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This action is funded by the European Union

## ANNEX 2

of the Commission Decision on the Annual Action Programme 2017 in favour of the Republic of Liberia to be financed from the 11<sup>th</sup> European Development Fund

### **Action Document for: Youth Rising - EU Support to Technical and Vocational Education and Training (TVET) for Young People in Liberia**

1. Title/basic act/ CRIS number	Youth Rising - EU Support to Technical and Vocational Education and Training (TVET) for Young People in Liberia CRIS number: LR/FED/037-931 financed under 11 <sup>th</sup> European Development Fund			
2. Zone benefiting from the action/location	West Africa, Liberia  The action shall be carried out at the following location: in selected TVET schools in Liberia.			
3. Programming document	National Indicative Programme (NIP) <sup>1</sup> for the period 2014-2020 for Liberia			
4. Sector of concentration/ thematic area	Focal sector 2: Education	DEV. Aid <sup>2</sup> : YES		
5. Amounts concerned	Total estimated cost: EUR 20 000 000 Total amount of EDF contribution EUR 20 000 000			
6. Aid modality and implementation modality	Project Modality Indirect management with an international organisation: United Nations Industrial Development Organization (UNIDO)			
7 a) DAC code	11330 – Vocational Training			
b) Main Delivery Channel	41000 United Nations agency, fund or commission: United Nations Industrialised development Organisation (UNIDO)			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>

<sup>1</sup> Commission Decision on the adoption of National Indicative Programme for the Republic of Liberia (2014-2020) C(2015) 1267 of 26.2.2015.

<sup>2</sup> Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagship</b>	N/A			
<b>10. Sustainable Development Goals (SDGs)</b>	SDG 8 on employment through TVET SDG 4 on quality and inclusive education SDG 5 on gender equality and empowerment of women and girls			

## SUMMARY

Liberia's youth constitutes nearly half of the Liberian labour force but is exposed to high unemployment, underemployment and vulnerable employment rates. The global commodity prices crisis, combined with the effects of the Ebola crisis, have devastated the Liberian economy and worsened youth's fragility problems. A socially and economically marginalised young population can pose serious risks to national security, social cohesion and stability. Liberian youth generally lack employable skills and are ill-equipped to access new economic opportunities. Efforts to improve their employability are constrained by a Technical and Vocational Education and Training (TVET) sector characterised by serious shortcomings in terms of quality and relevance, access and equity, funding, and governance. The Government of Liberia recognises that the transition towards inclusive growth will not happen unless human capabilities are enhanced and the quality of education and vocational training are improved to match the demands of the labour market. The present intervention will seek to strengthen the Liberian TVET sector in its capacity to deliver equitable and gender-balanced access to high-quality and demand-driven TVET. This will be done by supporting capacity development at central and TVET provider level and by strengthening links with the private sector. The intervention will address equity issues with emphasis on remote south east rural areas and vulnerable youth, including people with disabilities.

## 1. CONTEXT

### 1.1 Sector/Country/Regional context/Thematic area

Liberia's Human Development Index value for 2015 is 0.430, placing Liberia in the low human development category at position 177 out of 188 countries, with worrisome results on employment and work indicators: 68 % of the Liberian population living below the income poverty line, according to the HDI 2016 Report. Liberia has a youthful population, with 79 % of Liberians under the age of 36. Youth constitutes half of the Liberian labour workforce and their share is expected to grow in the years to come. Yet, youth is the most marginalised labour force in the country. According to the 2010 Liberia Labour Force Survey, only over half of the youth population in Liberia (52.4 %) was employed. 91 % of youth work is in non-wage or salary positions and 80 % are in vulnerable employment. The majority of youth employed are self-employed (76.9 %), mostly in the informal sector. Agriculture is by far the largest youth employment sector. Only 24 % of paid jobs are held by women. Young Liberians generally lack employable skills and are ill-equipped to access economic opportunities. Only a small proportion of Liberian youth (5.1 %) participates in vocational

education or training<sup>3</sup>. The lack of qualified youth is creating a bottleneck in the supply of labour in the professional occupations sought by employers. Nearly half of young workers in Liberia (47.8 %) are undereducated for the work they do and do not hold the level of qualifications required for the job<sup>4</sup>.

Delivery of TVET in Liberia is fragmented, unregulated and uncoordinated, and TVET provision is dominated by private providers. Overall, the TVET sector presents serious shortcomings in terms of quality and relevance, access and equity, funding and governance, including: outdated and limited equipment, lack of adequately trained and incentivized trainers, lack of an accreditation system and standardized curricula; weak linkages between TVET and the productive sectors of the economy; low management capacity and central and local levels; lack of gender sensitive measures; lack of coordination between TVET stakeholders; lack of defined pathways into and from TVET; and insufficient funding<sup>5</sup>.

### ***1.1.1 Public Policy Assessment and EU Policy Framework***

**The Education Reform Act** (2011) establishes free compulsory education up to junior high level and a framework that includes post-basic education and skills development. It also provides the roadmap for decentralization of the education sector.

**The Liberia National Capacity Development Strategy (2011)** prioritises the coordination among TVET institutions and emphasizes the need to strengthen TVET in order to equip Liberians with the education, knowledge and skills necessary to effectively compete in the labour market.

**The Agenda for Transformation (AfT) (2012)** is the medium-term economic growth and development strategy aimed at guiding national development in the period 2012–2017. It has provided a strong impetus to the reform of the TVET sector and youth empowerment, both cornerstones to the strategic pillars of Liberia's economic transformation and human development. Mid-2017 preliminary work began to develop a new strategy which will be finalized by the new administration after the October 2017 elections.

