

# Via Pathways to Work Mid-Term Evaluation

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## List of acronyms

AAER	Adopt Adapt Expand Respond
ANEP	Autoridade Nacional Educacao Profissional
BDS	Business Development Services
BSR	Business for Social Responsibility
IFPELAC	Instituto de Formação Profissional e de Estudos Laborais Alberto Cassimo
INEP	Instituto Nacional de Emprego
ISDB	Instituto Superior de Don Bosco
IYF	International Youth Foundation
JICA	Japanese International Cooperation Agency
MEL	Monitoring Evaluation and Learning
MVTTC	Morogoro Vocational Teacher’s Training College
PTS	Passport to Success
RVTSC	Regional Vocational Technical Services Centres
TECC	Tanzania Entrepreneurship and Competitiveness Centre
TOMT	Training of Master Trainers
TOT	Training of Trainers
TVET	Technical Vocational Education and Training
VETA	Vocational Educational and Training Authority

# 1 Executive Summary

## 1.1 Introduction

This report is a mid-term evaluation of the Via Programme, a five-year programme funded by the Mastercard Foundation and implemented by the International Youth Foundation (IYF). The overall goal of the programme is to improve economic opportunities for youth, by adjusting the collective behaviour of the Technical Vocational Education and Training (TVET) system – including government, employers, civil society, and youth. The programme is implemented in Tanzania and Mozambique.

The evaluation asks two key questions. Firstly, what change has IYF created in the TVET and market system? Secondly, how did this change happen, with reference to the implementation approach and internal systems of IYF? The aim of the evaluation is to provide information to inform and improve the programme.

## 1.2 Key change one: What change has IYF created in the TVET and market system?

### 1.2.1 Passport to Success

This evaluation first sought to assess the extent to which the Via Programme had successfully facilitated the introduction into the TVET system of Passport to Success (PTS), a life skills training programme that “is helping educational institutions, businesses, and governments bridge the skills gap between current employment opportunities and today’s young job seekers.” (IYF, n.d). TVET institutions are piloting PTS in both Mozambique and Tanzania. As of October 2018, the Via Programme had trained 2,299 students at four institutions in Mozambique, and 5,468 students at three institutions in Tanzania. While life skills are not completely new to these two countries, stakeholders reported that PTS added value to the content and pedagogy. PTS is a strong product, and feedback from trainees, trainers, industry stakeholders and government officials was uniformly positive. Participants particularly appreciated the social and emotional skills that PTS gave them. The skills gained through PTS training were valuable for private companies, who otherwise struggled to find TVET graduates with the desired work ethic and attitudes.

There was some evidence that partners were committed to sustainably implementing PTS. Teachers and TVET managers reported that PTS is influencing their overall teaching approach beyond the life-skills classes alone, by improving their approach to discipline, time-keeping, and participatory student-centred teaching. All stakeholders were interested in continuing PTS. In both countries, there is an institution which might become a ‘Centre of Excellence’, providing training and advocacy for PTS in future.

Positive interest has not yet been matched by concrete action. The direct cost of PTS (and many of the indirect costs) are fully covered by the Via Programme. There are many ideas from the Via team and other stakeholders regarding ways that it could become financially sustainable, but none have yet been implemented. There is a risk that not all stakeholders are entirely serious in their intention to adopt the programme, and that sustainability might be at risk once the Via Programme ends. Financial sustainability of PTS is made more challenging by the dispersed authority within the TVET system for allocation of funding, which requires multiple (sometimes unclear) authorisations. This is particularly true in the current TVET environment, which is extremely budget constrained. In the meantime, many stakeholders continued to treat PTS as a temporary add-on rather than a core part of their work. This is apparent in the lack of integration into course timetables, in monitoring and evaluation, and the continual requests from stakeholders for continued funding for PTS implementation. These challenges also restrict the likelihood of PTS being taken up by other public and private TVET centres, despite clear interest in doing so.

