

# **Independent Interim Evaluation**

**Project to Promote Workplace-Based Training for Vulnerable  
Youth in Argentina**

**NOEMI PROJECT**

**FOA-ILAB-16-04**

**(Final Report)**

**Mauricio Garcia Moreno**

**December 2018**

Noemi Project contracted the services of Mauricio Garcia Moreno, an independent evaluator, to carry out the Interim Evaluation. Mr. Garcia Moreno is a senior evaluator that has evaluated projects addressed to eliminate child labor in more than 10 Latin American countries. Since 2002 he has evaluated 20 projects implemented by the International Labor Organization, CARE, World Vision, and other organizations. He also is a consultant in the fields on Management for Development Results, Performance Management, and Monitoring and Evaluation at the Inter-American Development Bank and governmental organizations across the Latin-American region.

# I. TABLE OF CONTENTS

I. TABLE OF CONTENTS.....	i
II. ACRONYMS.....	ii
III. EXECUTIVE SUMMARY .....	iii
IV. CONTEXT AND PROJECT DESCRIPTION .....	7
Project Objectives .....	9
V. EVALUATION OBJECTIVES AND METHODOLOGY.....	10
Evaluation Objectives.....	10
Methodology.....	10
Evaluation Limitations.....	13
VI. EVALUATION FINDINGS.....	13
Relevance.....	13
Project Design and Validity .....	15
Project Effectiveness.....	17
Effectiveness of Project Management.....	27
Sustainability.....	30
VII. LESSONS LEARNED AND GOOD PRACTICES .....	33
Emerging Lessons Learned.....	33
Good Practices .....	34
VIII. CONCLUSIONS.....	34
IX. RECOMMENDATIONS.....	38
ANNEX 1: List of Interviewees.....	39
ANNEX 2: Evaluation Question Matrix.....	40
ANNEX 3: Problem Tree .....	43
ANNEX 4: Methodological products .....	44
ANNEX 5: Terms of Reference .....	45

## II. ACRONYMS

AEA	Argentina Businessmen Association
CGERA	General Confederation of Companies (Tucumán)
CMEP	Comprehensive Monitoring and Evaluation Plan
COPRET	Provincial Council of Education and Labor
DYA	Development and Self-Management
EWBT	Educational Workplace-Based Training
FINES	School completion System
FISFE	Industrial Federation of Santa Fe
FLS	La Salle Foundation
GAN	Global Apprenticeship Network
GNN	GAN National Network
ILAB	USDOL International Labor Affairs Bureau
ILO	International Labor Organization
INET	National Institute of Technical Education
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MS	Monitoring System
NGO	Non-Governmental Organization
Prodoc	Project Document
SES	Socio-Emotional Skills
TPR	Technical Progress Report
UIA	Union of Industries of Argentina
USDOL	United States Department of Labor

### III. EXECUTIVE SUMMARY

In 2016, Desarrollo y Autogestión Foundation (DYA) received a US \$ 3,000,000 grant from the U.S. Department of Labor (USDOL) for the Project to Promote Workplace-Based Training for Vulnerable Youth in Argentina, grant number IL-29682-16-75-K. This project, called Noemi, is part of four grants issued by USDOL in FY2016 related to workplace-based training and apprenticeships for vulnerable youth. Two of these grants are conducting activities in Argentina: the project subject to this evaluation and the Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica and Kenya, through GAN National Networks (GNNs) Project, implemented by the Global Apprenticeship Networks (GAN).

DYA has signed subcontracts with two Argentinean organizations for the execution of certain activities: Sostenibilidad, Educación y Solidaridad Foundation and La Salle Foundation. In addition, other organizations operate the project in four municipalities and provinces of the country: González Catán, Mar del Plata, Santa Fe and Tucumán.

The legal framework and the institutional scheme of Educational Workplace-Based Training (EWBT) programs is complex in Argentina. There are over a dozen laws, decrees and national resolutions for educational and labor sectors, and provincial legal frameworks as well. There are several social programs, carrying out or supporting EWBT, that are executed by national, provincial and municipal governmental organizations, which oversee education, work, and social development policies. In addition, employers' organizations also develop EWBT programs for young people. However, these programs do not cover the existing eligible population and, in general, they lack the adequate coordination and / or targeting systems to effectively reach the young people who need them most.

The project has three goals: 1) Laws or policies supporting quality educational workplace-based training opportunities for youth, including vulnerable and marginalized youth, are improved and/or implemented by key stakeholders, 2) Employers, workers' organizations, and other stakeholders implement good practices related to educational workplace-based training for youth, including vulnerable and marginalized youth, 3) The quality of existing public and private programs that provide vulnerable and marginalized youth with prerequisite skills to enter workplace-based training programs is improved.

The main purposes of this qualitative evaluation were: 1) To review the ongoing progress and performance of the project (extent to which objectives/outcomes and outputs are being achieved); 2) To examine the likelihood of the project achieving its objectives and targets; 3) To identify ways to improve delivery and enhance coordination with key stakeholders in the remaining period of project implementation; and 4) To identify promising practices and ways to promote their sustainability.

Document analysis and interviews were used to collect data for the evaluation. Individual and group interviews were carried out with project staff (DYA and partners), direct beneficiaries (companies, schools and governmental and non-governmental organizations) and indirect beneficiaries (young people participating in EWBT) in three of the four locations where the project works (Gonzalez Catán, Mar del

Plata and Tucumán). The field trip was carried out between October 1st and 9th, 2018. On October 10<sup>th</sup>, a meeting was held in Buenos Aires with stakeholder representatives to discuss preliminary findings.

## **Findings and Conclusions**

The project design recognizes that in the country there are programs and services associated with EWBT but they operate in an uncoordinated way, without focusing their activities on the most vulnerable young people. To achieve its objectives, the project proposes to leverage the institutional capacities that already exist in the communities, to strengthen coordination among stakeholders, and to improve their capacities through a model that responds to the needs of young people and takes advantage of the available institutional offer. In addition, the project proposes to build a bottom-up model, designing solutions in the communities (with stakeholders' participation) and, then, expanding them to more extensive geographical areas, including them in the municipal, provincial and national public policies and programs. The evaluation considers that this approach is relevant to the characteristics and situation of the country.

The project has successfully implemented the design phase of the EWBT model. Output indicators show that most of the targets corresponding to this project phase have been reached and even exceeded. The project has designed the EWBT implementation processes and has produced the necessary materials for the operation of the different activities. It has also successfully involved and trained stakeholders in the four locations where it works (González Catán, Mar del Plata, Santa Fe and Tucumán) and has obtained the support of local authorities. The project has fulfilled this stage through intensive processes of dialogue and social participation, as proposed in the design.

In the field visits, it was observed that the stakeholders are enthusiastically participating in the EWBT model created by the project: teachers have adopted the Socio-Emotional Skills (SES) materials and are using them in their classes; businessmen are satisfied with the experience with interns and are inviting other businessmen to join the initiative; young people participate in the internships regularly and recommend them to their friends and classmates.

The project has taken some steps to promote the adoption of the EWBT model in public programs: it has permanently informed the authorities about the progress of the project, it has established agreements for the SES component to be implemented in schools and educational programs, and it has signed agreements of cooperation with government organizations in charge of education. In addition, some social programs are using the methodologies produced by the project in their own activities.

Given the objectives of the Noemi Project, its sustainability entails two aspects: 1) the sustainability of the specific interventions in the four locations; and 2) the sustainability of the EWBT model as part of the public policies of local, provincial or national governments. Regarding the first aspect, it is expected that the specific interventions will continue when the project ends because stakeholders consider them valid and have formally incorporated them into their work processes and practices. Regarding the second, the project needs to prepare the ground for EWBT going beyond the current scale of implementation. To do so, it is necessary to identify the technical, administrative, operational, and financial challenges that the implementation of EWBT will have on a larger geographical area.

The main challenges for the project during the rest of its execution are: 1) to complete the validation of the model and the materials produced, and 2) to promote the adoption of the models by municipal and/or provincial governments through pilot projects.

### **Emerging Lessons Learned and Good Practices**

Several elements of the EWBT model have the potential to be considered emerging lessons learned:

- Although it is desirable to improve and homogenize the legal framework, it is not essential to improve existing EWBT programs or to create more effective ones.
- If the target population of EWBT programs are vulnerable young people, it is necessary to include a component of school reinsertion and secondary school certification due to the high rates of school dropout prevalent in that population.
- It is possible to get small businesses offer internships to young people when they are provided with reliable information, timely training, and an operation scheme that assures them that the experience does not pose risks for the company.
- Community organizations can be suitable places for internships when they are provided with adequate information and training.
- It is necessary to implement a systematic process of dialogue, information, and coordination (that must be executed by a properly trained person) to involve stakeholders effectively. The components of the stakeholders' articulation model developed by the project enable an adequate sequence of information, training, and involvement of stakeholders.

The project endorses the two good practices that literature promotes for the execution of EWBT programs. First, the development of socio-emotional skills is essential for young people to successfully carry out their internships. Second, to be formative, internships need the coordinated work of trained tutors in the school and in the workplace.

### **Recommendations**

1. Prepare technical documents to help government authorities develop municipal or provincial programs based on the EWBT models created by the project. These documents should include: Studies on eligible population in municipalities and / or provinces; Data sheets of the products created by the model: Product description, target population, eligibility criteria of project beneficiaries, access rules, etc.; Process maps of products; Quality standards of products; Cost estimates of products disaggregated by stakeholder.
2. Design local plans to expand the models created by the project to the entire eligible population of the participating municipalities and / or provinces. Each plan should include budget, possible sources of funding, an implementation schedule, and measures to draw the private sector. Additionally, the plan should include the design of a monitoring and evaluation system that, after 3 or 4 years, provides enough information and evidence to expand the models throughout the country. The plans would allow the municipal and provincial authorities to have more elements to establish the budgetary and administrative processes necessary for EWBT programs.

3. With GAN Argentina, design and execute a plan to involve the private sector in EWBT programs in at least three aspects: 1) discussions with government agencies on the design of programs, 2) offer of internships for young people, 3) financing of the Backoffice processes of the EWBT model (see paragraph 100). It is important to ensure the participation of large, medium and small companies, as well as business federations.
4. Design a communication strategy based on the information about the benefits that EWBT provide to each of the stakeholders: young people, educational programs, organizations and companies that offer internships, workers' and employers' organizations, municipal and provincial governments. This approach could be helpful because EWBT programs require voluntary and enthusiastic stakeholders' participation to work properly.
5. It is suggested that, after the validation phase, the writing style of guides and materials that are part of the components of the EWBT model are reviewed in order to produce easy to understand and attractive working materials. It is also suggested to reconsider the structure and organization of all the materials to develop greater unity and coherence. The clarity and presentation of documents and working tools should support the adoption of the model by the stakeholders in the piloting phase.
6. It is suggested to USDOL to consider the possibility of allocating a new grant to be one of the financing sources for the piloting phase of the expansion of the EWBT models created by the project



## IV. CONTEXT AND PROJECT DESCRIPTION

1. In 2016, *Desarrollo y Autogestion* Foundation (DYA) received a US\$ 3,000,000 grant from the U.S. Department of Labor (USDOL) to implement the *Project to Promote Workplace-Based Training for Vulnerable Youth in Argentina-* (grant number IL-29682-16-75-K). This project, called Noemi, is part of four grants, issued by USDOL in FY2016, related to workplace-based training and apprenticeships for vulnerable youth. Two of these grants are conducting activities in Argentina: the project that is subject to this evaluation and the project *Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica and Kenya (through GAN National Networks (GNNs) Project*, implemented by the Global Apprenticeship Networks -GAN-).
2. DYA has signed subcontracts with three Argentinean organizations for the execution of several activities: Sostenibilidad, Educación y Solidaridad Foundation, La Salle Foundation and Crecer Juntos. Furthermore, Crecer Juntos and other three organizations execute the project at the local level: Develar, Jóvenes Solidarios, and Fundación Armstrong. Table 1 summarizes the activities and the place where each of them operate.

**Table 1. Organizations that Execute the Noemi Project**

Organization	Activities	Place <sup>1</sup>
DYA	Coordinates the project, manages the information and monitoring system and provides technical assistance to Crecer Juntos.	National level
La Salle	Technical support to local networks	Gonzalez Catán Municipality and Santa Fe Province
SES	Provides technical assistance for the implementation of the model to local networks and technical support on communications to the Project.	National level (communications) and Mar del Plata Municipality (technical assistance)
Crecer Juntos	Operates the local support network for young people	Tucumán Province

<sup>1</sup> The population of each of these provinces and municipalities is: Province of Santa Fe 3.4 million inhabitants, Province of Tucumán 1.5 million, Municipality of Mar del Plata 600 thousand, and Municipality of Gonzales Catán 160 thousand.