The Government has gender policies in place, including the **National Gender Policy** (2009) and the **National Gender-Based Violence Action Plan** (2006). **The National Policy on Girls' Education** (2013) promotes the education of girls through several measures.

**The National TVET Policy and Operational Plan** (2015) is based on 10 pillars aiming to revitalize the Liberian TVET system through better governance, strengthened quality and relevance, and the promotion of competitive workforce in strategic sectors, the policy promotes access to quality skills training, stimulating economic growth, creating sustainable employment and reducing poverty.

**The Education Sector Plan (ESP)** 2017-2021 includes TVET as key priority subsector. It aims at improving the TVET information base, both at the demand and supply sides, and the quality of TVET delivery by building the capacity of training providers. It also lays the foundation for a national qualification framework.

Through its **National Indicative Programme (NIP) 2014-2020**, the EU supports the AfT's strategic objectives of improving quality, relevance, and accessibility of basic education and vocational/technical education programmes, thereby increasing employment options for the youth.

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<sup>3</sup> Dukuli, S., 2014: Liberia Country Report for the 2014 Ministerial Conference on Youth Employment: How to improve through skills development and job creation access of Africa's youth to the world of work, Abidjan, Cote d'Ivoire, 21-24 July 2014.

<sup>4</sup> De mel, et al., 2013: Labour market transitions of young women and men in Liberia, Report Work 4 Youth, ILO.

<sup>5</sup> Liberia Education Sector Plan (2017-2021), 2016

TVET is also at the heart of the EU Development Policy and strategy as indicated in the Communication on "Increasing the Impact of Development Policy: An Agenda for Change"<sup>6</sup>, and the Commission Communication on "A stronger Role of the Private Sector in Achieving Inclusive and Sustainable Growth in Developing Countries"<sup>7</sup>. TVET support is relevant to meeting specific targets of SDG 4 on quality education and SDG 8 on productive employment and decent work<sup>8</sup>. The present Action proposes measures to address gender equity in access to TVET and female paid employment, thus contributing to the 2016-2020 EU Gender Action Plan's **Thematic Priorities Economic, Social and Cultural Rights - Economic and Social Empowerment** (Objective 13 and Objective 14) and **Physical and Psychological Integrity** (Objective 7).

### *1.1.2 Stakeholder analysis*

The **Ministry of Education (MoE)**, offers vocational education at the senior high school level (Grades 10 to 12) alongside the general education. The Department for Instructions is responsible for developing and implementing TVET programmes. Its Bureau of Science, Technology, Vocational and Special Education in particular, is responsible for implementing TVET programs at the pre-tertiary level in the public school systems. It also has a supervisory oversight responsibility of TVET in the private sector and the responsibility to ensure that national standards are met.

The **Ministry of Youth and Sports (MYS)** operates vocational training centres offering short term trainings. Certification is currently not standardized. Typically, MYS institutions target students who have dropped out of high school at or before Grade 10 for training at the basic skills level while students who have completed at least the Grade 10 qualify for training at the intermediate level.

**Other ministries involved in TVET are Finance and Development Planning, Labour, Commerce, Gender, and Agriculture**, which also run non-formal or informal TVET programmes. In the absence of an independent TVET authority, in 2014 the President constituted an **Inter-Ministerial Taskforce (IMTF)** on TVET comprising all ministries to be superseded eventually by a TVET Commission.

The **Private Sector** is a key stakeholder in TVET although at present this role is not "formalized" and it is not involved in TVET governance or in TVET design and delivery. Some private enterprises have established their own internal training programmes and generally don't rely on public TVET institutions. There is a lack of a TVET specific market information system, leading to a weak alignment of TVET programmes with labour market needs.

The main direct beneficiaries of the action are:

- the **Liberian youth and young adults participating in the programme**. The intervention will be designed to maximize the access of young females, and vulnerable youth, including disabled people, and youth from rural areas.
- **Key ministerial staff**. The intervention will seek to develop the capacity of key staff in the Ministries to ensure they are better equipped to implement the national TVET policy.
- **TVET instructors, administrators and principals**, with a particular focus on female instructors, and on providing trainers with exposure to modern and advanced TVET capabilities; on improving TVET administrators' capacity to build partnerships with the private sector and industry and trace graduates.

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<sup>6</sup> COM (2011) 637 final 13.10.2011.

<sup>7</sup> COM (2014)263 final of 13.5.2014.

<sup>8</sup> <https://sustainabledevelopment.un.org/?menu=1300>

- **Selected TVET providers**, with a focus on rehabilitating infrastructure, modernising equipment, and training material. Target institutions will be carefully selected, together with the Government, based on a risk assessment and their potential to provide quality TVET for a maximum of youth in both urban and remote rural areas.

### ***1.1.3 Priority areas for support/problem analysis***

The project has identified the following priority areas for support: (i) Quality and relevance; (ii) Access and equity (ii) Governance of the TVET sector; and (iii) Financing of the TVET sector.

#### **(i) Quality and relevance:**

There is a sharp mismatch between training and labour market skills demand. The Liberian TVET system is largely supply-driven, disconnected from productive sectors and ill-aligned with the needs of employers. There are very few market-oriented TVET programmes in the emerging and growing economic sectors of the economy. Skills-gap analysis and tracer studies are rare. Public-private partnerships (PPPs) are lacking and the private sector is not involved in TVET governance and only on a very small-scale in provision.