In both Mozambique and Tanzania, there is positive work to influence support functions that are critical to the successful implementation of PTS. The Via team in Mozambique is working with Autoridade Nacional Educacao Profissional (ANEP), which regulates the TVET curriculum. IYF have submitted the PTS course for incorporation into the life skills curriculum of all TVET qualifications. In theory, if PTS became a mandatory part of the IFPELAC curricula, then all IFPELAC centres would have to teach it. In Tanzania, the Via team are collaborating with the Morogoro Vocational Teacher's Training College (MVTTC), which provides trained teachers for VETA and other TVET providers. The Via Programme has trained 13 'master-trainers', permanent staff of the MVTTC who are able to provide trainer of trainer (TOT) training in PTS. MVTTC is committed to the programme and wants to become a centre of excellence for PTS within Tanzania.

### 1.2.2 Improved market system

This evaluation also assessed changes in the market system for youth entrepreneurs and work opportunities. Our key finding was that the Via Programme is not fully implementing a market systems approach to entrepreneurship and youth opportunities. In Tanzania, this is due to an explicit choice to focus on PTS implementation rather than youth opportunities and entrepreneurship.

In Mozambique, the team has invested significantly in market analysis, intervention design and management, and has an ongoing intervention in the horticulture sector. Despite good intentions and ideas, the eventual programme design did not fully incorporate the concepts and strategies of a market systems programme. The intervention is to encourage youth to take up hydroponics, the cultivation of plants without soil. The work is not based on a sustainable business model, as the hydroponics solutions were complex and expensive, limiting the chances of success and sustainability. Moreover, the primary partner (Gapi) did not have the right incentives to be the primary partner for a market systems intervention. A market systems intervention should start by finding a partner who has the incentive to continue and scale up the new model.

## 1.3 Key Question Two: How has change happened?

### 1.3.1 Implementation approaches

The Via Programme is experimenting with new approaches, and deserves credit for placing PTS training within the existing TVET systems, rather than trying to deliver it separately. All the trainers who deliver PTS are TVET trainers, the Via-supported staff sit in TVET centres, and training takes place in TVET classrooms. The Via Programme has been proactive in finding new partners and exploring new ways of engaging with them.

The Via Programme is currently very focused on PTS delivery. Significant resources are being used to make PTS work in the seven pilot TVET centres. In practice, this means that almost all aspects of PTS implementation – including curriculum development, teacher pay, material purchase, and coordination - are controlled and funded by the Via Programme. This consumes money, management time, and reduces the ownership of the partners. Given that partners are currently paid to deliver PTS training, it is questionable whether the teachers or management would take the burden on in future for free (or at a reduced rate). Moreover, it raises expectations that might not be met regarding the future of the programme.

The Via Programme has worked hard to find new partners and there are other opportunities which they could explore. Firstly, they could experiment with creating demand for PTS from the eventual customers; students, their parents, and employers. This could take the form of advertising campaigns or branding, and would help build a sustainable demand for the product. Secondly, they could branch out beyond pilot TVET centres, exploring other private and public TVET providers. Thirdly, in

Mozambique there is an opportunity to support teacher training (adapting the Tanzanian model). Finally, there is a critical step of advocacy to higher level government, which has been gradually prioritised by the Via Programme teams.

### 1.3.2 Internal approaches

The above discussion suggests that IYF has made a partial switch towards a systems approach. We now turn to considering the ways in which IYF systems, both globally and in the two countries, facilitate or hinder the use of systemic approaches.

The US, Mozambique, and Tanzanian teams agreed that implementing a systemic change programme has been a learning process for IYF. The project has reduced its focus on large beneficiary numbers, and increased the focus on the market system. This reflects a strong commitment to learning and development across the Via Programme.

The spread of the PTS curriculum is hindered by uncertainty regarding the ability and willingness of IYF to license PTS. If the Via Programme is to achieve their goals, they need to facilitate a vibrant ecosystem of providers offering PTS life skills training. This vision conflicts with the core IYF business model, in which PTS is a proprietary solution giving IYF a competitive edge in the market. Multiple stakeholders told us that they would like to have adopted the PTS curriculum and methodology, but experienced challenges when a license needed to be obtained. We understand from discussions with the IYF teams that there has been considerable internal debate regarding licensing, and there has been some progress on this issue. There is, however, still room for further clarity.