Develar	Operates the local support network for young people	Santa Fe Province
Jóvenes Solidarios	Operates the local support network for young people	Mar del Plata Municipality
Armstrong Foundation	Operates the local support network for young people	González Catán Municipality

3. The legal framework and the institutional scheme of Educational Workplace-Based Training (EWBT) programs in Argentina is complex, as evidenced by the *Mapping for Labor Insertion of Young People*<sup>2</sup> prepared by the Global Apprenticeship Network (GAN). There are over a dozen laws, decrees and national resolutions for educational and labor sectors, as well as provincial legal frameworks.
4. Employers and workers have a general perception that one of the most important laws that regulate EWBT programs (Internships Law 26.427 / 08) is poorly designed. This has generated abuses such as replacing workers with students. As a result, there is a widespread prejudice against internships and the idea that they should not be encouraged. There is a draft bill created with the participation of government representatives, employers, and workers, but there are no adequate political conditions for Congress to discuss and approve it yet.
5. Although the law establishes that EWBT can be developed both in technical schools (professional practices) and in secondary schools (internships), they are generally implemented in a low percentage of technical schools, without adequate interventions in the area of SES for young people. Furthermore, there is another legal frame for an internships program conducted by the Ministry of Labor for youngsters aged 18 and more (Entrenamiento para el Trabajo). For youngsters that haven't finished high-school, the fore mentioned internships program coordinates with a program for adult education conducted by the Ministry of Education. It is important to mention that there are 50% of students that drop out of school and do not have the possibility to be involved in internships programs.
6. The attitude of the business sector towards EWBT is not homogeneous. Some large companies, multinationals, and employers' organizations sponsor their own EWBT programs (professionalizing practices mainly), while most medium and small size companies do not develop EWBT or seek to apply them. However, because they are located closer to vulnerable population and considering the nature of their productive processes, small companies are the ones with the greatest potential to recruit vulnerable youth, which is the target population of the Noemi Project.

---

<sup>2</sup> Padulla, Martín. (n.d). Mapeo para la inserción laboral de jóvenes en Argentina.

7. Argentina has several social programs that, in some way, implement or support EWBT. These programs are executed by national, provincial and municipal government organizations, which are responsible for education, labor, and social development policies. In addition, employers' organizations also develop EWBT programs for young people. However, these programs do not cover the eligible population and, in general, they lack the adequate coordination and / or targeting systems that they need to reach the young people who need them the most.

## Project Objectives

8. Table 1 presents the project results framework, which depicts the project's main objective, outcomes, and outputs.

**Table 2. Project Results Framework**

**Project Goal:** To generate the necessary conditions to develop workplace-based training opportunities that allow adolescents and youth (including vulnerable youth) to finish their secondary school with more relevant training that is oriented toward the labor market.

Outcomes	Outputs
1. Laws or policies supporting quality workplace-based educational training opportunities for youth, including vulnerable and marginalized youth, are improved and/or implemented by key stakeholders	1. Stakeholders debate proposals to promote WBT for vulnerable and marginalized youth.
2. Employers, workers' organizations, and other stakeholders implement good practices related to educational workplace-based training for youth, including vulnerable and marginalized youth	2. A communications/ outreach strategy is implemented to raise awareness about stigmas and prejudices that prevent youth from accessing EWBT. 3. Research is conducted and disseminated about mechanisms to access WBT between stakeholders. 4. Technical assistance provided to diverse stakeholders at the national and local levels.
3. The quality of existing public and private programs that provide vulnerable and marginalized youth with prerequisite skills to enter workplace-based training programs is improved.	5. Methodological proposals are developed to promote coordination among actors. 6. Proposals are generated for improving the pedagogical structure and management systems for implementing EWBT in educational institutions.

Outcomes	Outputs
	7. Proposals are generated for improving the pedagogical structure and management systems for implementing EWBT in work places.

## V. EVALUATION OBJECTIVES AND METHODOLOGY

### Evaluation Objectives

9. The main purposes of this qualitative evaluation are:

- To review the ongoing progress and performance of the project (how objectives/outcomes and outputs are being achieved);
- To examine the likelihood of the project achieving its objectives and targets;
- To identify ways to improve delivery and enhance coordination with key stakeholders in the remaining period of project implementation; and
- To identify promising practices and ways to promote their sustainability.

### Methodology

10. This evaluation was carried out in six steps:

- Document analysis and preparation for the field work: included a review of project documents and preparation for the country visits.
- Fieldwork: visit to three locations in Argentina.
- Stakeholders' meeting: after the visits, a stakeholders' meeting was conducted in Argentina to present the main findings.
- Draft report
- Review of draft report
- Final report

11. Before beginning the fieldwork, a question matrix (Annex 1) was created to outline the source of data from where the evaluator would collect information for each question displayed in the Terms of Reference (TOR). A complete list of evaluation questions can be found in the TOR, in Annex 3. Additionally, a list of stakeholders to be interviewed was prepared in coordination with DYA.

#### *Data collection techniques*

Three techniques were used to collect data for the evaluation: document analysis, interviews, and focus groups.

12. Document analysis: the following documents were reviewed: Project Document and project revisions, Cooperative Agreement, Solicitation of Grant Applications, Technical Progress and Status Reports, correspondence related to Technical Progress Reports, Project Results Frameworks and Monitoring Plans, work plans, Management Procedures and Guidelines, studies, research or other reports related to EWBT, project files (research reports, training materials, outreach products, baseline studies, tools developed during project implementation, and other background documents).

13. Individual and group interviews: Individual and group interviews were carried out with project staff (DYA and partner organizations) and youth participating in EWBT programs.

14. Semi-structured interviews and group interviews with project staff: The interviews consisted of a self-critical analysis of the following elements:

- Achievement of products and objectives.
- Completion of targets.
- Aspects that hinder the achievement of objectives.
- Aspects that boost the achievement of objectives.
- Coordination and alliances.
- Monitoring and evaluation.
- Challenges created by the context (national and local).
- Analysis of assumptions and of strategy sustainability.
- Lessons learned and good practices.

15. Semi-structured interviews with representatives of public organizations and companies participating in the project: The interviews covered the following aspects:

- Origins and history of cooperation with the project.

- Objectives, targets and results of the cooperation with the project.
- Human resources, materials and funds used in the cooperation.
- Aspects that hinder the achievement of objectives.
- Aspects that boost the achievement of objectives.
- Perceptions about project staff and actions (DYA and partner organizations).
- Understanding and implementation of the educational work-based learning strategy.
- Satisfaction with the project.
- Unexpected effects of project activities.
- Validity and sustainability of project strategies used in the field.
- Lessons learned and emerging good practices.

16. Focus groups: Focus groups were conducted with indirect beneficiaries (youth participating in EWBT programs) to identify their opinions and perception of the services provided by the programs.

17. The evaluator visited 3 out of 4 places where the project is executed (Santa Fe was not visited) and interviewed a large group of different types of stakeholders. The following table presents the number of people interviewed by stakeholder type and place.

**Table 3. Stakeholders Interviewed**

Stakeholders	Buenos Aires	González Catán	Tucumán	Mar del Plata	Total
DYA and partner organizations	9				9
EWBT implementing organizations		4	5	5	14
Schools working with the project		1	3	4	8
Companies working with the project		2		5	7
Public organizations and programs <sup>3</sup>	3	1	2	3	9
Youth participating in EWBT initiatives		5	6	16	27

<sup>3</sup> This category includes national and provincial ministries and public agencies from education and labor sectors.

Employee organizations	1				1
<b>TOTAL</b>	<b>13</b>	<b>13</b>	<b>16</b>	<b>33</b>	<b>75</b>

### Feedback meeting

18. The field trip was carried out between October 1st and 9th, 2018. Once the information gathering process was finished, a meeting was held with stakeholder representatives in Buenos Aires, on August 10<sup>th</sup>, to present preliminary findings.

## Evaluation Limitations

19. The evaluation has two limitations. The first one is that one of the four locations where the project operates was not visited. This limitation was mitigated since all the modalities of the execution of this project were observed in the visited sites. The second limitation is that some evaluation questions were redundant (for example, question 3 repeats what questions 1, 2, 4 and 5 ask) or were imprecisely written (for example, question 2 asks about the political context when it should be asking about the context of public policies.) Regarding redundant questions, the report provides a reference to the section where the answer is developed. Regarding imprecise questions, the evaluator asked the project to clarify them.

## VI. EVALUATION FINDINGS

20. The evaluation findings described in this section are organized around the nineteen questions provided by the Evaluation Terms of Reference. Each question is presented as a subheading and followed by the respective findings.

### Relevance

**1. Was the problem adequately identified? Does the available qualitative and quantitative information confirm the problems that were identified?**

21. Noemi Project defined the problem as follows: *The necessary conditions to develop quality workplace-based educational training that improve the functioning of integrated systems of educational inclusion and training for work are not given.* The problem tree identified the following causes for this problem (See Annex III):

- The Argentine educational system is not sufficiently prepared to develop educational inclusion and completion systems that include EWBT, particularly in the case of adolescents and youth in situations of social vulnerability.
  - There are few or no cultural conditions in Argentine society, which predispose and promote virtuous linkages between the educational system and the world of work, particularly in sectors in which adolescents and youth study and work in situations of social vulnerability.
  - Labor market stakeholders are not sufficiently predisposed and prepared to participate in social inclusion and educational completion systems that include EWBT, particularly in the case of adolescents and youth in situations of social vulnerability.
22. The evaluator considers that, in general, the identification of problems was correct and that the studies carried out by the project (Pre-situational Analysis and Stakeholder's Perception) have corroborated and provided details about the problems analyzed in the project document (particularly those related to the institutional framework and to the perceptions of stakeholders).
23. Additionally, the studies found opportunities and potential outcomes that the initial diagnosis did not consider. Some of them are: 1) stakeholders value EWBT for youth development positively, 2) workers' organizations consider that EWBT programs do not threaten workers and young people's rights, 3) organizations of employers and workers consider tutoring - both at school and in the workplace – to be helpful for young people and for themselves; 4) training programs have contributed to generate dialogue and greater knowledge between companies and EWBT programs.

**2. Is the design of the Noemi Project appropriate to the political context in which it operates? How so?**

24. The design of the Noemi Project considered three dimensions of the country's public policies that address EWBT: 1) the institutional and regulatory framework, 2) the characteristics of the main stakeholders involved (governmental and non-governmental organizations, companies, and workers' associations), and 3) the characteristics of programs' implementation.
25. Regarding the first dimension, although Argentina has a normative framework for EWBT, it is scattered in several laws and there is no agreement between national and provincial laws. Regarding the second dimension, there are several governmental and non-governmental organizations that execute EWBT activities but many of them are not well informed about the possibilities and limitations of the legal framework and they lack adequate strategies for some key EWBT processes, such as the development of SES. Additionally, there are stakeholders (mainly among private sector) that have negative perceptions about vulnerable youth and internship programs. Regarding the third dimension, the education and labor sectors are not aligned in the implementation of EWBT programs and there is limited coordination between these sectors and the public programs that contribute to remove barriers that prevent young people from participating in EWBT.



26. The design of the project responds to the three dimensions mentioned above through actions that: encourage the modification and / or application of the local regulatory framework, stimulate awareness about prejudices that prevent youth from accessing EWBT, promote the use of existing human and financial resources at the local level (through information sharing and coordination of actions), and develop an EWBT model that improves processes being executed.

## Project Design and Validity

**3. Are the strategies designed appropriately to address the problem? Does the available qualitative and quantitative information confirm the strategic decisions that were made?**

27. The results framework proposes strategies and activities to address each of the issues identified in the problem tree in a logical and consistent manner. Among the multiple strategies proposed by the project, the most detailed (occupies 40% of the text) is the following: *Strengthen local multi-stakeholder systems focused on strengthening the knowledge and capacities of stakeholders to implement EWBT that incorporate mechanisms to attend vulnerable youth and soft skills*. This strategy comprises the components of the educational model, the principles that will guide the strengthening activities of local stakeholders, the geographical areas in which it will work, and the main allies in each area. In addition, it indicates that the project will function as a laboratory that will generate successful local experiences that can be replicated later at a national level.

28. Considering the importance given to this strategy, it could have been placed at a higher goal level (outcome). In addition, it would have been convenient to include the two steps that the project is taking to execute this strategy: 1) model design and 2) model validation. This sequence would have allowed a better programming of activities.