The multiplicity of testing and certification standards, the absence of an institutional accreditation system and standardized TVET curricula, has prevented the development and implementation of a nationally certified qualifications system. Almost all the Liberian formal TVET institutions are poorly equipped, with dilapidated or inexistent infrastructure, obsolete training equipment and outdated curricula (*conferre* theory-based, rather than competency-based). Most schools have basic constraints such as insufficient access to water and sanitation, no power, no or insufficient numbers of security officers and janitors, and land encroachment by the surrounding community. Liberia's formal TVET institutions rely on inadequate human resources (HR), as there are not enough adequately qualified instructors with practical or workplace experience and are generally, locally staffed with ageing, unskilled, poorly compensated and demotivated TVET instructors and trainers. Some schools seek to fill the HR capacity gap by using volunteers or contractors. School principals relate that a major challenge is the impossibility to refill "inactive" posts due to inefficiency and delays by central Ministries and the Civil Service Agency to retire staff. In fact, training and a recruitment plan to replace the aging workforce and schemes for pre-service and in-service training do not exist. There is an immediate need to establish a comprehensive HR development plan for the TVET sub-sector.

#### **(ii) Access and equity:**

There is a significant access imbalance and inequity problem in TVET availability throughout the country: 43 % of TVET institutions are currently concentrated in Montserrado, followed by Nimba (23 %) and Margibi (12 %)<sup>9</sup>. An overwhelming majority (84.34 %) of students are located in the same counties. Three counties in the south east (Maryland, River Gee and Grand Kru) have no TVET institutions at all<sup>10</sup>. There is a strong gender bias, with only 34.75 % of females enrolled in public TVET. Females are rarely attracted to typically dominated male trades. Young Liberian women have significantly higher unemployment rates than young men (41.3 % versus 28.3 %).

#### **(iii) Governance:**

There is no independent TVET authority in Liberia to guide, direct and oversee TVET provision and at present no legal framework for underpinning TVET or providing adequate mechanisms for the coordination of activities between different Ministries, agencies and private providers. The National TVET policy foresees the creation of a TVET governance and

<sup>9</sup> Due to the presence of the Booker Washington Institute.

<sup>10</sup> Liberia Education Statistics Report 2015-16, Ministry of Education 2016.

coordinating body, the Liberia TVET Commission (LiTCOM) to coordinate and oversee all aspects of TVET in Liberia. The draft legislation for implementing the national policy is in the process of submission for Cabinet approval. The current lack of inter-ministerial coordination, as well as a lack of coordination with other TVET providers, non-governmental organisations (NGOs) and the private sector, is a challenge to the effective governance of the sector. The proliferation of small, low quality, unregulated training companies offering unaccredited courses has become also part of the problem. Data availability has improved in recent years but remains a major challenge and is coupled with scarce capacity by line Ministries to monitor programme interventions, planning and management, including end user monitoring of supplies, and governing the teacher body.

**(iv) Financing of the TVET sector:**

There is a lack of assured, predictable and sustained public financing for TVET, which curtails the implementation of the national policy and the achievement of outcomes. Private funding opportunities for TVET remain largely untapped because there are limited incentives. The MoE has allocated around 5 % of overall education expenditure on average to TVET for the period 2012-2015. Almost all TVET institutions in Liberia have serious financial resource constraints. The public institutions rely heavily on government funding, whilst the private ones providers are financed mainly through tuition fees, donations from external benefactors, and production and sale of goods they produce. Some instructors are on government payroll, while others are contractors or volunteers. Compensation levels are low, leading in turn to instructors working in multiple jobs or leaving schools for private sector jobs. The current centralized structure limits schools' autonomy. Public TVET institutions are often understaffed and the management staff is poorly skilled, with low capacity in generating additional revenue and promoting local PPPs. There is scarce transparency to the public on how resources are planned and distributed.

## **2. RISKS AND ASSUMPTIONS**

<b>Risks</b>	<b>Risk level</b>	<b>Mitigating measures</b>
The Government level of political commitment to TVET is not sustained and leadership against agreed targets and timeframe is not maintained	Medium	The EU, the National Authorizing Officer (NAO) and the IMTF on TVET will conduct regular policy dialogue. Efforts will also be deployed to strengthen the technical, administrative and management capacities of key staff in the MoE and the MoYS to implement the TVET sector reform.
Inter-ministerial collaboration in TVET programming remains marginal and inconsistent, in the absence of an independent TVET authority	High	The intervention will contribute to strengthening the governance of the Liberian TVET system by supporting some of the priorities of the national TVET policy and the ESP. Focal points in each relevant Ministry directly involved in the action will be identified. A Project Steering Committee involving all relevant Ministries will be set up. UNIDO will feed relevant information from the project into any other TVET coordination and collaboration effort.
Inadequate and unpredictable financing by the Government leads to low retention of TVET teachers and instructors, and poor delivery	High	The issue of financing for the TVET sector will be systematically raised during policy dialogue with the Government. Ancillary measures to attract and retain teachers will be implemented by the intervention. The intervention will also contribute to improving the

of TVET.		financing of the TVET sector.
Aging vocational instructors and retention of instructors whose capacity will be built.	High	Replacement of TVET instructors and creation of new posts is responsibility of the Civil Service Agency with line Ministries. The EU has initiated discussions in this regard in the identification phase. Establishment of revenue mechanisms at school level may to some extent support contracting of instructors. This risk will be mitigated by ensuring that TVET teachers benefiting from capacity development are aged 40 years old maximum.
Private sector remains relatively disengaged with the TVET sector	Medium	This risk will be mitigated by ensuring that private sector engagement is at the centre of the intervention's strategy and will be involved in curricula development activities and TVET delivery. A study on private sector incentives will be conducted and incentives piloted to build partnerships between TVET institutions and private sector/industry.
New graduates from the target schools cannot be absorbed at the expected rates as the economy and the labour market do not grow at a sufficiently fast pace.	Medium	This risk will be mitigated by ensuring that all activities are aligned to the needs of the labour market. To this end, a labour market needs assessment per county will be conducted, and a methodology for forecasting skill demands will be devised.
Learners, particularly girls, benefiting from the project suffer from exploitation by teachers ( <i>conferre</i> sex for grades, money for grades, work for grades) <sup>11</sup> .	Medium	The Centre of Excellence in teacher training will include training on the Code of Conduct for Teachers and School Administrators and will raise awareness on the sanctions foreseen. It has been agreed with the MoE and the MoYS that should cases of non-addressed sexual and gender based violence arise within any of the schools targeted, the programme will be terminated. Information will be made easily available to school communities.

