented tracer surveys of representative samples of graduates, who completed their training just prior to the start of the project in order to establish a proper baseline and at appropriate intervals thereafter.</p>	<p>Danida will attempt to ensure that baseline and regular tracer studies are formalized elements in the VET-programmes supported.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper produced</u> which includes guidelines for baseline and tracer studies as formalized elements in VET-programmes. ▪ <u>Baseline and tracer studies undertaken</u>

<p>9. HIV/AIDS impact assessments HIV/AIDS impact assessments should be regularly undertaken in order to monitor the effects and impact of the epidemic in both staff and students. Data on indicators should be collected regularly. This includes staff sickness / absenteeism and mortality as well as student dropout by reason.</p>	<p>During the recent 3-4 years all Danida-funded VET-programmes have included HIV/AIDS awareness-raising activities. The training institutions register sickness/absenteeism and mortality. Danida will assist in the development and improvement of systems to monitor the effects of the epidemic on staff and students as well as preventive measures.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>Skills Development Policy Paper</u> produced which includes guidelines for support to HIV/AIDS impact assessments. ▪ <u>Support to development and improvement of systems to monitor the effects of the epidemic are increased</u>
<p>10. Use of advisers Danida should review its staff assessment procedures and methods. Terms of References of Advisers should be worked out and monitored in closer consultation with host institutions. The evidence of this evaluation speaks against the current practice of asking the advisers to work both as de facto financial controllers on behalf of Danida and technical experts assigned to advise host institutions. Much greater use should be made of developing country expertise.</p>	<p>Danida agrees with the recommendation. Danida is presently reconsidering the guidelines for the provision of technical assistance, including the use of advisers. The recommendation provided in this evaluation will provide an input to this review.</p>	<p>Agreed.</p>	<ul style="list-style-type: none"> ▪ <u>AMG for provision of technical assistance</u> produced reflecting the recommendations provided in the evaluation.

Annex IV: Persons consulted

Copenhagen – (5th of January – 29th of March 2007)

Holger Berndt Hansen	Chairman of the Board of Danida
Kristian Edinger	Senior Adviser, TAS, Education
Lasse Møller	Senior Adviser, TAS, Private Sector Development
Knud Mortensen	Senior Adviser, TAS, Education
Hanne Carus	Chief Adviser, TAS, Agriculture
Finn Nielsen	Senior Adviser, TAS, Region of origin
Lise Kaalund-Jørgensen	Senior Adviser, TAS, Health
Thomas Djurhuus	Neighbourhood Programme
Jesper Andersen	Counsellor of Education, Embassy of Nicaragua
Svend Erik Ladefoged	Danida Adviser, VET, Zambia
Mogens Jensen	Former Senior Adviser, VET, Danida
Anders Serup Rasmussen	Ambassador, Danida
Tove Degnbol	Chief Adviser, TAS, Capacity Development
Poul Erik Rasmussen	Senior Adviser, TAS, Education
Birgit Madsen	Senior Adviser, TAS, Water and Sanitation
Morten Elkjær	Deputy Head of Department, TAS

Zambia (5th – 14th of March 2007)

Royal Danish Embassy

Orla Bakdal	Ambassador
Hans Christian Aaskov	Counsellor
Peter Sieverts	Programme Coordinator, Water and Sanitation

Ministry of Science, Technology and Vocational Training

Dr. Paul Zambezi	Permanent Secretary
J. Mukuni	Director, Vocational Education Training Department
Davison K. Mendamemda	Director, Planning and Development
Mr. P. K. Kinima	Director, HRD Department

TEVETA

Mr. M. D. Sichula	Chairman of TEVETA, Chairman of Zambia Chamber for Small and Medium Size Business Association and member of Zambia Business Forum
Dr. P. K. Nkanza	Director General, TEVETA
David C. Chakonta	Director, Development Division, TEVETA

Choma DTAC

Monica Haambayi	Choma Trade Training Institute, member of Choma DTAC
Pastor Sitaleka	Chairman of Choma DTAC and Chairman of DBA
Mr. Lungu	Chodort Training Center and member of choma DTAC