**4. Have the territorial interventions contributed to the public policies and programs being promoted by national and local governments? How?**

29. The experimental and validating intervention in 4 different places has helped the project to create a flexible action model that adapts to the institutional characteristics of each location. Through a detailed analysis of stakeholders, the project identified the actors with the greatest potential to promote EWBT in each place, in three spaces: school, companies and community. The project is supporting each of the stakeholders to develop the institutional capacities they need to properly perform their role in the EWBT implementation process. Consequently, this approach has enabled the stakeholders to benefit from the advantage of the existing opportunities in each territory and to

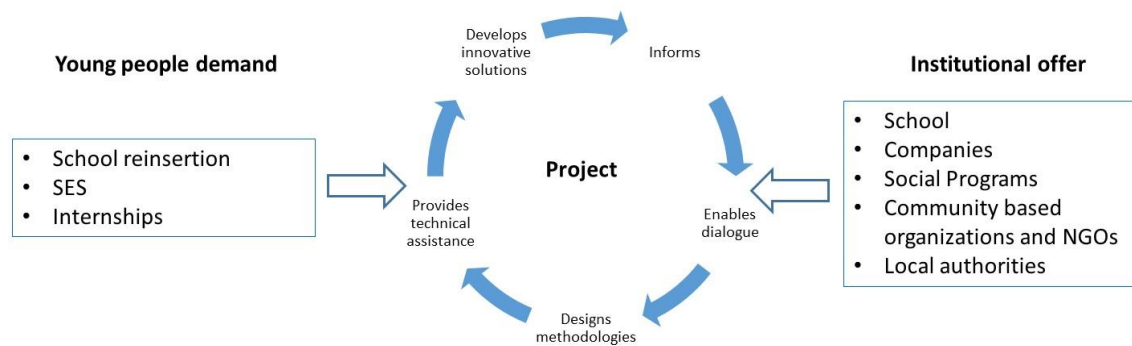
strengthen public policies executed by local governments. Question 7 analyzes how the project is contributing to support policies developed both by the national government and by local governments.

**5. Is the proposed strategy responsive to the need of project stakeholders?**

30. The project has developed a work strategy with stakeholders that is called Stakeholders’ Articulation System (see question 13). The purpose of this system is to enable coordination and complementary efforts of different types of institutions and organizations, public and private that provide services and / or collaborate effectively in the development of the three EWBT program components: school reinsertion and secondary school certification, strengthening of SES, and internships. The three components are aimed at providing young people with access to and permanence in EWBT programs. The process roadmap of the project (El Camino de Noemi) establishes the way in which it articulates institutional resources to respond to the needs of young people.

31. Additionally, the project has identified stakeholders’ strengths and weaknesses to provide an effective response to young people. Based on this, it has developed instruments and activities aimed at strengthening stakeholders’ capacities to implement effective EWBT programs. The following outline represents the evaluator’s view on how the project combines the response to the needs of young people with the strengthening of institutional capacities. The project plays the role of mediator and facilitator between the social demand and the services, and institutional supply.

**Graph 1. Project Response to Stakeholder’s Needs**



**6. Has the project adequately identified policy advocacy opportunities? How is it taking advantage of those opportunities?**

32. From the design perspective, this question was addressed in points 2, 4 and 5. From the implementation perspective, the question was answered in point 7.

## Project Effectiveness

33. In general, project performance has been adequate, as shown by the indicators in Table 4. Most targets have been achieved and exceeded. The project has gone beyond the expected targets related to the methodological design and to the articulation of stakeholders (see indicators 1.1.1, 2.3.1, 3.2.1 and 3.2.2).

34. However, there are two very important indicators that show low achievement: 3.2a) number of public and/or private educational programs applying improved methodologies to address vulnerable and marginalized youth, and 3.2b) number of people in work places applying EWBT methodologies. These indicators are crucial because they point out the level of implementation of EWBT by educational programs and organizations that offer internships to young people. The workplan establishes that most activities related to these indicators should have been executed until October 2018.

35. The low achievement of these indicators can be explained by two factors. Given the experimental nature of the project and the fact that the delivery of many of its products depends on the action of multiple stakeholders, the targets were established in a context of environmental uncertainty, and therefore, they were underestimated or overestimated in either one or both of their two elements: quantity and time. On the other hand, the implementation of processes where indicators show lower than expected achievements (3.2a and 3.2b) started later and depend on advocacy activities of stakeholders and on the design of methodologies. Since the indicators of advocacy and design of methodologies show a high level of achievement, it is expected that the goals depending on both of them (3.2a and 3.2b) will be fulfilled soon.

**Table 4. Project Indicators (updated to October 2018)**

Indicator	Target	Achieved
<b>OTC 1</b> - # of laws amended, or policies improved by key stakeholders	1	1
<b>S-OTC1.1</b> - # of draft laws and/or policy proposals developed by key stakeholders to generate the necessary conditions for the inclusion of vulnerable youth in EWBT systems	4	5
<b>OTP 1.1.1</b> # of stakeholders engaging in discussions about EWBT proposals	50	93

<b>OTC 2</b> - # of stakeholders reporting to be using good practices related to EWBT for youth	20	22
<b>S-OTC 2.1</b> % of stakeholders with changed attitudes about EWBT for youth, including vulnerable and marginalized youth	0	0
<b>S-OTC 2.2</b> % of stakeholders with increased knowledge about EWBT for youth, including vulnerable and marginalized youth	0	0
<b>S-OTC 2.3a</b> # of stakeholders that implement a monitoring system on EWBT	5	6
<b>S-OTC 2.3b</b> # of common work plans implemented between stakeholders	10	9
<b>OTP 2.1.1</b> # of communicational campaigns implemented	6	<b>10</b>
<b>OTP 2.2.1</b> # of research studies disseminated	4	3
<b>OTP 2.3.1</b> # of people trained on EWBT systems	40	<b>72</b>
<b>OTC 3</b> - # of educational institutions and/or social-educational organizations and/or work place programs applying methodological proposals on WBT	8	10
<b>S-OTC 3.1</b> # of agreements reached between multiple stakeholders	9	10
<b>S-OTC 3.2a</b> # of public and/or private educational programs applying improved methodologies to address vulnerable and marginalized youth	<b>5</b>	1
<b>S-OTC 3.2b</b> # of people in work places applying methodologies on EWBT	<b>20</b>	5
<b>OTP 3.1.1</b> # of methodological proposals developed to promote coordination among actors	4	2
<b>OTP 3.2.1</b> # of proposals for improving the pedagogical structure and management systems for implementing EWBT in educational institutions	4	<b>12</b>
<b>OTP 3.2.2</b> # of proposals for improving the pedagogical structure and management systems for implementing EWBT in workplaces	4	<b>12</b>

36. The evaluator observes three phases in the execution of the project. The first phase, which could be called design, has concluded and included a situation analysis, the creation of adequate conditions for implementation, the involvement of stakeholders, and the design of the educational and social action models. The second phase began at the beginning of 2018 and includes the launching of the EWBT in a limited number of schools and organizations that offer internships, the analysis of their operation; and the improvement of the designed models. The third phase is aimed to promote the adoption of the models by municipal and/or regional governments so in the future these governments are able to expand the number of young people who benefit from EWBT.

## **7. How effective is the project in the area of public policy advocacy?**

37. So far, the project has managed to create interest in government organizations to get involved in EWBT programs and has obtained their support to implement its working model. For instance, the project participated in the dialogues carried out by the Directorate of Education of the Province of Buenos Aires to prepare the Resolution on the "System of Educational Practices in the Work Environment" and maintains constant coordination with the Provincial Council of Education and Labor (COPRET) to formalize the EWBT programs that schools and companies linked to the project promote. In some places, it has gone further, since some government programs are using its products. For example, the Social Development Secretariat of the Municipality of La Matanza has adopted the SES methodology developed by the project in the Envi3n-Pod3s program that serves vulnerable youth in that municipality; the Secretary of Education of the Province of Tucum3n is interested in using the SES methodology to apply it in the 37 technical education schools of the province. Additionally, the project has awakened the interest of the Municipality of Mar del Plata to apply the EWBT model in their 20 municipal public schools.
38. The effect that the project has had in the design and execution of public policies directed towards EWBT is low but consistent with its approach of generating a management and coordination model from the base (schools, communities, companies) and then move towards the highest levels (government organizations, employers' and workers' associations). The advantage of this strategy is that the model and the products developed by the project are forged considering the institutional resources, opportunities, and limitations that exist in the communities and, therefore, respond to design and management problems that exist. This approach is appropriate in an environment in which there is a general regulatory framework that is applied by several institutions with human and financial resources that could be used more effectively, if they were able to solve the difficulties to coordinate their actions and to reach those who need them most. The subsequent challenge of the project will be to present the benefits of this model to government organizations and to show that it is feasible to apply it on a larger scale.

## **8. What has been the reach and effectiveness of the communicational/outreach campaigns?**

39. The communication strategy has focused on supporting the implementation of EWBT in the four locations where the project is working and has been an effective mechanism for managing it. The project initially planned the communication component as a plan of tasks aimed at producing informative materials about the implemented activities. Due to the demands of the work strategy with local stakeholders, this vision was expanded, and communication has become a tool to facilitate dialogue between stakeholders, to strengthen their knowledge about EWBT, and to inform about the actions they develop. In addition, the project also strengthens the capacity of local executing organizations (Crecer Juntos, Develar, J3venes Solidarios, and Armstrong Foundation) to design their own communication strategies. Therefore, communication is a transversal element of the management of this project. This approach has allowed the project to be effective in the transmission of information and messages and, more importantly, it has helped stakeholders to join the development of EWBT more enthusiastically.

40. During the phase examined by this evaluation, the communication mechanisms of the project have been mainly of two types: 1) face to face through dialogues, workshops, seminars, presentations and meetings, and 2) social networks through Tweeter, Facebook, the project's website (<https://www.proyectonoemi.org/>) and electronic bulletins. However, the project has begun a new stage in which it is producing audiovisual content (short videos) to inform about EWBT, to promote the actions that are implemented in the communities, and to inform about the experiences of the stakeholders. One of the initiatives in this field is being developed in collaboration with GAN Argentina.
41. The challenge in the next period will be to inform about the project experience to a broader public of decision makers in local and provincial governments and private companies. In order to expand the project experience and achieve sustainability, the communication strategy should be to show the advantages of the model and the benefits it offers.

**9. What have been the main findings of the research studies carried out so far? How were those findings used?**

42. The project has carried out two main assessments: the Pre-situational Analysis (PSA) and the study about stakeholders' perceptions. The objective of the PSA was to analyze the normative and regulatory framework of national and provincial public policies and to study of the perceptions of the different stakeholders regarding internships. The main findings of the PSA are:
- The legal framework promotes the universal application of EWBT.
  - There is no comprehensive strategy for the implementation of the law, which has led to fragmented interventions.
  - There is no articulation between educational and labor policies and interventions.
  - Internships have contributed to develop a dialogue between the education and labor sectors.
  - Teachers are open to the incorporation of EWBT in the secondary school curriculum as part of the vocational education program.
  - Existing systems are oriented towards technical schools.
  - Young people perceive EWBT positively both for the learning opportunities and for the job opportunities they offer.
  - Employers' organizations believe that EWBT programs do not threaten labor rights if they are developed under strict norms.
  - Most EWBT programs work with weak pedagogical systems that do not contribute to achieve the training objectives of young people.
  - Most EWBT programs do not incorporate or value the development of SES.
  - Provincial officials consider that centralized EWBT programs are inadequate because they do not adapt to their local situation.
43. The objective of the study about stakeholders' perceptions on the educational practices in the workplace was to analyze their perceptions on the scope, limits, and potentialities of EWBT programs as a mechanism to link the educational and the work fields. The main findings of this study are:

- Stakeholders agree that EWBT have a formative and educational potential and are a good space for the development of general work and adult life skills, rather than for job training aimed at developing specific technical skills.
- Stakeholders are generally unaware of young people's previous work experiences.
- Stakeholders perceive that the access to professionalizing practices is conditioned by the social connections that young people and their families have.
- Entrepreneurs and workers emphasize the importance of tutors for apprentices both at school and at work. They agree that EWBT programs generally do not allocate enough resources for mentoring and coaching young people.

44. In general, the studies conducted confirm the statements expressed in the project document and examine in detail the legal and institutional framework of the EWBT programs, as well as stakeholders' opinions and perceptions. The project has used the findings of the studies to develop both work methodologies (analyzed in questions 10, 11 and 12) and communication strategies (analyzed in question 8). In addition, the PSA was used as the basis for the design of the information system<sup>4</sup>.