<sup>11</sup> IBIS, Concern Worldwide, Norwegian refugee Council and Save the Children (2014), *Passing the Test – the real cost of being a student*.



Due to the high investment cost in training assets, infrastructure and curriculum development long-term sustainability is a risk.	Medium	This will be mitigated by the TVET institutional strengthening exercise that will look at the financial position of the training institutions. A budgeting exercise will be completed to ensure the central ministries plan for recurrent and investment expenditures over a minimum 3-5 year period. Production units will be established in an accountable and transparent way to generate income for the TVET providers. Partnerships with international and local private sector partners will be established to actively participate in the development and long-term sustainability of the training institutions. Coordination and information sharing with other donors' avoiding duplication and to promote the long-term sustainability of Liberia's TVET system will be ensured.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• Liberia remains committed to its Vision 2030; to decentralization reform; and to professional public financial management.</li> <li>• Growing commitment and leadership from the Government to TVET, with a consequent increase of national budget allocation. To favour sustainability of the EU investment, MoE and MYS assume leadership and ownership for allocating appropriate HR and restricting staff turnover developing a recruitment plan and establishing meaningful compensation packages and retention mechanisms.</li> <li>• The identified stakeholders are fully engaged from the onset of the project and will embrace change.</li> </ul>		

### **3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES**

#### **3.1 Lessons learnt**

The EU has not had any significant prior involvement in TVET in Liberia. However, lessons learnt from other projects have informed the action, including by: (i) integrating ancillary services to alleviate constraints preventing the successful labour integration of vulnerable youth, including access to capital and equipment; (ii) supporting TVET institutions to develop their own strategies for long-term sustainability and capacities to implement them; (iii) planning an early local market analysis to inform programme design; (iv) involving private sector to guide the development of competency standards, inform the design of curricula and training material, and establish priority professional profiles helps to maximise the chances of private sector's commitment to the programme; (v) ensuring that revised curricula combines technical skills with core life-skills, entrepreneurship, literacy and numeracy skills; (vi) ensuring strong monitoring and timely follow up of programmes and agreements to avoid mismanagement of resources; (vii) keeping infrastructure development and procurement of equipment to the minimum indispensable, and ensuring that capacity development and maintenance plans are in place; and (viii) using communication and visibility actions to promote a positive image of TVET among target beneficiaries and the general population (i.e. job fairs, multimedia material.).

#### **3.2 Complementarity, synergy and donor coordination**

The Action builds upon EU and other development partners' previous and current interventions in Liberia. Among the existing and complementary key programmes with which linkages will be sought:



**UNIDO and Japan:** Between 2013 and 2014 the Government of Japan, supported by Komatsu in cooperation with the MoE, established a modern facility for heavy equipment and machinery at the Booker Washington Institute (BWI) to provide hands-on and classroom based learning in this domain. The project will continue through 2018 and is implemented in one of the institutions targeted by the EU support.

**UNESCO** provided support to the development of the National TVET policy and Operational Plan and the draft TVET legislation. In 2017 it supports pedagogy training for vocational instructors.

**GIZ** has developed a programme for training in road maintenance and is seeking to integrate the curriculum in the national TVET framework. Synergy will be ensured where possible.

**USAID** supported the development of programmes in Community Colleges and TVET schools on technical skills delivery in agriculture and civil engineering. Dialogue will be promoted.

**The World Bank** is supporting the Youth Opportunities Project (YOP) which has an informal TVET component mainly focusing on agriculture and public works, implemented through a loan to the Government of Liberia and in partnership with MYS, the Ministry of Gender, Children and Social Protection and the Liberian Agency for Community Empowerment.

**The African Development Bank** (AfDB) is funding the Youth Employment and Entrepreneurship Project (YEEP) targeting students in community colleges and the University of Liberia and focusing on youth entrepreneurship development and job readiness.

**Several NGOs** are active in TVET in Liberia, mostly focusing on provision of informal TVET in rural areas at a smaller scale and microfinance. Lessons learnt will be drawn and partnerships built.

**Operational linkages with** Government programmes by other line ministries, *conferre* Commerce, Industry, Labour, Agriculture, Gender, Children and Social Protection, will be developed where relevant.

The main forum for policy dialogue around education strategies and policies in Liberia is the Education Sector Development Committee (ESDC), which oversees the coordination of education activities carried out by the Government and partners in line with the ESP. The ESDC meets on a monthly basis and is co-chaired by the MOE and the Coordinating Agency for the Global Partnership for Education (GPE). The Inter-Ministerial Taskforce on TVET comprises the MYS, MoE, Finance and Development Planning, Labour, Commerce, Gender, and Agriculture.