It is critical in a systems programme for negotiations to be held and important decisions to be taken quickly, based on local knowledge. Significant control exerted by a global office works against this aim. As with many aspects of this programme, the level of autonomy given to the country teams appears to be improving over time. Despite this, we feel that the balance currently tipped too far towards central control.

Sustainability strategies are developing, but need improvement. The Via Programme has devoted a lot of time to thinking about sustainability strategies. Despite recent improvements, there are still gaps in the realism and clarity. In Mozambique, we feel there is a need for focus; the team are working on multiple simultaneous initiatives. Given the progress so far, focusing on PTS is a natural step. Given the limited time remaining in the Via Programme, there is a need for clear and realistic exit strategies, which lay out the key expected changes, what needs to happen from which actors, and how IYF can facilitate these changes. This should build on the existing thinking and work from the team.

## 1.4 Recommendations

A cultural shift within IYF is required to develop a systemic change programme. A critical question to answer is whether IYF is a market player or facilitator. In other words, is IYF a permanent market actor, with a niche and a product (PTS) to sell? Or is it a facilitator, aiming to encourage others to change behaviour, but without trying to become a permanent part of the TVET system? If IYF chooses to become a facilitator, it should redesign the basic PTS model to make it as cheap, easy, and flexible as possible. It should delegate decision making to country offices where possible, and ensure that licensing is not a barrier to adoption of PTS.

What would a future systemic model look like? IYF could have an important role in providing the 'infrastructure' around PTS. By this, we mean that they should promote PTS to providers, including both government-funded and private providers. They could advertise PTS to consumers, ideally in partnership with the PTS providers. IYF should provide training and quality assurance, while developing these functions in country. Finally, they can develop a community of practice around PTS

in each country. As part of that, it might be worth investing further in the Centres of Excellence in IFPELAC and MVTTC.

For the Via Programme, a critical next step is to develop clear exit strategies, which addresses the above points where possible in the timeframe of the programme. For the exit strategy to be successful, it is critical that these ideas be translated into a clear, realistic workplan. With just eighteen months left in the project, there is little room for activities to slip and deadlines to be missed, so it should consider the likely delays from working with government partners.

Finally, for future programmes, IYF should consider whether PTS is the best starting point for a systemic programme. This evaluation has broadly accepted the focus of the Via Programme on PTS. There is a clear need for life skills, PTS is a good product, and the feedback from users is positive. In systems programmes, however, it is important not to start from the solution. In other words, the facilitator should not start the programme with a preconception of what is needed in order to reach the outcome. They should rely on their analysis and feedback from key actors within the system in order to diagnose the root causes of the system dysfunction, and address these. For future systems change programmes, IYF might consider taking a less prescriptive, more open approach. It could start with an analysis of the system, and an assessment of which changes are most likely in order to ensure that the vocational training system is most effective.

## 2 Structure of report

Section three briefly introduces the context. It discusses the Via Programme, the Passport to Success training, and summarises key aspects of the technical and vocational education and training (TVET) systems in Mozambique and Tanzania.

Section four introduces the evaluation methodology. It provides the overall framework for this evaluation, which asks two key questions. Firstly, what change has IYF created? Secondly, how did this change happen? This section also summarises the methods used in this evaluation, and the limitations of these methods.

Section five provides the findings to key question one; what change has IYF created? It starts by summarising how this evaluation seeks to assess systemic change using the adopt-adapt-expand-respond (AAER) framework. It assesses progress with PTS implementation using this framework, and then moves to assess progress towards an improved market system for youth entrepreneurs and work opportunities.

Section six answers the second key question; what did IYF do that facilitated or hindered this change? It starts by examining the implementation approaches that IYF are using and considering the extent to which they are appropriate for achieving systemic change. It then moves to examine the internal approaches of IYF. It asks the question whether IYF is working in the right way to achieve systemic change. Based on these findings, section seven offers recommendations for IYF and the Via Programme.

Throughout this report, findings from Mozambique and Tanzania are discussed together. This allows for comparison between the two countries and a better appreciation of the overall progress of the Via Programme, rather than treating it as two separate projects. Where appropriate, differences between the countries are highlighted and discussed separately.