**10. What agreements have been reached among the different stakeholders with whom the Noemi Project is working, and how have these agreements supported the project's objectives?**

45. The project has generated cooperation agreements with multiple stakeholders, mainly at provincial and local levels. The signing of these agreements is part of the strategy followed by the project to build an institutional network that articulates the capacities and efforts of the stakeholders in order to implement EWBT. Table 4 lists stakeholders and their function in the project. Currently, the network of institutions that intervene directly in EWBT is formed by more than 20 organizations. The answers to question 12 complement this response.

**Table 5. Stakeholders and their Function in EWBT**

Type of Stakeholder	Name	Function
Project grantee and partners	DYA, Sostenibilidad, Educación y Solidaridad Foundation and La Salle Foundation	They promote, design and validate the EWBT model; provide technical support to stakeholders.

<sup>4</sup> Information system manual of the Noemi project.

Local implementing organizations	Armstrong Foundation, Crecer Juntos, Jóvenes Solidarios, Develar	They operate a local support network for young people, encourage the participation of other organizations, and coordinate local stakeholders
Schools and educational programs	González Catán: La Salle, Secretaría de Desarrollo Social Mar del Plata: EMES 204, Talento Santa Fe: Escuela de Educación Técnica N° 387. Tucumán: Crecer Juntos, Centro Don Bosco	They offer services of school reinsertion, training in SES, and follow-up of young people who participate in EWBT
PETL providers	Mar del Plata: Quick Silver, Mardi González Catán: Romatex, Merval, UCAYA, CGERA, CODEC. Santa Fe: Asociación Civil Terranza, Naranpol, Tucumán: La Parada Shell, Universidad Nacional de Tucumán- Secretaría de planeamiento.	They provide internships. They include companies, community organizations, public organizations, non-governmental organizations, etc.
Public organizations	Ministerio de Producción y Trabajo (gobierno nacional) Secretaría de Educación de Mar del Plata Secretaría de Educación de la Provincia de Tucumán Secretaria de Planificación de la Provincia de Tucumán Dirección de Educación de la Provincia de Buenos Aires COPRET (Provincia de Buenos Aires) Ministerio de Educación de la Provincia de Santa Fe	They create and / or adapt the legal and institutional framework to facilitate the implementation of EWBT.

## 11. What is the level of participation of the various stakeholders, and their degree of commitment to project execution?

46. The level of participation and commitment of the actors is high because of the intervention model of the project and the acceptance of the EWBT. So far, the project has concentrated its work in the local area, consequently the local stakeholders exhibit a greater participation. Of the five types of stakeholders involved, only governmental agencies show a limited participation, with occasional interventions circumscribed to the project requests. The other stakeholders participate permanently, playing key roles in the implementation of the EWBT. On the other



hand, the level of commitment of stakeholders is also high. Here, it is also observed that governmental agencies are the only stakeholders with a limited level of commitment because the written agreements with them are less detailed than those signed with other stakeholders. Table 6 shows the level of participation and commitment of the stakeholders and the criteria used to score it.

**Table 6. Stakeholders’ Participation and Commitment**

Type of Stakeholder	Participation	Commitment
Project grantee and partners	High	High
Local implementing organizations	High	High
Schools and educational programs	High	High
EWBT providers and companies	High	High
Government agencies and ministries	Low	Medium
<b>Score criteria</b>		
	Participation	Low: reactive and occasional Medium: permanent, implements EWBT High: permanent, implements and expands EWBT
	Commitment	Low: verbal agreement Medium: written agreement with general terms High: written agreement with specific terms

- 47. During the interviews, it was observed that the high participation and commitment of stakeholders was accompanied by the conviction that EWBT programs are beneficial for young people and that the methodologies developed by the project are adequate and generate positive results. In general, an atmosphere of enthusiasm and dedication to the work is boosted by the constant technical assistance provided to stakeholders by the project staff. Although in public agencies the levels of participation and commitment are lower, the officials interviewed expressed that they value the project and that they agree with their methodological proposal.
- 48. It is expected that, at a later stage, the level of participation and commitment of governmental agencies will be higher. This will occur to the extent that the project can generate a proposal that goes beyond the current experimental and demonstration phase, so that EWBT programs are implemented on a larger scale with governmental organizations having the responsibility of institutionalizing and financing the implementation of the model.

**12. What strategies are being pursued to encourage the adoption of the model by the various actors?**

49. The strategy of the project to promote the adoption of the EWBT model by its stakeholders has four components: 1) dialogue between stakeholders, 2) situation analysis, 3) communication and awareness, and 4) participation in the implementation of EWBT. These components are closely related to each other and are part of a continuous work process. The project has developed instruments and procedures for each of them; moreover, it has produced publications to support the dialogue between stakeholders and the communication/awareness components<sup>5</sup>.
50. *Dialogue between stakeholders*: the project performs several structured dialogue actions with stakeholders (as appropriate to the stage of the relationship, the type of stakeholder, and the situation) such as personal dialogues, round-table dialogues, multi-stakeholder dialogues, etc. In general, these dialogues are intended to provide information on EWBT programs, examine its positive effects on young people, and the convenience and feasibility of involving stakeholders. The product of these dialogues are cooperation agreements with the project and action plans for the implementation of EWBT. The project information system records that the project has carried out approximately 650 activities of this type until October 2018.
51. *Situation analysis*: the project conducts studies and research at the national and local level. Their purpose is to produce information that nurtures both the dialogue with stakeholders and the design of methodologies adapted to the characteristics of the population and local organizations.
52. *Communication and awareness*: this component include the communication activities carried out by the project and the details about this component are provided in the response to question 8. Communication and dialogue with stakeholders are closely linked.
53. *Participation in the implementation of EWBT*: this component establishes the adoption of the EWBT model by stakeholders and is the result of the previous components. Given that the implementation of the EWBT is not possible without the combined action of several stakeholders, a central objective of this process is to ensure that they work in an articulated and coordinated way so that each one plays the role assigned in the model of service provision that comprises three products: school reinsertion, socio-emotional skills, and internships. The answers to questions 5, 10, 11 and 12 examine the form and the magnitude in which this has been implemented.

**13. What methodological proposals have been designed for educational institutions and for workplaces, and how have these proposals been implemented in the field?**

---

<sup>5</sup> Sectoral Round Tables for the promotion of Educational Practices in the Workplace and Communication Strengthening of the Noemi Project.

54. The educational model that the project has developed is based on three components: 1) school reinsertion and secondary school certification, 2) development of socio-emotional skills, and 3) internships. The three components complement each other and are aimed to help vulnerable young people access and successfully complete EWBT.
55. The component of school reinsertion and secondary certification aims to ensure schooling and high school completion of young people who have not completed it and who do not attend classes. It is based on the educational services that already exist in the community and on advocacy and lobbying with local authorities and government officials. The socio-emotional skills component aims to promote the knowledge, attitudes, and practices necessary for young people to be productive in family, work, school, and social life. It is developed through a coordinated effort of educational institutions, community organizations, and organizations that offer internships. The internship component promotes training for work in appropriate conditions. It conceives internships as a formative task within the educational system rather than as a training for work activity. Places for internships include not only companies but also governmental and non-governmental organizations. The project has developed methodologies for the execution of each of these components and for training the stakeholders that implement them. In Annex 4, there is a list of the methodological products developed by the project. Table 5 presents a summary of the educational services that the project has developed in each component, in the four places where it is being executed.

**Table 7. Educational Services Developed by the Program by Component and Region**

	<b>School Reinsertion and Secondary School Certification</b>	<b>Development of Socio-Emotional Skills</b>	<b>Internships</b>
<b>González Catán</b>	<ul style="list-style-type: none"> <li>· Armstrong Foundation</li> </ul>	<ul style="list-style-type: none"> <li>· Programa Envi3n – Pod3s (Secretar3a de Desarrollo Social de la Provincia)</li> <li>· La Salle</li> </ul>	<ul style="list-style-type: none"> <li>· Romatex</li> <li>· Merval</li> <li>· UCAYA</li> <li>· CGERA</li> <li>· CODEC</li> </ul>
<b>Mar del Plata</b>	<ul style="list-style-type: none"> <li>· Programa Secundaria con Oficios (Secretar3a de Educaci3n de la Provincia)</li> <li>· Escuela Municipal Secundaria N° 204</li> </ul>	<ul style="list-style-type: none"> <li>· Talento (Soccer Club)</li> <li>· Escuela Municipal Secundaria N° 204</li> <li>· Programa Secundaria con Oficios</li> </ul>	<ul style="list-style-type: none"> <li>· Quick Silver</li> <li>· Mardi</li> </ul>
<b>Santa Fe</b>	<ul style="list-style-type: none"> <li>· Escuela de Educaci3n T3cnica N° 387</li> <li>· Escuela de Educaci3n Media y para Adultos N° 1316</li> </ul>	<ul style="list-style-type: none"> <li>· Develar</li> <li>· EET 387</li> </ul>	<ul style="list-style-type: none"> <li>· Asociaci3n Civil Terranza</li> <li>· Naranpol</li> </ul>

<b>Tucumán</b>	· Centro Don Bosco, programa Secundaria para Adultos	· Crecer Juntos	· La Parada Shell · Universidad Nacional de Tucumán · Secretaría de Planeamiento de la Provincia
----------------	--	-----------------	---

56. The project has promoted the components of EWBT in a wide variety of governmental and non-governmental organizations. For example, the school reinsertion and secondary school certification component is being implemented in a technical school, a secondary school, a government program (Secondary School for Adults) and a NGO (La Salle Foundation). Community organizations also participate in this component helping adolescents to enroll and attend schools and providing them pedagogical support (Crecer Juntos, Develar). In the same way, the SES component is being carried out in organizations of different types: provincial programs, a football club, a municipal school, and a non-governmental organization. Internships are being developed in large (Mardi), medium (Quick Silver), and small companies (Romanex, Merval); government organizations (Secretariat of Planning of the Province of Tucumán); and community organizations (Civil Association Terrace, Naranpol).
57. The great variety of stakeholders involved in the project is a consequence of two factors: the methodology used by the project and the institutions present in each place. The Stakeholders' Articulation model (question 5) promotes the participation of all local stakeholders with a potential to contribute to any of the three components, without any entry barriers that could disqualify them to provide services to the project. Additionally, each territorial space (community, municipality, and province) has its own institutional and services supply that are aligned with the local economy, the available resources, the level of urbanization, etc.
58. The incorporation of this variety of stakeholders brings strengths and challenges to the execution of the project. One of the biggest advantages is that it opens possibilities of cooperation with stakeholders that do not usually participate in this type of programs. This, in turn, expands the options for internships for young people. For example, community organizations do not usually offer internships. However, they are very close to young people and some of them may feel inclined to work with them. Likewise, a neighborhood football club is not regularly involved in the development of SES of young people, but sports activity requires and generates these skills, which is why it is an appropriate space to develop them in a structured manner.
59. The challenge of this approach is that it requires more complex coordination, training, technical assistance, and follow-up processes than those needed when stakeholders are more homogeneous. For example: training tutors who work in highly structured organizations (as in the case of medium-sized companies) is different than training tutors from community organizations or producer cooperatives (that are generally more

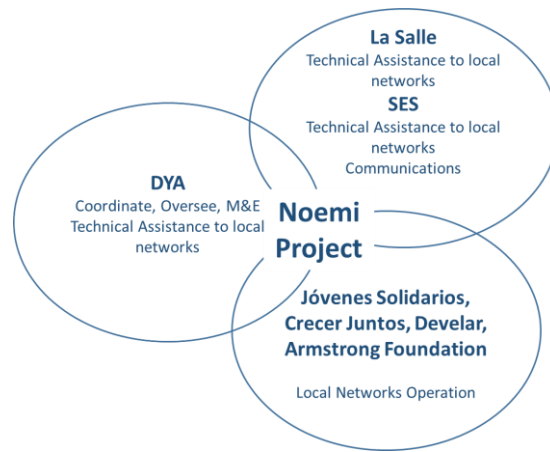
informal). The project has responded to this challenge by putting in place a flexible organizational structure (see question 14) and strengthening the executing organizations. However, implementing this model on a larger scale may require building an organizational response that rests less on the ad hoc capacity of the executors and more on standard processes and procedures. In this context, the question to be addressed is: how can the project benefit from the heterogeneity of the institutional and service offer and, at the same time, guarantee relatively homogeneous products and results?