### 3.3 Cross-cutting issues

**Decentralization** is a key component of the Education Reform Act of 2011 but is far from being achieved, resulting in poor oversight and monitoring of the schools across the country. The policy-level engagement of the programme at national, county and district level will be designed to facilitate the decentralization processes in the longer term. The action will include a strong **capacity development** component, geared to strengthening the TVET sector at central and TVET providers' levels. The action will promote **gender-equitable access** to TVET, by ensuring that gender concerns are an integral part of all planning and decision-making processes, in compliance with EU standards<sup>12</sup>. A minimum of 30 % female vocational instructors will benefit from the programme and a minimum of 15 and 30 % enrolment will be sought female learners depending on the sectors. A TVET gender analysis will be undertaken in 2017 and will inform project design. The action will also ensure the inclusion of **vulnerable youth and young adults with disabilities**, and support access to quality TVET

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<sup>12</sup> In particular: "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020", the "Gender Action Plan 2016-2020" and "Toolkit on Mainstreaming Gender Equality in EC Development Cooperation".

in underserved and **remote areas**, thus **contributing to improving equity in access to TVET**.

#### **4. DESCRIPTION OF THE ACTION**

##### **4.1. Objectives/results**

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 8 (on employment through TVET) but also promotes progress towards SDG 4 (on quality and inclusive education) and on SDG 5 (on gender equality and empowerment of women and girls). This does not imply a commitment by the country benefiting from this programme.

The **Overall Objective** is to enable Liberian youth to respond to economic growth opportunities by increasing their employability and entrepreneurship potential through strengthening the TVET sector.

**Specific Objective 1:** Improve the quality, relevance and modernization of TVET, by strengthening links with the private sector, and by improving the governance, planning, management, and delivery capacity at governmental and TVET provider levels.

**Output 1.1 (SO1):** Key Government entities are endowed with a robust technical base to support the effective governance, planning, management, oversight and delivery of TVET.

**Output 1.2 (SO1):** Selected TVET providers are staffed with instructors, administrators and principals with upgraded skills, and are modernised (including systems, infrastructure, and equipment) to deliver demand-driven training programmes in key strategic sectors for the Liberian economy.

**Output 1.3 (SO1):** Increased private sector involvement in the Liberian TVET system, including in curriculum development, and TVET delivery.

**Specific Objective 2:** Promote equitable and gender-balanced access to TVET in target providers.

**Output 2.1 (SO2):** Enrolment and retention rates of female and vulnerable youth including people with disabilities are increased.

**Output 2.2 (SO2):** Access to quality TVET in south east rural areas of Liberia is improved.

##### **4.2. Main activities**

###### **Output 1.1 (SO1):**

Key Government entities are endowed with a robust technical base to support the effective governance, planning, management, oversight and delivery of TVET

###### **Main activities:**

- Conduct studies and assessments to improve the knowledge base of the Government with regards TVET and inform Technical Assistance (TA) and capacity development activities;
- TA to key Ministerial entities to develop staff's key competencies in TVET planning, management, governance, and oversight and capacity development of key staff on relevant competencies (*conferre* curriculum development, qualification standards, optimal programme cycle management, monitoring and evaluation, etc.);

- Establish Skills Councils to generate occupational standards and competency based qualifications and curricula for strategic target sectors in cooperation with the private sector;
- Develop an M&E system for TVET institutions and link key performance gender sensitive indicators to a learning and knowledge sharing platform;
- Systematic Policy Dialogue on TVET undertaken by the EU with GoL and key stakeholders;
- Support measures for CSOs for advocacy, M&E and outreach/public awareness of TVET.

**Output 1.2 (SO1):** Selected TVET providers are staffed with instructors, administrators and principals with upgraded skills, and are modernized (including systems, infrastructure, and equipment) to deliver demand-driven training programmes in key strategic sectors for the Liberian economy

**Main activities:**

- Establish a Centre of Excellence for Teacher Certification;
- Define and validate a human resources development plan for TVET sub-sector;
- Train TVET instructors, administrators and principals;
- Establish partnerships with other ECOWAS (Economic Community of West African States) and SADC (Southern African Development Community) TVET institutions for secondments and training of TVET instructors, administrators and principals;
- Provide Technical Assistance to develop a comprehensive and cost-institutional plan for all TVET schools targeted and promote measures that generate internal revenue in target 5 TVET providers;
- Upgrade the training facilities of 5 TVET providers in 8 trades;
- Develop competency-based modular curricula and training material in selected trades;
- Establish and run Innovation Funds in target TVET providers;
- Establish and institutionalise Career Guidance Service Units at the school level, including systems that allow to orientate learners/graduates, identify and disseminate job opportunities, trace TVET graduates, and propose scale-up measures;
- Establish a national health, safety and environment curricula incl. training materials and lab.

**Output 1.3 (SO1):** Increased private sector involvement in the Liberian TVET sector, including in curriculum development

**Main activities:**

- Establish PPPs between target TVET providers and private/industry sectors (cf. in-service training, industrial attachment placements for TVET instructors; apprenticeships for students);
- Organise TVET related multi-stakeholder strategic meetings and annual fairs;
- Establishment of Innovation Funds and a Business incubator.

**Output 2.1 (SO2):** Access to TVET in south east rural areas of Liberia is improved

**Main activities:**

- Upgrade facilities in target rural TVET providers including disability considerations;
- Ancillary/support measures for students from rural areas;
- Measures to improve financial autonomy of target institutions (e.g. production units).

**Output 2.2 (SO2):** Enrolment and retention rates of female students and vulnerable youth, including people with disabilities are increased

**Main activities:**

- Support measures for young women and vulnerable youth, including people with disabilities;
- Development of inclusive education/gender-sensitive curricula;
- Ancillary measures to maximise female and vulnerable youth's enrolment and retention rates.