### 3 Introduction to the context

This section first introduces the Via Programme, and then describes the Passport to Success training. It briefly describes the TVET systems in both Mozambique and Tanzania. The aim is not to be exhaustive, but to define the key terms and actors discussed throughout this review.

#### 3.1 Via Programme in Mozambique and Tanzania

The Via Programme will last for five years (2015 – 2020) with a budget of \$19.6 million, funded by the Mastercard Foundation and implemented by the International Youth Foundation (IYF). The overall goal of the programme is to improve economic opportunities for youth, by adjusting the collective behaviour of the TVET system – including government, employers, civil society, and youth.

The Via Programme is implemented by local teams in two countries; Mozambique and Tanzania. They are supported by a global team based in Baltimore, Maryland in the United States. In each country, IYF has formed partnerships with key actors in the TVET system. The primary partners are government agencies responsible for implementing and regulating technical and vocational training. The training is primarily delivered through government-managed TVET and teacher training centres, which provide short and long courses on vocational skills to youth. In Mozambique, the project is partnering with four TVET centres, while in Tanzania it is partnering with three. As well as working with the TVET systems, the Via Programme is supporting improved employability and entrepreneurship, through partnerships with local NGOs and Societies.

The Via Programme is committed to a ‘systemic approach’, ensuring that changes introduced into the TVET and entrepreneurship systems are sustainable and able to reach scale. The specific objective in working with TVET actors is to ensure that they ‘leverage system-based resources and incentives to adopt Via’s capacity strengthening products and services.’ The equivalent objective for the entrepreneurship work is to improve ‘youth inclusion in entrepreneurial market systems and services’ (Via Systems Change Results Framework).

#### 3.2 Passport to Success

The Passport to Success (PTS) life skills training programme has been the focus of the Via Programme to date, and is therefore the main consideration for this evaluation. PTS is a life skills training programme that “is helping educational institutions, businesses, and governments bridge the skills gap between current employment opportunities and today’s young job seekers.” (IYF, n.d). At the core of PTS is a set of structured lessons which guide the learner through a series of social and career-related skills. For example, students learn how to manage conflict, how to prepare for job interviews, and how to work with others. There are 100 lessons available in total, and each implementer typically chooses a selection of them.

PTS has been widely used around the world and is one of IYF’s flagship products. It has been translated into 20 languages and implemented in more than fifty countries, training over 185,000 youth to date (IYF website, accessed Feb 2019). PTS lessons are delivered by facilitators who undergo a short training course and receive follow-up coaching.

#### 3.3 The TVET systems in Mozambique and Tanzania

In Mozambique, short course technical and vocational training is primarily delivered by a government agency called the Instituto de Formação Profissional e de Estudos Laborais Alberto Cassimo (IFPELAC), under the Ministry of Labour and Social Services. IFPELAC manages 19 training centres and 23 mobile units throughout the country, training approximately 16,000 people annually. A separate agency called the Instituto Nacional de Emprego (INEP) is responsible for job placement, labour market

intelligence and other support services to the labour market. A final entity called Autoridade Nacional Educaçao Profissional (ANEP) is responsible for TVET regulation, including approving the curricula for institutions seeking accreditation, and developing curricula itself.

The split between IFPELAC and INEP is relatively new, and the two agencies were combined before 2017. The split is functional in Maputo, but in regional offices the distinction between the two remains blurred. Both agencies have partnered with the Via Programme. Implementation with IFPELAC institutions was prioritised, and the INEP partnership is only now beginning.

In Tanzania, the TVET system is older and more mature than in Mozambique. For more than 20 years, the Vocational Educational and Training Authority (VETA) has regulated vocational training and delivered it directly. In 2015, almost 200,000 trainees were trained at institutions regulated by VETA (MarketShare Associates, 2018). VETA runs 32 regional vocational training centres (RVTSCs) and many more smaller vocational training centres. In total, there are 650 centres in the country, including both VETA-run and others. VETA has regulatory authority over all TVET centres in the country, whether it manages them or not.