## Effectiveness of Project Management

### 14. Is the project's organizational structure adequate to carry out activities?

- 60. The organizational structure of the project is designed to benefit from the strengths of each of the institutions that participate in the project and to generate efficient processes for coordinating activities. Instead of a hierarchical structure, there is a cooperative structure that operates through instances of coordination and assignment of functions to the members of the institutions.
- 61. The seven organizations that execute the project articulate their actions in three areas: 1) coordination and supervision, 2) production of methodologies and technical assistance, and 3) operation of the local network. Graph 2 illustrates the functions that each organization performs in the project and the type of interaction they have.

### Graph 2. Project's Organizational Structure



62. The highest coordination instance of the project is the Advisory Committee. DYA, La Salle Foundation, and Sustainability, Education and Solidarity Foundation directors are part of this Committee. The Committee advises on the strategic lines of the project and the procedures to coordinate activities.
63. The Central Executing Team has the mission of planning and coordinating the execution of activities. It is formed by the Project Director and four coordinators: Public Policy Advocacy Coordinator (SES Foundation), Methodology Coordinator (DYA), Monitoring and Research Coordinator (DYA) and Communication Coordinator (SES Foundation). Each coordinator has a work team and is responsible for delivering products and providing technical assistance to both the executing organizations and the stakeholders, in their respective thematic areas.
64. There is a Local Coordinator in each of the four territories where the project works. This Local Coordinator is responsible for the direct execution of the activities and is a member of one of the four local organizations that implement the project: Crecer Juntos, Develar, Armstrong Foundation, and Jóvenes Solidarios.

The organizational structure of the project and the way in which the members of the organizations make decisions is consistent with the way in which the project works with the communities (coordination with multiple stakeholders and constant dialogue). This has allowed them to achieve fluid coordination and an effective and collaborative implementation. The Project Director’s leadership is also a factor that supports good performance and coordination among organizations.

**15. How is the Educational Workplace-Based System being systematically documented? How are the monitoring systems being implemented by the various actors participating in the project working? How is the information collected through these monitoring systems being used?**

65. The project monitoring system is designed to collect data of the beneficiaries and stakeholders of the EWBT programs, and to document processes with the idea of systematizing the implementation of the model. The documentation of the process is performed in a standardized way using forms and reporting formats and recording data into the project information system (EWBT-IS).

66. The monitoring system of the project is based on the systematic collection of information about the participation of young people in the three educative components developed by the project: school reinsertion and secondary school certification, SES and internships. It also collects information on the activities carried out by stakeholders. The information is collected through 8 different forms and the data is recorded and processed through the EWBT-IS. The forms collect information to feed 35 indicators used to monitor the project. The monitoring system also includes qualitative reports that are not recorded in the EWBT-IS.

**Table 8. Monitoring System Forms**

Forms	Responsible	Used for
1. Registration of participants	Local team	Monitoring Reporting to USDOL Systematization
2. Follow-up of participants in schools and in SES	Pedagogical advisor	
3. Follow up of participants in EWBT	Internship promoter	
4. Self-observation of SES	Apprentices	
5. Bidder's review	Internship promoter	
6. Accompaniment of schools	Pedagogical advisor	
7. Meeting minutes, signatures and photos	Local team	
8. Presentation of documents	Local team	

67. The EWBT-IS is hosted on the web<sup>6</sup> and it is a tool that supports the management and supervision of project activities (forms 7 and 8). It allows stakeholders involved in EWBT to record data and monitor the services that young people receive (forms 1, 2, 3 and 4). In addition, it records information on: 1) the educational centers and programs in charge of the school reinsertion and SES components (form 6); and 2) organizations that offer internships for young people (form 5).
68. In addition to supporting the monitoring function, the information system also serves to generate reports to USDOL and to support the systematization of the project. Table 7 lists the monitoring system forms, the actors who are responsible of using them, and what they are used for.
69. The information system started to be built once the final version of the Comprehensive Monitoring and Evaluation Plan (CMEP) was ready, in September 2017. Since then, the project tried out multiple versions of instruments and indicators, constantly consulting stakeholders' opinion, particularly that of the 7 organizations that implement the project. The current version of the information system was completed in August 2018.
70. In the opinion of the evaluator, the monitoring and information system of the project is solid and allows to capture the information of the main processes involved in the EWBT program. It is a valuable product that can be transferred, in the future, to organizations that want to implement EWBT on a larger scale. In addition, during the field visit, it was observed that the stakeholders know and use the monitoring forms assigned to them, which indicates that the system is working.

## Sustainability

71. According to the OECD Glossary<sup>7</sup> on evaluation terms, sustainability is “The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of net benefits flows over time”. Given the objectives of the Noemi project, its sustainability entails two aspects: 1) the sustainability of the specific interventions in the four locations; and 2) the sustainability of the EWBT model as part of the public policies of local, provincial or national governments.

---

<sup>6</sup> The system is hosted in [desarrolloyautogestion.org.ar](http://desarrolloyautogestion.org.ar)

<sup>7</sup> OECD, 2002, Glossary of Key Terms in Evaluation and Results Based Management. OECD: Paris.



72. Regarding the first aspect, it is expected that the specific interventions will continue when the project ends because stakeholders consider them valid and have formally incorporated them into their work processes. Thus, for example, school teachers implementing SES are using the methodology and material produced by the project and are monitoring their students' internships. In addition, schools have introduced the methodology into the school curriculum within the Work and Citizenship course, which is taught in the last year of secondary school. Companies that are currently offering internships have designated tutors who are responsible for the interns. Companies' executives, administrative staff, and workers expressed that the experience has brought them both expected and unexpected benefits. Among the expected benefits, they mention the recruitment of personnel trained by themselves. Among the unexpected benefits, they mentioned the improvement of the work environment since workers feel satisfied in their roles as tutors. An example of the sustainability of business leaders' involvement is their willingness to share their experience with other businessmen through presentations or bulletins with information on internships in their companies. In addition, the public programs that have been involved in the project (such as the Envi3n – Pod3s, in Gonz3lez Cat3n program, or Secundaria con Oficios, in Mar del Plata) perceive that the EWBT components are a good complement to what they do. Therefore, they have trained their staff in the use of the project's methodologies and have integrated them into their work. Additionally, the project is strengthening the 4 local organizations that operate the project in the field. These organizations are acquiring enough experience and knowledge to act with greater technical independence in the short term.
73. The following questions inquire about the second aspect: the sustainability of the EWBT model as part of public policies of local, provincial and national governments.

**16. Are there agreements in place, or in process, with various stakeholders which can ensure sustainability?**

74. The project has generated agreements for the implementation of EWBT with the following public entities:
- Ministry of Production and Labor (national government)
  - Ministry of Education of the Municipality of Mar del Plata
  - Secretary of Planning of the Province of Tucum3n
  - Ministry of Education of the Province of Tucum3n
  - Education Directorate of the Province of Buenos Aires
  - COPRET (Province of Buenos Aires)
  - Ministry of Education of the Province of Santa Fe
75. Even though these agreements open the possibility of institutionalizing EWBT in those governments, they do not have the scope to guarantee their expansion, permanence, and sustainability yet. This requires the design of provincial or municipal programs and the allocation of resources in public budgets.

76. The most developed processes of adoption of EWBT as a public policy were observed in the Municipality of Mar del Plata and the Tucuman Province. The Ministry of Education of Mar del Plata municipality is considering the implementation of the model developed by the project in every municipal secondary school<sup>8</sup>. The Ministry of Education of Tucumán Province signed an agreement with the project to implement the model in provincial technical schools<sup>9</sup>. By means of this agreement the Department of Technical Education is piloting the EWBT model in a technical school (with project support) and it will design a certificate course for teachers on EWBT.

**17. Are there opportunities to leverage public or private resources to provide sustainability to EWBT systems?**

77. The sustainability of the educational and stakeholders' articulation models to become part of public policies requires resources to fund three major items: 1) the process of stakeholders' articulation, training, and follow-up, 2) the educational services for young people (school reinsertion and secondary school certification, development of socio-emotional skills), and 3) internships. Currently, the Noemi project funds the first component, the school system and public programs fund the second, and the organizations that offer internships fund the third.

78. It is expected that these funding needs will continue once the project moves towards an expansion phase. It is also anticipated that components 2 and 3 will continue to be executed with public and private resources, as it is now. The greatest risk for the sustainability of the EWBT program is the availability of resources to fund item 1, currently covered by the project. There are no evident opportunities to obtain resources for this item, except for the interest displayed by the Municipality of Mar del Plata and Tucuman Province. The recommendations section offers suggestions to address this aspect and to improve the chances of obtaining resources.

**18. Is the project having an impact in terms of making changes to the legal/regulatory framework, or to the design of EWBT programs?  
How?**

79. The project prepared proposals responding to a two consultations on the legal and regulatory framework on EWBT. One consultation was made by the Ministry of Labor of the Nation to modify the National Labor Law, and the other was made by the Government of the Buenos Aires Province to create a Regulation on EWBT. Regarding the first one, there are little possibilities that a change at the national level will happen in the immediate future because political and economic conditions are not conducive for governments to address this issue, according to the interviews conducted in this evaluation. Regarding the second one, the Government of the Buenos Aires Province enacted the

---

<sup>8</sup> There are 20 municipal schools in Mar del Plata.

<sup>9</sup> There are 37 technical schools in the Tucuman Province.

Regulation 2347 in December 29, 2017 which lays down the procedure for the operation of EWBT in the Province. The Project activities with schools and companies have official status under this Regulation.

**19. What additional actions should be taken to promote the sustainability of the project, and the functioning of the EWBT systems that it is promoting?**

80. The project needs to prepare the ground for EWBT to go beyond the current scale of implementation. From the experimental and demonstrative scale on which it has worked so far, the project needs to take steps towards a municipal or provincial level implementation. To do so, it is necessary to identify the technical, administrative, operational, and financial challenges that the implementation of EWBT will have on a larger geographical area. For example, it is necessary to identify the eligible population accurately, to establish multi annual service targets, to calculate the costs of each product, to design a management system appropriate for a greater workload, etc. Preparing these elements, even in a preliminary way, will make it easier for government organizations to implement EWBT programs as part of their policies and to allocate funds to them.

81. Additionally, the project needs to create communication materials to disseminate and promote its working methodologies and experience, so that the different stakeholders understand them easily and find them attractive. Content and format should vary according to the interest of each stakeholder: businessmen, government authorities, social organizations members, etc.

## **VII. LESSONS LEARNED AND GOOD PRACTICES**

### **Emerging Lessons Learned**

82. A lesson learned is the relevant and helpful knowledge that emerges from an experience where causes and effects are clearly identified. A lesson learned can become a good practice when there is evidence of the results and benefits and it is established that the experience should be replicated<sup>10</sup>. Several elements of the EWBT model have the potential to be considered emerging lessons learned.

---

<sup>10</sup> ILO. (2012). Checklist 5. Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations. ILO. Geneva.

83. Although it is desirable to improve and homogenize the legal framework, it is not essential to improve existing EWBT programs or to create more effective ones.
84. If the target population of EWBT programs are vulnerable young people, it is necessary to include a component of school reinsertion and secondary school certification due to the high rates of school dropout prevalent in that population.
85. It is possible to get small businesses offer internships to young people when they are provided with reliable information, timely training, and an operation scheme that assures them that the experience does not pose risks for the company.
86. Social organizations can be suitable places for internships when they are provided with adequate information and training.
87. It is necessary to implement a systematic process of dialogue, information, and coordination (that must be executed by a properly trained person) to involve stakeholders effectively. The four components of the stakeholders' articulation model developed by the project (dialogue between stakeholders, situation analysis, communication and awareness, and participation in the implementation of the EWBT) enable an adequate sequence of information, training, and involvement of stakeholders.

## Good Practices

88. The project endorses the two good practices that literature promotes for the execution of EWBT programs. First, the development of socio-emotional skills is essential for young people to successfully carry out their internships. Second, to be formative, internships need the coordinated work of trained tutors in the school and in the workplace.

## VIII. CONCLUSIONS

### Project Relevance, Design and Validity

89. The project design is pertinent since it starts from a documented analysis of the problems that exist in the country for the implementation of EWBT and proposes strategies that address these problems in a logical and consistent manner. In addition, the project is relevant because the strategies it proposes cover both the development of locally generated solutions and the improvement of municipal, provincial and national public policies.

90. The project recognizes that there are programs and services in the country associated with EWBT but they operate in an uncoordinated way and they do not focus their activities on the most vulnerable youth. To fulfill its objective, the project proposes to take advantage of the institutional capacities that already exist in the communities, to strengthen the coordination among stakeholders, and to improve their capacities through a model that responds to young people's needs and takes advantage of the existing institutional offer. In addition, the project wants to build a bottom-up model designing solutions in the communities with the participation of stakeholders, and then expand them to larger geographical areas through municipal, provincial and national public policies and programs.