#### **4.3. Intervention logic**

Delivering high-quality demand-driven TVET will increase the employability of Liberian youth and their ability to prosper in productive self-employment. This, in result, will improve their livelihoods, reduce poverty and increase the prospects of a peaceful country. Developing capacities at ministerial and TVET provider level will improve the Government's ability to implement its TVET and youth employment policies. Private sector engagement with the TVET sector will boost the quality and relevance of TVET provision in Liberia. A trained and skilled workforce will increase productivity of the private and industry sectors. Addressing the gender-bias gap and equity (notably of rural youth and vulnerable youth) issues in access to TVET will also improve social cohesion.

### **5. IMPLEMENTATION**

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation.<sup>13</sup>

#### **5.1. Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

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<sup>13</sup> [https://eeas.europa.eu/sites/eeas/files/restrictive\\_measures-2017-04-26-clean.pdf](https://eeas.europa.eu/sites/eeas/files/restrictive_measures-2017-04-26-clean.pdf)

## **5.2. Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

## **5.3. Implementation of the budget support component**

N/A

## **5.4 Implementation modalities**

### ***5.4.1. Indirect management with an international organisation***

This action may be implemented in indirect management with UNIDO in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012, applicable in accordance with Article 17 of Regulation (EU) 2015/323.

This implementation entails that UNIDO will be entrusted with the following responsibilities:

- Manage the EU aid to support the Government of Liberia in building a TVET system;
- Recruit key staff to ensure effective coordination, management, implementation and monitoring of the overall Action;
- Facilitate regular monitoring of programme interventions as well as joint monitoring visits with the MoE, MYS, other relevant line Ministries, EU and NAO;
- Facilitate programme reviews in collaboration with EU, MoE, MYS and NAO;
- Initiate all procurement necessary under the Action.

This implementation is justified by the specific context of Liberia. The final evaluation report of the European Commission Support to Education in Liberia (ECSEL) programme implemented under the 9<sup>th</sup> EDF highlights serious challenges in the ability of the MoE to directly implement and monitor large scale programme interventions, from financial management to end user monitoring of supplies, among others. Moreover, considering the scarce outcomes of the Education sector conditions attached to the State Building Contract during the 10<sup>th</sup> EDF and the unavailability of an active education pool fund, there is at present no suitable viable second option that would enable the EU to achieve the same results in an effort to support the development of a TVET system in Liberia. UNIDO has an existing footprint in Liberia in working with formal TVET having supported institutions including the Booker Washington Institute (BWI) and the Monrovia Vocational Training Center (MVTC). The facility for heavy equipment and machinery training at BWI is considered a centre of excellence by the Government on which future TVET programmes should be modelled. The action would capitalize on UNIDO's technical expertise and ongoing experiences in supporting the development of TVET systems in other African countries, affording Liberia also a unique opportunity to leverage international cooperation opportunities for knowledge transfer and capacity development. The entrusted entity would carry out the following budget-implementation tasks: 1) procurement of services to facilitate surveys, assessments, baseline studies based on agreed priorities with the MYS, MoE, MYS, IMTF on TVET and the EU; 2) contracting relevant partners including NGOs, CSOs and youth-based organizations that may be foreseen as essential for the project implementation.

## 5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

## 5.6 Indicative budget

	<b>EU contribution (EUR)</b>
5.4.1. Indirect management with an international organisation, UNIDO	<b>19 500 000</b>
Specific Objective 1 (indicative amount)	14 000 000
Specific Objective 2 (indicative amount)	5 500 000
5.9 Evaluation and 5.10 Audit	<b>300 000</b>
5.11 Communication, visibility	<b>200 000</b>
<b>Totals</b>	<b>20 000 000</b>

## 5.7. Organisational set-up and responsibilities

A Project Steering Committee (PSC) shall supervise the project, validate its overall direction, implementation and policy aspects and play an alert role where necessary. The PSC shall meet quarterly a year from the signing of the Financing Agreement. It will be chaired on a rotational basis between MYS and MOE (yearly basis) and consist of core members and others with consultative and/or observer status. Core members will include one or more representatives of the MOE, MYS, EU Delegation, EDF NAO, UNIDO and the principals of the TVET institutions targeted by the Action. Representatives of other relevant line Ministries (i.e. Gender), private sector, NGOs, CSOs, women's and youth-based organizations will be included as well depending on the programme issues at stake. Should the TVET Commission be established during the lifetime of the project, it will be represented in the Project Steering Committee.

The MoE and MYS will, before the startup of the programme, map the HR and develop a recruitment plan to bring on-board young trainers (max age 35) for TVET institutions targeted, thus creating the enabling conditions to fill positions with competent staff by FY 2018/2019. Targeted TVET schools under the programme will have budget autonomy (i.e. the Booker Washington Institute represents the reference model). School administrators and vocational training instructors under the programme will be placed on Government payroll and compensation schemes for these functions revised by 2017 to ensure traction and retention of human resources in which the EU funded programme invests. Civil servants or key government employees accountable for implementation and benefiting from capacity development of the action will remain in service for at least 3 years.

The policy environment will allow TVET schools to establish production units for generating internal revenue and can pursue business opportunities through the 25 % benchmark for local

procurement regulation. School administrators and vocational training instructors benefiting from capacity development abroad under the programme will be required to sign agreements with relevant Ministries committing them to serve for a minimum 5 years in TVET institutions upon return. The Memorandum of Understanding (MOU) signed between instructors and ministries must commit to employing the trainers and putting them on payroll upon return from their studies.