LIBES

T. Kalantiya Principal of Libes

Other

Mr. T. Chisambo Managing Director, Brunos Jatropha, , Zambia Federation of Employers

Dr. S. Mashamba Excutive Secretary, National Council for Construction

Donors

Vicent Snijders First Secretary, Education, Royal Netherlands Embassy

Given Mwanakatwe Daka Programme Officer, Education, Royal Netherlands Embassy

Kenya (15th – 23th of March 2007)

Royal Danish Embassy

Bo Jensen Ambassador

Hans Henrik Madsen Counsellor Development

Joe Okudo Programme Officer, Private Sector Development

Ministry of Trade and Industry

Hezekiah B. Okeyo BSPPS coordinator

BSMDP

Kevin Billing Project Manager, BSMDP

ABD

Christan Sørensen Senior Advisor, ABD

George Mazuri Yaa ABD Coordinator, ABD

Other

Harun N. Baiya Chief Executive, SITE Enterprise Promotion (NGO)

Annex V: Programme for field work

Zambia

Tuesday, 6 th march 2007	<ul style="list-style-type: none"> • Arrival Lusaka • Meeting, Royal Danish Embassy
Wednesday, 7 th march 2007	<ul style="list-style-type: none"> • Meeting, Ministry of Science, Technology and Vocational Training • Meeting, Royal Danish Embassy (WSSPS) • Meeting, TEVETA
Thursday, 8 th march 2007	<ul style="list-style-type: none"> • Leave for Livingstone • Arrival Livingstone • Visit and meeting, LIBES
Friday, 9 th march 2007	<ul style="list-style-type: none"> • Leave for Choma • Meeting, Choma DTAC • Leave for Lusaka • Arrival Lusaka
Saturday, 10 th march 2007	<ul style="list-style-type: none"> • Study documentation
Sunday, 11 th march 2007	<ul style="list-style-type: none"> • Prepare/discuss outline • Prepare questions for initial meeting with Embassy, Nairobi
Monday, 12 th march 2007	<ul style="list-style-type: none"> • Prepare Wrap-up meeting with Embassy • Royal Netherlands Embassy • Meeting, Chairman of TEVETA and Chairman of Zambia Chamber for Small and Medium Size Business Associations
Tuesday, 13 th march 2007	<ul style="list-style-type: none"> • Meeting, Zambia Federation of Employers • Debriefing, TEVETA • Debriefing, the Royal Danish Embassy • Meeting, National Council for Construction
Wednesday, 14 th march	<ul style="list-style-type: none"> • Arrival to Nairobi

Kenya

Thursday, 15 th march	<ul style="list-style-type: none"> • Meeting, Royal Danish Embassy • Arrange programme and transport for trip to Mombasa • Summarize Zambia findings
Friday, 16 th march	<ul style="list-style-type: none"> • Prepare trip to Mombasa • Study documentation • Meeting, BSMDP
Saturday, 17 th march	<ul style="list-style-type: none"> • Travel to Mombasa • Meeting, Senior advisor, ABD
Sunday, 18 th march	<ul style="list-style-type: none"> • Discuss Kenya findings • Revise outline

Monday, 19 th march	<ul style="list-style-type: none"> • Full day fieldtrip • Meeting, ABD Coordinator • Identify and collecting documentation • Meeting, Jua Kali Association, Kwale District • Meeting, Women Group, Kwale District
Tuesday, 20 th march	<ul style="list-style-type: none"> • Travel to Nairobi
Wednesday, 21 th march	<ul style="list-style-type: none"> • Meeting, The Royal Danish Embassy (ambassador) • Meeting, the Royal Danish Embassy (B2B) • Meeting, RATES • Meeting, SITE
Thursday, 22 th march	<ul style="list-style-type: none"> • Visit to DTI, Naivasha • Summurize Kenya findings • Detailing report outline
Friday, 23 th march	<ul style="list-style-type: none"> • Meeting, BSPS coordinator, Ministry of Trade and Industry • Departure for Copenhagen

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