### **Project Effectiveness**

91. The evaluator observes four phases in the implementation of the EWBT model:

Design phase: from the beginning of the project until the first semester of 2018, it included the situation analysis, the preparation of the appropriate conditions for implementation, the involvement of stakeholders, and the design of the educational and social action models.

Validation phase: from the beginning of 2018 to the first semester of 2019, it comprises the launching of EWBT in a limited number of schools and organizations that offer internships, the analysis of their operation, and the improvement of the designed models.

Pilot phase: from the first semester of 2018 until the end of the project and beyond, it covers the promotion for the adoption of the models by the municipal and / or provincial governments and the expansion of the number of young people who benefit from EWBT. The current project only covers the activities related with the promotion of the models but not technical assistance for the implementation of pilots.

Universalization phase: from 2021 onwards, this phase includes the implementation of the model as a national policy in every province of the country. Its execution will depend on the results of the previous phase. An impact evaluation will be necessary to go from pilot phase to universalization phase.

The project has successfully implemented the first phase of the model. Output indicators show that most of the goals corresponding to this stage have been reached and even exceeded. The project has designed the EWBT implementation processes and has produced the necessary materials for the execution of the different activities. It has also successfully involved and trained stakeholders in the four locations where it operates (González Catán, Mar del Plata, Santa Fe and Tucumán) and has obtained the support of local authorities. The project has fulfilled this stage through intensive processes of dialogue and social participation, as proposed in the design.

92. Regarding the validation phase of the model, it was observed -in the field visits- that the stakeholders are enthusiastically participating in the EWBT model created by the project: teachers have adopted the SES materials and are using them in their classes; businessmen are satisfied with the experience with the interns and are inviting other businessmen to join the initiative; young people participate in the internships

regularly and recommend them to their friends and classmates. It is also observed that some initial prejudices have been fading. For example: young people thought that formal companies mistreated their employees and businessmen thought that young people from the poor districts were lazy and undisciplined.

93. In addition, the effect of EWBT on young people and on employers could be better than expected by the project. Interviewed employers pointed out EWBT not only benefits young people but also their companies because it improves the working environment and provides them qualified workers. Young people, on the other hand, said that the practices allowed them to imagine a different future: regularly, they used to think that they could only work in informal activities, but after the internships they believe that it is possible to access jobs in the formal sector and that, to achieve this, they need to keep studying. EWBT has generated a sense of pride and satisfaction in all those who participate, which facilitates the path for its social acceptance and its institutionalization as a public policy.
94. The piloting phase of the EWBT model depends on the success of the validation phase. Government authorities will be willing to apply the model on a larger scale only if they observe that it is working well and that the stakeholders are satisfied. However, the project has already given some steps to promote its adoption in public programs: it has permanently informed the authorities about the progress of the project, it has established agreements for the implementation of the SES component in schools and educational programs, it has signed general cooperation agreements, etc.
95. Since the validation phase of the project is ending, it is necessary to plan the strategy and activities for the pilot phase in detail. It must be considered that the project could end before all the outcomes of this phase are seen in the 4 locations because the responsibility for piloting falls primarily on public agencies, whose processes are complex and can be slow.

The main challenges for the project during the rest of its execution are: i) to complete the validation of the model and of the materials and ii) to promote the adoption of the models by municipal and / or provincial governments through pilot projects. The fourth phase of the implementation of the model is beyond the scope of this project, although an extension or a second stage could include it.

### **Project Management**

96. The organizational structure of the project is designed to take advantage of the strengths and knowledge of the communities that each of the participating institutions have and to generate efficient processes for coordinating actions. Instead of a hierarchical structure, there is a cooperative structure that operates through instances of coordination and assignment of functions to the members of the institutions. This has allowed the project to achieve a smooth execution and to perform tasks effectively. The leadership of the Project Director is also a factor that has allowed a good performance and coordination among organizations.

### **Sustainability**

97. The evaluator observes sustainability of the project in s two spheres: 1) the sustainability of the specific interventions that are being developed in the four locations and that encompass the three components of its educational model; 2) the sustainability of the EWBT model as part of the public policies of local, provincial or national governments.
98. Regarding the first sphere: it is expected that the specific interventions will continue when the project ends because they have been accepted as valid by stakeholders and they have been formally integrated into their work processes. In addition, the project is strengthening the 4 local organizations that operate in the territories. Out of the four organizations, three are acquiring enough experience and knowledge to act with greater independence of the project in order to provide technical assistance to schools, companies and organizations currently involved in the EWBT practices. The other organization (Crece Juntos) will need additional support from the project to become technically autonomous due to its nature: it is a community organization devoted to provide services to their neighbors, with limited experience in providing technical assistance to others.
99. Regarding the second sphere: the sustainability of the model as part of public policies is related to the financing scheme of the EWBT model that requires resources for three spending groups: 1) stakeholders´ articulation, communications strategy, training, and monitoring, 2) educational services for young people (school reinsertion and secondary certification, development of socio-emotional skills), and 3) internships. Currently, the Noemi Project funds the first group, the school system and public programs fund the second, and the organizations and companies that offer internships fund the third.
100. It is expected that these financing needs will continue once the project moves to the pilot and universalization phases. It is also anticipated that items 2 and 3 will continue to be executed with public and private resources during the pilot phase at least in the two places where governments have endorsed the EWBT model and are planning to expand it (Mar del Plata Municipality and Tucuman Province). Similar agreements are needed in Santa Fe and Buenos Aires Provinces to secure sustainability of the pilot phase.
101. The greatest risk to the sustainability of the EWBT program is the availability of resources to finance item 1 (stakeholders´ articulation, communications strategy, training, and monitoring) that is currently being funded by the project. There is no evidence of opportunities to obtain resources for this item comprising the back office processes of the EWBT model which are the least appealing of the three spending groups. To reduce this risk, the project should prepare technical documents to support government authorities in the process of developing municipal or provincial plans to implement the EWBT model.

## IX. RECOMMENDATIONS

### Recommendations for DYA and Partners

102. Prepare technical documents to help government authorities develop municipal or provincial programs based on the EWBT models created by the project. These documents should be:
- Studies on eligible population in municipalities and / or provinces.
  - Data sheets of the products created by the model: product description, target population, eligibility criteria of project beneficiaries, access rules, etc.
  - Process maps of products
  - Quality standards of products
  - Cost estimates of products disaggregated by stakeholder: government agency, educational program, and organization providing internships.
103. Design local plans to expand the models created by the project to the entire eligible population of the participating municipalities and / or provinces. Each plan should comprise budget, possible sources of funding, an implementation schedule, and strategies to include the private sector. Additionally, the plan should include the design of a monitoring and evaluation system that, after 3 or 4 years, provides enough information and evidence to expand the models throughout the country. The plans would allow the municipal and provincial authorities to have more elements to establish the budgetary and administrative processes necessary for EWBT programs.
104. With GAN Argentina, design and execute a plan to involve the private sector in EWBT programs in at least three aspects: 1) discussions with government agencies on the design of programs, 2) offer of internships for young people, 3) financing of the back office processes of the EWBT model (see paragraph 100). It is important to ensure the participation of large, medium and small companies, as well as business federations.
105. Design a communication strategy based on the information about the benefits that EWBT provide to each of the stakeholders: young people, educational programs, organizations and companies that offer internships, workers' and employers' organizations, municipal and provincial governments. This approach could be helpful because EWBT programs require voluntary and enthusiastic stakeholders' participation to work properly.



106. It is suggested that, after the validation phase, the writing style of guides and materials that are part of the components of the EWBT model are reviewed in order to produce easy to understand and attractive working materials. It is also suggested to reconsider the structure and organization of all the materials to develop greater unity and coherence. The clarity and presentation of documents and working tools should support the adoption of the model by the stakeholders in the piloting phase.

#### **Recommendations for USDOL**

107. Consider the possibility of allocating a new grant to be one of the financing sources for the piloting phase of the expansion of the EWBT models created by the project.

## ANNEX 1: Evaluation Question Matrix

#	TOR Question	Methodology to answer question	Stakeholders	Data Source(s) /Means of Verification
<b>Relevance</b>				
1	Was the problem adequately identified? Does the available qualitative and quantitative information confirm the problems that were identified?	Interviews Review of project documents Review of theory of change Review of data project	Project staff and partner organizations	Project proposal CMEP Data available
2	Is the design of the Noemi Project appropriate to the political context in which it operates? How so?	Interviews Review of project documents	Project staff and partner organizations Public and private organizations	·Project proposal
<b>Project Design and Validity</b>				
3	Are the strategies designed appropriately to address the problem? Does the available qualitative and quantitative information confirm the strategic decisions that were made?	Interviews Review of project documents	Project staff and partner organizations Public and private organizations	Project proposal CMEP Data available
4	Have the territorial interventions contributed to the public policies and programs being promoted by national and local governments? How?	Interviews Review of project documents	Project staff and partner organizations Public and private organizations	Project proposal CMEP TPRs
5	Is the proposed strategy responsive to the need of project stakeholders?	Interviews Review of project documents Review of theory of change	Project staff and partner organizations	Project proposal CMEP
6	Has the project adequately identified policy advocacy opportunities? How is it taking advantage of those opportunities?	Interviews Review of project documents	Project staff and partner organizations	Project documents TPRs
<b>Effectiveness</b>				

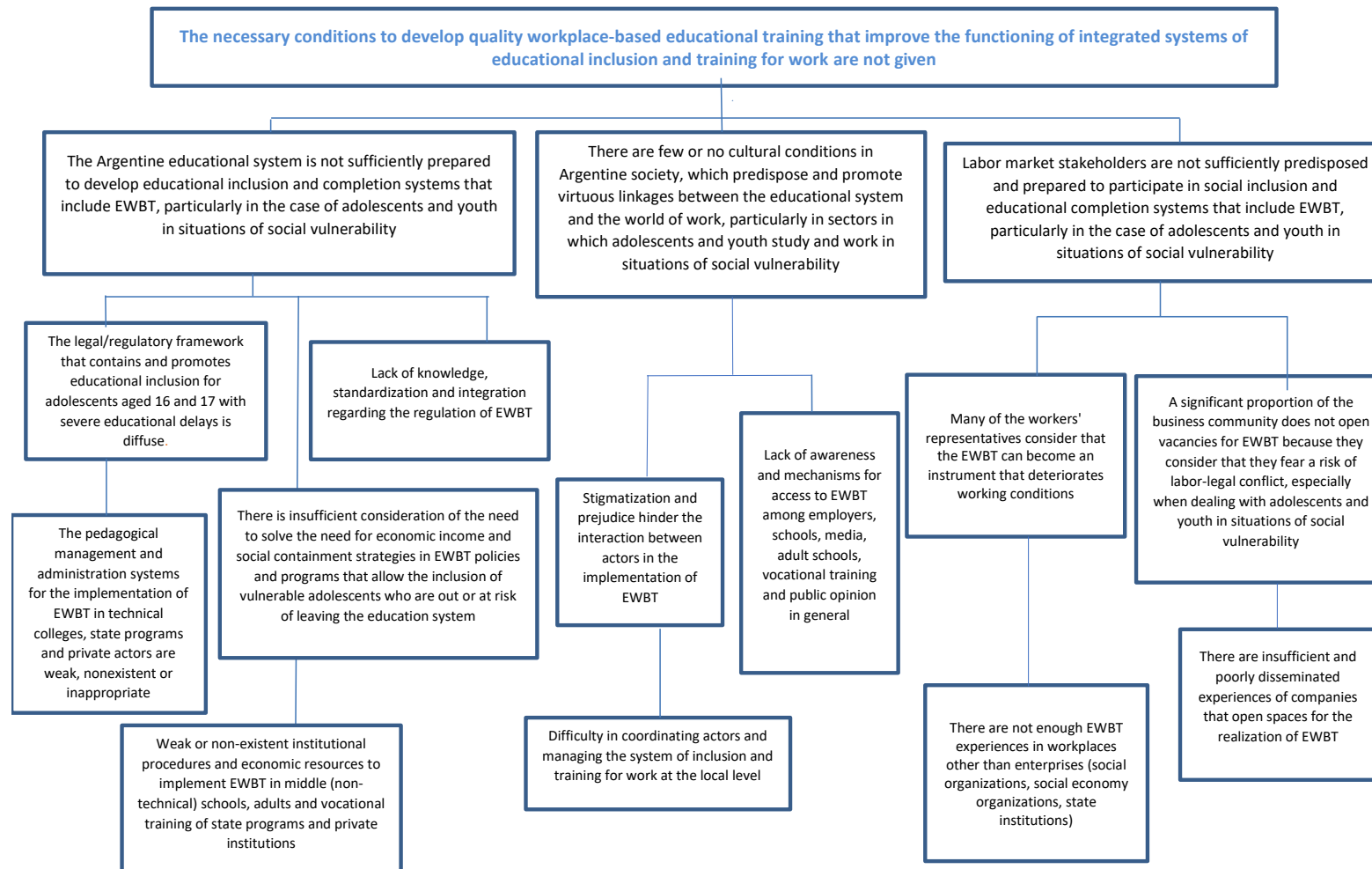
7	How effective is the project in the area of public policy advocacy?	Interviews Review of project documents Site visits	Project staff and partner organizations Public and private organizations Beneficiaries	Advocacy material Monitoring system TPRs
8	What has been the reach and effectiveness of the communicational/outreach campaigns?	Interviews Review of project documents Site visits	Project staff and partner organizations Public and private organizations Beneficiaries	Project documents Monitoring system TPRs
9	What have been the main findings of the research studies carried out so far? How were those findings used?	Review of studies reports	Project staff and partner organizations	Studies reports
10	What agreements have been reached among the different stakeholders with whom the Noemi Project is working, and how have these agreements supported the project's objectives?	Interviews Review of project documents Site visits	Project staff and partner organizations Public and private organizations	Project documents Intitucional agreements
11	What methodological proposals have been designed for educational institutions and for workplaces, and how have these proposals been implemented in the field?	Interviews Review of project documents Site visits	Project staff and partner organizations Public and private organizations	Methodological documents TPRs
12	What is the level of participation of the various stakeholders, and their degree of commitment to project execution?	Interviews Review of project documents Site visits	Project staff and partner organizations Public and private organizations Beneficiaries	Project documents TPRs
13	How is the Educational Workplace-Based System being systematically documented? What strategies are being pursued to encourage the adoption of the model by the various actors?	Interviews Review of project documents	Project staff and partner organizations Public and private organizations Beneficiaries	EWBT documentation system Project documents TPRs
<b>Effectiveness of Project Management</b>				
14	Is the project's organizational structure adequate to carry out activities?	Interviews Review of project documents	Project staff and partner organizations	Project documents TPRs
15	How are the monitoring systems being implemented by the various actors participating in the project working? How is the information collected through these monitoring systems being used?	Interviews Review of project documents Review of CMEP	Project staff and partner organizations Public and private organizations	Project documents TPRs CMEP