## **5.8. Performance monitoring and reporting**

Baseline data for TVET is currently very scarce in Liberia and cannot be specified for certain aspects of the project (refer to Logical Framework Matrix-LFM). In the inception phase, UNIDO will establish baseline data through studies where possible to determine the performance and result monitoring arrangements for LFM indicators. A final study will be undertaken to collect results data at the end of implementation, assessing performance comparing start/end points.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9. Evaluation**

Having regard to the importance of the action, a mid-term and final evaluation(s) will be carried out for this action or its components via independent consultants. A mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to adapting the project to a changing context and making corrections to the project based on the lessons of the first phase of implementation. Both a final evaluation and an ex-post evaluation will be carried out for accountability and learning purposes at various levels, including for policy revision, taking into account in particular the fact that this project pioneers the building of a TVET system in Liberia.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities. The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, three contracts for evaluation services shall be concluded under a framework contract in the 2<sup>nd</sup> trimester 2020, 4<sup>th</sup> trimester 2023 and 4<sup>th</sup> trimester 2024.



## **5.10. Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, three contracts for audit services shall be concluded under a framework contract in the 2<sup>nd</sup> trimester 2020, 2<sup>nd</sup> trimester 2022 and 2<sup>nd</sup> trimester 2024.

## **5.11. Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Indicatively, one or more procurement contracts shall be concluded in the 1st trimester 2019. The scope of the activities may include public information, outreach and visibility measures at national and local levels in the region of the targeted TVET centres and educational based activities at school level.

## APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results Chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
<b>Overall objective</b>	To enable Liberian youth to respond to economic growth opportunities by increasing their employability and entrepreneurship potential through strengthening the TVET sector.	1 Youth unemployment rate (sex disaggregated)	1 35 % total (sex disaggregated: 28.3 % male, 40.3 % female) (2012) <sup>14</sup> .	1 Reduce total/female youth unemployment rate by x %	1 National and international (ILO) statistics.	1 Liberia's economic outlook improves throughout the programme, increasing opportunities for youth's employment <sup>16</sup> .
<b>Impact</b>		2 Employers' perception of suitability of trainees' skills developed with EU support vis a' vis skills private sector/industry demand	1 81 % of TVET trainees underemployed or unemployed (2010) <sup>15</sup> 2 0 - Baseline	1 Reduce unemployment and underemployment of TVET trainees benefiting from the project by x % 2 > 70 % of employers using graduates from target TVET schools evaluate that skills training has translated into employable skills.	2 Reports on analysis of private sector/industry surveys produced by the project.	2 Private sector/industry willing to enter into PPPs or LOAs with public/target TVET providers and sees value in the project.
<b>Specific objectives: Outcomes</b>	<b><u>Specific Objective 1(SO1):</u></b> Improve the quality, relevance and modernization of TVET, by strengthening links with the private sector, and by improving the governance, planning, management, and delivery capacity, at government and TVET provider levels.	1.1 % of target TVET graduates employed or self-employed within 1 year of training completion <sup>17</sup> .  1.2 Standards and quality met in TVET delivery in target providers, verified through independent international technical audit (at school level).	1.1 0 <sup>18</sup> (target TVET providers don't currently have tracing systems in place) 1.2 0 –baseline unavailable	1.1 Targets to be decided (TBD) in inception phase, baseline, indexes, tracing methodology to be defined.  1.2 Independent international Technical audit satisfactory.	1.1 BWI/MTVC systems. 1.1 Programme's own monitoring systems  1.2 Audit report	1.1 GOL prioritizes youth employment and labour force skills development, implements the National TVET policy and ESP, allocating the required human and financial resources. 1.2 Private sector is willing to develop LOAs with public TVET providers.
	<b><u>Specific Objective 2 (SO2):</u></b> Promote equitable and gender-	2.1 Share of vulnerable youth to enroll with target TVET providers <sup>19</sup>	2.1 0 (baseline unavailable) <sup>21</sup>	2.1 % of vulnerable youth	2.1 Programme's own monitoring systems 2.1 TVET providers'	2.1 / 2.2 GOL is committed to addressing TVET access constraints of young women/vulnerable youth.

<sup>14</sup> School to Work Transition Survey - Liberia, ILO 2012.

<sup>15</sup> Liberia Education Country Status Report, 2010.

<sup>16</sup> WB expects average economic growth to increase 5 % over the medium term (recovery in mining sector, higher agricultural productivity, improvements in key infrastructure). <http://www.worldbank.org/en/country/liberia/overview>

<sup>17</sup> Disaggregated by gender, age, socio-economic status, and geographical area.

<sup>18</sup> Note that the national average for 2010 is 19 % of TVET trainees employed in their trade. See the Liberia Education Country Status Report, 2010.

<sup>19</sup> Disaggregated by gender, age, socio-economic background, disabled, county and trade.

	balanced access to TVET in target providers.	2.2 Completion rates <sup>20</sup> of vulnerable youth enrolled	2.2 0 Student survival rates per target institution analyzed in inception phase	2.2 % of retention and survival rate by the end of the project	own systems. 2.2 Student attendance records per semester.	2.1 / 2.2 Public opinion is ready to challenge stereotypes on female access to traditionally male-dominated trades/vulnerable youth access (incl. people with disabilities) to TVET and the labour market.
<b>Outputs</b>	<b>Output 1.1. (SO1):</b>  Key GOL entities are endowed with a robust technical base to support the effective governance, planning, management, oversight and delivery of TVET.	1.1.1 No of key GoL technical staff trained on relevant competencies <sup>22</sup> with EU support 1.1.2 M&E system for TVET (with gender sensitive indicators)	1.1.1 0 – capacity assessment unavailable 1.1.2 0 - baseline	1.1.1 100 % of key Ministerial staff trained by the programme  1.1.2 1 M&E system designed and operational by the end of the programme	1.1.1 Programme's own monitoring systems. 1.1.2 TBD in inception phase depending on system used.	1.1.1 GoL staff trained is committed to improving their skills and keen to apply newly acquired knowledge. 1.1.1 GoL staff trained continue to serve in current/ similar position in the TVET subsector.
	<b>Output 1.2 (SO1):</b>  Selected TVET providers are staffed with instructors, administrators and principals with upgraded skills, and are modernised to deliver demand-driven training programmes that foster entrepreneurship in key strategic sectors for the Liberian economy.	1.2.1 Center of Excellence for Teacher Certification established and operational 1.2.2 No of Teacher Certification graduates (disaggregated by: gender, category of staff) 1.2.3 Frameworks for continuous professional development (CPD) of TVET instructors and performance defined 1.2.4 No of revised competency-based modular curricula and revised training material in selected trades, in collaboration with private sector 1.2.5 No of TVET providers benefiting from new equipment and rehabilitated infrastructure	1.2.1 0 - baseline  1.2.2 507 TVET instructors across Liberia; 100 female instructors (2015) <sup>23</sup> ; no statistics for administrators, principals. 1.2.3 0 - baseline  1.2.4 0 - baseline  1.2.5 0 - baseline	1.2.1 1 Center of Excellence for Teacher Certification  1.2.2 At least 3 intakes of 60 teachers before end of project  1.2.3 CPD & performance frameworks validated  1.2.4 Curricula developed for at least 8 trades (with gender, inclusive ed., business development/entrepreneurship)  1.2.5 Targeted TVET providers have upgraded facilities	1.2.1 Charter of TVET provider amended reflecting teacher training responsibility. 1.2.2 Teacher training attendance records/certificate of completion. 1.2.3 Records of framework validation and adoption. 1.2.4 Published validated curriculum and training material in stock at target institutions 1.2.5 Certificate of completion of works per school and equipment inventory.	1.2.1 TVET staff are committed to improving their skills and keen to apply newly acquired knowledge into practice. 1.2.2 TVET staff trained with EU support are retained in the TVET system. 1.2.3 Trainees are increasingly motivated to complete training, once TVET delivery is modernized and demand-driven. 1.2.4 Revised curricula responds well to the needs of the private and industry sectors and motivates trainees to enrol in TVET.

<sup>21</sup> Female students represent 34,75 % of total enrolments in public TVET (EMIS, 2015).

<sup>20</sup> Disaggregated by gender, age, socio-economic background, disabled, county and trade.

<sup>22</sup> Competencies to be agreed together with GoL. Examples include courses on curriculum development, setting qualification standards, improving youth employment policy planning, PPCM.

<sup>23</sup> EMIS, 2015.

	<b>Output 1.3 (SO1):</b>  Increased private sector involvement in the TVET system	1.3.1 No of PPPs or LOAs established between target TVET providers and private sector (disaggregated by type cf. instructor placement, apprenticeship, internship, training, sponsorship...).	1.3.1 0 (baseline unavailable)	1.3.1 At least 5 PPPs or LOAs established (1 per target TVET provider)	1.3.1 Signed LOAs	1.3.1 Private sector increases its engagement with GOL in TVET, willing to enter into PPPs or LOAs with public/target TVET providers and sees value in the project. 1.3.1 GOL is committed to create incentives for private sector engagement in TVET.
	<b>Output 2.1 (SO2)</b>  Access to quality TVET in South-East rural areas of Liberia is improved	2.1.1 No of upgraded facilities in target rural TVET providers 2.1.2 No of trained/certified teachers under the project retained in rural placement	2.1.1 0 - baseline 2.1.2 0 - baseline	2.1.1 2-3 sites constructed/rehabilitated and re-equipped 2.1.2 TVET teachers comply with GoL agreement (i.e. min.5 years' service) At least 1 revenue generating measure per TVET provider	2.1.1 Certificate of completion of works per school and equipment inventory. 2.1.2 Annual EMIS Target institutions own monitoring systems.	2.1.1 GOL remains committed to improving access to TVET in remote rural areas, pays teachers on time. 2.1.2 Ancillary measures to attract and retain teachers in rural TVET providers are sufficient to ensure active participation and commitment from instructors in rural areas.
	<b>Output 2.2 (SO2):</b>  Enrolment and retention rates of female and vulnerable youth, including people with disabilities, are increased.	2.2.1 No of female students enrolled/retained in priority TVET trades 2.2.2 No of gender-sensitive / inclusive curricula developed 2.2.3 No of TVET staff trained in inclusive education principles with EU support 2.2.4 No of vulnerable people (incl. with disabilities) enrolled/graduate in target institutions.	2.2.1 0 - baseline 2.2.2 0 - baseline 2.2.3 0 - baseline 2.2.4 0 <sup>24</sup>	2.2.1 % in survival rates of female students 2.2.2 100 % of curricula developed are gender sensitive and inclusive 2.2.3 100 % of people trained by the programme 2.2.4 % of vulnerable people (incl. people with disabilities) enrolled and retained in TVET	2.2.1 Student registration and attendance records at each school. 2.2.2. Gender/inclusive education checklists and curriculum development validation report 2.2.3 certificates of completion 2.2.4 Target institutions own monitoring systems.	2.2.1 Female and vulnerable youth are motivated to enrol in EU supported TVET programmes and are retained.

<sup>24</sup> The scope of the "vulnerable" people category will be defined at inception phase with GoL counterparts.