## Sustainability

16	Are there opportunities to leverage public or private resources to provide sustainability to EWBT systems?	Interviews Review of project documents Site visits	Project staff and partner organizations Public and private organizations	Project documents TPRs
17	Are there agreements in place, or in process, with various stakeholders which can ensure sustainability?	Interviews Review of project documents	Project staff and partner organizations Public and private organizations	Project documents Institutional agreements TPRs
18	Is the project having an impact in terms of making changes to the legal/regulatory framework, or to the design of EWBT programs? How?	Interviews Review of project documents	Project staff and partner organizations Public and private organizations	Project documents Regulatory framework documents TPRs
19	What additional actions should be taken to promote the sustainability of the project, and the functioning of the EWBT systems that it is promoting?	Interviews Review of project documents Site visits	Project staff and partner organizations Public and private organizations Beneficiaries	Project documents TPRs

---

## ANNEX 2: Problem Tree



## **ANNEX 3: Methodological products**

1. General Roadmap for School Reinsertion
2. Annex N ° 1 Guide for the Design of the DIT
3. Student's Handbook
4. How to address EWBT in schools
5. Socio Emotional Skills Roadmap
6. SES Activity Guide
7. SES Handbook
8. Annex to SES Handbook
9. Internship roadmap
10. Information collection form
11. EWBT School Principal role
12. EWBT tutor role in schools
13. EWBT internship coordinator role in organizations
14. Organization internship tutor handbook
15. EWBT tutor role in organizations
16. Guide for EWBT school coordinators
17. Guide for EWBT school tutors
18. Guide for EWBT coordinator in organizations
19. Regulations of internships in the workplace
20. Model of internships agreement
21. Guide for the design of institutional internships plan
22. Guide for the design of individual internships plan
23. Intern's Notebook Model
24. Model of Rubric for Evaluation
25. Stakeholders' map construction
26. Proposal for articulation between stakeholders

## ANNEX 4: Terms of Reference

### INDEPENDENT INTERIM EVALUATION

PROJECT TO PROMOTE WORKPLACE-BASED TRAINING FOR VULNERABLE YOUTH IN ARGENTINA

(NOEMI PROJECT)

---

**Cooperative Agreement Number:** IL-29682-16-75-K

**Financing Agency:** US Department of Labor

**Grantee Organization:** DESARROLLO Y AUTOGESTION

**Dates of Project Implementation:** 11 November 2016 – 31 March 2020

**Type of Evaluation:** Independent Interim Evaluation

**Evaluation Fieldwork Dates:** October 1 – 10, 2018 (Provisional)

**Date of TOR Finalization:** September 14, 2018

---

## 1. Introduction

USDOL requires that projects conduct two independent evaluations during the life of a project: one midterm and one final. The purpose of these evaluations is, on the one hand, to learn about the challenges and achievements of the project, whether the proposed outcomes and goals were reached or not, and the reasons behind the findings. The midterm evaluation offers the opportunity to make adjustments to the implementation of the project while it is still ongoing.

## 2. Background

### USDOL Background

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$1 billion to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 93 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms, through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

In 2016, OCFT awarded grant funding to DYA to carry out the Noemí Project. This project is part of four grants issued by USDOL in FY2016 related to workplace-based training and apprenticeships for vulnerable youth. Two of these grants are conducting activities in Argentina: the Noemí Project, led by DYA, and the Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica and Kenya through GAN National Networks (GNNs) Project, implemented by the Global Apprenticeship Networks (GAN).

### **Noemí Project Background**

The Noemi project is an initiative funded by the United States Department of Labor (USDOL). The project is coordinated in Argentina by the Centro de Desarrollo y Autogestión (DyA). DyA has signed subcontracts with three Argentine organizations for the execution of certain activities: the SES Foundation, the La Salle Foundation, and *Crecer Juntos* [Growing Together].

The Noemi project is inspired by adolescents and youth ages 16 to 24 who seek opportunities to access education and to become better prepared for the world of work. Its objective is to contribute to improving public policies related to providing relevant training to adolescents and youth in vulnerable situations, in real workplaces.

Workplace-based training is one of the best strategies for developing the capacities of young people, while at the same time connecting them to potential employers. Educational workplace-based training



opportunities (internships, apprenticeships, etc.) also contribute to improving the quality and relevance of their education, and to strengthening the social role of the private sector.

Nevertheless, this strategy is not sufficiently disseminated in Argentina, and there are several difficulties in implementing such programs, especially for teenagers in socially vulnerable contexts.

The main challenge of the Noemi Project is to contribute to the government and to the private sector, by creating the legal and methodological conditions, along with changes in public perception, that can facilitate the implementation and expansion of workplace-based training (WBT).

The Noemí Project believes that encouraging these on-the-job training opportunities is only possible within the framework of an EWBT system (Educational Workplace-Based Training), which is understood as a management model based on the collaboration of different stakeholders (public sector, private sector, and civil society) within a given territory, whose coordinated interventions can promote 1) educational inclusion and specifically secondary/high school level completion and certification, 2) the development of soft skills and 3) hands-on internship and apprenticeship opportunities.

In order to achieve changes in both government policy and in the practices of key stakeholders toward the adoption of EWBT systems, the Project is pursuing four strategies:

#### Strategy 1. Public policy advocacy

The Noemi Project promotes spaces of dialogue to generate proposals for improving the legal/regulatory framework for workplace-based training, including existing programs and policies, with the participation of all relevant stakeholders.

#### Strategy 2. Research

With the goal of offering relevant information regarding the legal/regulatory framework, the reality of the labor market, workplace-based training experiences in the country and elsewhere in the region, the Noemi Project is partnering with national and regional universities to conduct specialized research projects.

#### Strategy 3. Awareness-raising

The Noemi Project has found that many actors have negative perceptions regarding workplace-based training. Employers, public officials, teachers, and even the adolescents and youth themselves, associate WBT with teenage and youth labor. There is also a perception that in many cases, internships or apprenticeships are really mechanisms of labor flexibilization. There is a lot of disinformation among the private sector regarding the laws and rules that govern WBT, as well as a lack of information about best practices and methodologies, which limits its use in the marketplace. Based on this evidence, the Project has put in motion an outreach/communication strategy to publicize the benefits of EWBT Systems and to help combat the negative opinions that some actors hold about them.

#### Strategy 4. Testing and Validation of EWBT Systems

The Noemi Project is committed to the idea that one of the keys to its success will be to demonstrate, through concrete experiences and evidence, that it is possible to implement educational workplace-based training programs that are beneficial to employers, trainees, and communities. To do this, the Project has designed a methodology to engage and coordinate stakeholders, manage EWBT programs, and monitor the experiences. This methodology is being applied in 4 locations, with the participation of 4 local organizations implementing EWBT Systems in three provinces: Tucumán, Santa Fe and Buenos Aires (La Matanza and Mar del Plata). The organizations are promoting collaborative efforts among local actors to provide services aimed at educational inclusion, the development of soft skills and the implementation of educationally-oriented internship and apprenticeship placements. These experiences are being documented, systematized and disseminated among key stakeholders.

The Project has an information system which can be used to systematically document the experience and monitor the achievement of its objectives. The basic tool of the Project is CMEP; which specifies the outcomes and deliverables committed to USDOL. It also includes the activities planned to achieve these objectives, and the indicators used to measure progress towards them. Given that the intention is to validate and systematize the experience, the project designed other products and indicators that help the team to make adjustments and decisions. The project has 14 data collection instruments that are currently being used, and so far, has gathered a great deal of qualitative and quantitative information, which it is using to inform its communication and advocacy strategies, and to prepare the periodic reports (for the team and TPRs for USDOL).

The total duration of the project is three years, of which 20 months have passed. Over the course of these months, the participating institutions have made great progress toward achieving project goals. The second half of the project has begun, and it is important to make any adjustments necessary to achieve the proposed goals. For this purpose, the project is proposing the implementation of an external midterm evaluation, the objectives of which are described below.

### **3. Purpose and scope of the evaluation**

The main purposes of this qualitative evaluation are:

1. To review the ongoing progress and performance of the project (extent to which objectives/outcomes and outputs are being achieved);
2. To examine the likelihood of the project achieving its objectives and targets;
3. To identify ways to improve delivery and enhance coordination with key stakeholders in the remaining period of project implementation; and
4. To identify promising practices and ways to promote their sustainability.

The evaluation will provide OCFT, DYA, and the in-country management team with an assessment of the project's experience in implementation, its effects, as well as an understanding of the factors driving the project results.

The evaluator will also assess the stakeholders' satisfaction with the project, analyze the effectiveness of the project strategies, identify key strengths and weaknesses in project implementation, and identify any unexpected effects of project activities as well as other relevant features of project implementation. Lessons learned and good practices will be documented, and recommendations will be provided to improve the project's performance.

#### **4. Intended Users**

The interim evaluation should provide OCFT, DYA, and the in-country management teams with information to assess and revise, as needed, the relevant work plans, strategies, objectives, partnership arrangements and resources in order to maximize the potential impact of the project and increase the likelihood that intended targets and objectives will be achieved. The interim evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

#### **5. Methodology**

The evaluation will be done by an external and independent evaluation team, and will primarily employ qualitative methods:

- In-depth, open-ended interviews, both with individuals and groups
- Focus groups
- Observation
- Document analysis

Given the characteristics of the project, we are proposing a type of intentional/purposeful sample, with maximum variation, in order to ensure a wide range of diverse voices and experiences.

Some quantitative data will be incorporated in the analysis, drawn from the CMEP and project reports to the extent that it is available (please see Annex 2 for a list of project indicators to be included in the evaluation). In order to ensure the credibility and validity of results, the information provided by stakeholders will be triangulated using multiple data sources for as many of the TOR questions as possible.

Interviews and focus groups will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders, allowing for additional questions to be posed that are not included in the TOR in order to provide a fuller understanding of the situation, whilst ensuring that key information requirements are met. In addition to questions related to project activities and outcomes, the evaluator will ask questions to assess contextual (e.g. economic, social, political) factors affecting project implementation.

As far as possible, a consistent approach will be followed, with adjustments made for the different actors involved. The interim evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. Cultural and gender sensitivity will be integrated in the evaluation approach.

## 6. Evaluation Dimensions and Questions

The evaluation questions are the following:

### ***Relevance***

1. Was the problem adequately identified? Does the available qualitative and quantitative information confirm the problems that were identified?
2. Is the design of the Noemi Project appropriate to the political context in which it operates? How so?

### ***Project Design and Validity***

3. Are the strategies designed appropriately to address the problem? Does the available qualitative and quantitative information confirm the strategic decisions that were made?
4. Have the territorial interventions contributed to the public policies and programs being promoted by national and local governments? How?
5. Is the proposed strategy responsive to the need of project stakeholders?
6. Has the project adequately identified policy advocacy opportunities? How is it taking advantage of those opportunities?

### ***Effectiveness***

7. How effective is the project in the area of public policy advocacy?
8. What has been the reach and effectiveness of the communicational/outreach campaigns?
9. What have been the main findings of the research studies carried out so far? How were those findings used?
10. What agreements have been reached among the different stakeholders with whom the Noemi Project is working, and how have these agreements supported the project's objectives?
11. What methodological proposals have been designed for educational institutions and for workplaces, and how have these proposals been implemented in the field?
12. What is the level of participation of the various stakeholders, and their degree of commitment to project execution?
13. How is the Educational Workplace-Based System being systematically documented? What strategies are being pursued to encourage the adoption of the model by the various actors?

### ***Effectiveness of Project Management***

14. Is the project's organizational structure adequate to carry out activities?
15. How are the monitoring systems being implemented by the various actors participating in the project working? How is the information collected through these monitoring systems being used?

### ***Sustainability***

16. Are there opportunities to leverage public or private resources to provide sustainability to EWBT systems?

17. Are there agreements in place, or in process, with various stakeholders which can ensure sustainability?
18. Is the project having an impact in terms of making changes to the legal/regulatory framework, or to the design of EWBT programs? How?
19. What additional actions should be taken to promote the sustainability of the project, and the functioning of the EWBT systems that it is promoting?

## **7. Overview of the evaluation process**

The evaluation is planned to take 25 days, as described in Annex 2. It includes a) Documents review; b) Methodology and question matrix; c) Site visiting and interviews; and d) Stakeholders meeting.

Once the evaluation team has been selected by USDOL, and the TORs have been finalized in consultation with the selected team, the project documentation review stage will begin (10 days). During that time, the project managers will propose a timetable for gathering information in the field. The travel, interviews and events will be organized in conjunction with the evaluation team. The fieldwork phase in Buenos Aires and in some of the territories where the Project is working will have a duration of 15 days. At the end of the field data collection phase, the evaluation team will present its preliminary findings to the project management team, and to stakeholder representatives whose input the project feels would be relevant, in order to receive clarifications and feedback. Approximately two weeks after that, the evaluation team will present a first draft of the evaluation report for comments, based on which it will make adjustments and prepare the final midterm evaluation report.

### **Evaluation Team**

The interim evaluation will be conducted by an independent evaluator, to be chosen by DYA and approved by USDOL. Project staff may travel with the evaluator to provide introductions for meetings with stakeholders, but will not sit in on the interviews and is not to influence the independence of the evaluation process.

The independent evaluator will be responsible for developing the methodology in consultation with DYA and USDOL; directly conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the stakeholder meeting(s); preparing the evaluation report; and addressing comments from DYA and USDOL on the evaluation report.

### **Data Collection Methodology**

#### **1. Document Review**

Pre-field visit preparation includes extensive review of relevant documents. During fieldwork,

documentation will be verified, and additional documents may be collected. Documents may include:

- CMEP documents and data,
- Project document and revisions,
- Pre-situational Survey, if available at the time of the evaluation,
- Cooperative Agreement,
- Technical Progress and Status Reports,
- Correspondence related to Technical Progress Reports,
- Project Results Frameworks and Monitoring Plans,
- Work plans,
- Management Procedures and Guidelines,
- Other project files as appropriate.

## 2. Methodology and Question Matrix

Before beginning fieldwork, the evaluator will develop an addendum to this TOR describing in greater detail the methodology to be used in this evaluation. This will address, but is not limited to:

- The nature of interviews to be conducted (key informant interviews, focus group discussions, structured or semi-structured, etc.)
- Type of sampling to be used and desired demographic makeup of respondents
- How gender and diversity considerations will be integrated into the evaluation approach

The evaluator will also create a question matrix, which outlines the source of data from which the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

## 3. Site Visits and Interviews with Stakeholders

The evaluator will travel to Argentina and conduct informational interviews and/or focus groups with as many project stakeholders as possible. Fieldwork dates will be finalized in consultation with DYA, with consideration to the evaluator's schedule, and are subject to approval by DYA and USDOL.

Technically, stakeholders include all those who have an interest in the project, and for the interim evaluation this may include (but is not limited to):

- Relevant OCFT Staff, including the Project Manager and members of the M&E technical team,
- Project Staff, including the Project Director and M&E Officer, and other staff as relevant.
- Other key in-country point persons,

- Representatives from the other USDOL grantees in Argentina.
- Representatives from social partners, government, and other stakeholders working in the area of youth work-based training and involved with the project.

The evaluator will conduct field visits to interview youth and other local stakeholders. Final determination regarding site visits will be agreed upon by OCFT, DYA and the evaluator during the development of the field itinerary.

#### *D. Stakeholder Meeting*

Following the in-country fieldwork, a stakeholder meeting will be conducted by the evaluator that brings together relevant staff and stakeholders, as well as other interested parties who may not have been interviewed during the evaluation.

The purpose of this meeting is for the evaluator to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The agenda of the meeting will be determined by the evaluator in consultation with project staff. It is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings,
2. Feedback and questions from staff and stakeholders on the findings,
3. Opportunity for stakeholders not met during interviews to present their feedback, and
4. Discussion of recommendations to improve the implementation and ensure sustainability.

## **8. Expected Outputs/Deliverables**

The total length of the report should be approximately **30 pages** for the main report, excluding the executive summary and annexes. All drafts and annexes will be written in English. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (no more than five pages providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description

- VI. Findings – the facts and analysis, with supporting evidence included and clarity on criteria used for making judgements. This should include answers to each of the evaluation questions.
- VII. Conclusions – the primary take-away points from the evaluation
- VIII. Emerging Lessons Learned and Good Practices
- IX. Recommendations
- X. Annexes - including a completed and up-to-date list of project indicators (see TOR Annex 1); list of documents reviewed; list of interviews/meetings/site visits; stakeholder workshop agenda and participants; copy of this TOR; etc.

The first draft of the report will be circulated to USDOL and DYA concurrently. The evaluator will incorporate the comments received into the report as appropriate, and provide a response, in the form of a comment matrix, as to why any comments might not have been incorporated.

The substantive content of the report’s findings, conclusions, and recommendations shall be determined by the evaluator, and the independence of the evaluation is not to be compromised during the review from DYA and USDOL. However, the report is subject to final approval by DYA/OCFT in terms of whether the report meets the conditions of the TOR.

## **9. Evaluation Management and Support**

DYA will be managing this evaluation, with support from USDOL. The independent evaluator is to be selected by DYA and is subject to approval by USDOL. DYA will be contracting directly with the evaluator and organizing/hosting interviews and focus groups according to the plan identified in the field itinerary and subject to the terms listed in this TOR. This includes logistical and administrative support for the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed. DYA will also be responsible for providing the management and technical oversight necessary, including quality reviews of all deliverables, to ensure completion of the evaluation milestones and adherence to technical standards as well as the clarity and comprehensiveness of the evaluation report.



## **CMEP Indicators**

This list includes all CMEP indicators as a general reference. Indicators that may be of particular relevance to this evaluation are highlighted in yellow.

Outcome 1: Laws or policies supporting quality workplace-based educational training opportunities for youth, including vulnerable and marginalized youth, are improved and/or implemented by key stakeholders

### ***INDICATOR OTC 1 - # of laws amended or policies improved by key stakeholders***

Sub-outcome 1.1: Legislative and policy proposals are developed to generate the necessary conditions for including vulnerable youth in EWBT systems

### ***INDICATOR S-OTC1.1 - # of draft laws and/or policy proposals developed by key stakeholders to generate the necessary conditions for the inclusion of vulnerable youth in EWBT systems***

Output 1.1.1.: Stakeholders debate proposals to promote WBT for vulnerable and marginalized youth

### ***INDICATOR OTP 1.1.1 # of stakeholders engaging in discussions about WBT proposals***

Outcome 2: Employers, workers' organizations, and other stakeholders implement good practices related to educational workplace-based training for youth, including vulnerable and marginalized youth

### ***INDICATOR OTC 2 - # of stakeholders reporting to be using good practices related to WBT for youth***

Sub-outcome 2.1: Attitudes about WBT for youth, including vulnerable and marginalized youth are improved

### ***INDICATOR S-OTC 2.1 % of stakeholders with changed attitudes about EWBT for youth, including vulnerable and marginalized youth***

Sub-outcome 2.2: Knowledge about best practices related to WBT, including vulnerable and marginalized youth, is enhanced

### ***INDICATOR S-OTC 2.2 % of stakeholders with increased knowledge about WBT for youth, including vulnerable and marginalized youth***

Sub-outcome 2.3: Improved EWBT practices are implemented by key stakeholders

### ***INDICATOR S-OTC 2.3a # of stakeholders that implement monitoring system on EWBT***

### ***INDICATOR S-OTC 2.3b # of common work plans implemented between stakeholders***

Output 2.1.1.: A communications/ outreach strategy is implemented to raise awareness about stigmas and prejudices that prevent youth from accessing EWBT

*INDICATOR OTP 2.1.1 # of communicational campaigns implemented*

Output 2.2.1.: Research is conducted and disseminated about mechanisms to access WBT between stakeholders

*INDICATOR OTP 2.2.1 # of research studies disseminated*

Output 2.3.1.: Technical assistance provided to diverse stakeholders at the national and local levels

*INDICATOR OTP 2.3.1 # of people trained on EWBT systems*

Outcome 3 - The quality of existing public and private programs that provide vulnerable and marginalized youth with prerequisite skills to enter workplace-based training programs is improved.

*INDICATOR OTC 3 - # of educational institutions and/or social-educational organizations and/or work place programs applying methodological proposals on WBT*

Sub-outcome 3.1: Coordination/collaboration between service providers reaching vulnerable and marginalized youth and WBT programs is strengthened

*INDICATOR S-OTC 3.1 # of agreements reached between multiple stakeholders*

Sub-outcome 3.2: Relevance of skills training programs available to vulnerable and marginalized youth is improved

*INDICATOR S-OTC 3.2a # of public and/or private educational programs applying improved methodologies to address vulnerable and marginalized youth*

*INDICATOR S-OTC 3.2b # of people in work places applying methodologies on EWBT*

Output 3.1.1.: Methodological proposals are developed to promote coordination among actors

*INDICATOR OTP 3.1.1 # of methodological proposals developed to promote coordination among actors*

Output 3.2.1.: Proposals are generated for improving the pedagogical structure and management systems for implementing EWBT in educational institutions

*INDICATOR OTP 3.2.1 # of proposals for improving the pedagogical structure and management systems for implementing EWBT in educational institutions*

Output 3.2.2: Proposals are generated for improving the pedagogical structure and management systems for implementing EWBT in work places

*INDICATOR OTP 3.2.2 # of proposals for improving the pedagogical structure and management systems for implementing EWBT in workplaces*

## TIMELINE

Task	Date(s)	New date
TOR finalized	9/14/2018	9/14/2018
DYA conducts procurement process, USDOL approves evaluator	9/14/2018	9/14/2018
Evaluator signs contract	9/17/2018	9/17/2018
DYA sends suggested itinerary and list of interviewees to USDOL and the evaluator for feedback	9/17/2018	9/17/2018
Evaluator sends methodology and data collection matrix	9/20/2018	9/20/2018
Finalize the itinerary and list of interviewees	9/21/2018	9/21/2018
Evaluator interviews USDOL by phone	9/24/2018	9/24/2018
Evaluator interviews Project Director, M&E Officer, and other project staff by phone	9/26/2018	9/26/2018
Fieldwork in Argentina	1/10/2018 10/10/2018	1/10/2018 10/10/2018
Stakeholder Meeting in Argentina	10/10/2018	10/10/2018
Evaluator sends draft report <i>simultaneously</i> to DYA and USDOL for comment	11/15/2018	7/12/2018
USDOL and DYA provide comments	11/30/2018	12/21/2018
Evaluator sends revised report	7/12/2018	4/1/2019
USDOL approves final report or sends further comments	12/14/2018	11/1/2019
DYA sends final, copy edited and formatted report to USDOL	12/20/2018	1/18/2019