

## KNOWING WHAT WORKS



# Central Project Evaluation

Employment Promotion in Egypt (EPP)

Project number 2014.2183.3 and

Enhancement of the Egyptian Dual System (EEDS)

Project number 2015.2156.6

## Evaluation report

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## Abbreviations

ALMP	Active Labour Market Programme
ATS	Applied Technology Schools
BMZ	Bundeministerium für wirtschaftliche Zusammenarbeit und Entwicklung German Federal Ministry for Economic Cooperation and Development
CAPMAS	Central Agency for Public Mobilization and Statistics
DC	Development Cooperation
DS	Dual System
ECTQM	Egyptian Core Task Quality Model
EEDS	Enhancement of the Egyptian Dual System
EFIA	Egyptian Federation of Investors Associations
Egypt YEP	Egyptian Forum for Youth Employment Promotion
EPP	Employment Promotion Project
EU	European Union
FGD	Focus Group Discussion
FMB	GIZ sectoral unit
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
IA	Investors Association
ILO	International Labour Organization
KfW	Kreditanstalt für Wiederaufbau
KOMP	<i>Kosten pro Output Monitorign und Prognose</i> Cost per output monitoring and prognosis
LNOB	Leave No One Behind
M&E	Monitoring and Evaluation
MoETE	Ministry of Education and Technical Education
MoMM	Ministry of Manpower and Migration
NaWi	Nachhaltige Wirtschaftsentwicklung für Beschäftigung in Ägypten Sustainable economic development for employment
NCHRD	National Centre for Human Resources Development
NCU	National Coordination Unit
NGO	Non-governmental Organisation
PCA	Peace and Conflict Analysis
PO	Poverty Orientation
PÖK	Polit-Ökonomische Kurzanalyse
PS	Private Sector
PVTD	Productivity and Vocational Training Department
QPI	Quality Pioneer Initiative

RLMO	Regional Labour Market Observatory
RUDES	Regional Units for the Dual System
SDG	Sustainable Development Goal
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SME	Small and Medium Enterprises
STWTU	School-to-Work Transition Unit
TC	Technical Cooperation
TCTI	Technical Support for the Comprehensive Technical Education Initiative
TE	Technical Education
TVET	Technical and Vocational Education and Training
UNIDO	United Nations Industrial Development Organisation
USAID	United States Agency for International Development
WISE	Workforce Improvement and Skill Enhancement Project – USAID-financed education initiative
YEP	Youth Employment Promotion



# Projects at a glance

## Egypt: Employment Promotion Project (EPP)

Project number	2014.2183.3
Creditor reporting system codes	11330 (50%) Vocational training 16020 (50%) Employment creation
Project objective	Technical and vocational education students and unemployed youth are better prepared for the demands of the labour market
Project term	1 January 2016 to 30 June 2020
Project value	EUR 14.5 million
Commissioning party	German Federal Ministry for Economic Cooperation and Development (BMZ)
Lead executing agency	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
Implementing organisations (in the partner country)	Ministry of Education and Technical Education (MoETE)
Other development organisations involved	GFA Consulting Group
Target group(s)	Direct target group: related departments of MoETE, private sector associations and companies at national and regional levels, school management and teachers of technical secondary schools, and a university Indirect target group: youth between 15 and 34 years old who are students and/or graduates of technical secondary schools or unemployed youth, including returnees.



## Egypt: Enhancement of the Egyptian Dual System (EEDS)

Project number	2015.2156.6
Creditor reporting system codes	11330 Vocational training 16020 Employment creation
Project objective	The number of students enrolled in dual education of adequate quality has been increased
Project term	1 December 2015 to 30 June 2020
Project value	EUR 14.9 million
Commissioning party	German Federal Ministry for Economic Cooperation and Development (BMZ)
Lead executing agency	Gesellschaft für Internationale Zusammenarbeit (GIZ)
Implementing organisations (in the partner country)	Ministry of Education and Technical Education (MoETE)
Other development organisations involved	Internationaler Bund (IB)
Target group(s)	<p>Direct target group: related departments and directorates of MoETE, Egyptian Federation of Investors Association (EFIA), National Centre for Human Resource Development (NCHRD), Investors Association (IA) and its Regional Units for the Dual System (RUDS), companies, school management and teachers of technical education/dual system schools</p> <p>Indirect target group: youth between 15 and 24 years old, mainly dual system students and/or graduates of preparatory schools including returnees and disadvantaged youth.</p>

# 1 Evaluation objectives and questions

This chapter aims to describe the purpose of the evaluation, the standard evaluation criteria, and additional stakeholders' knowledge interests, and evaluation questions.

## 1.1 Evaluation objectives

Central project evaluations of projects commissioned by BMZ fulfil three basic functions: they support evidence-based decisions, promote transparency and accountability, and foster organisational learning within the scope of contributing to effective knowledge management. GIZ structures the planning, implementation and use of evaluations so that the contribution the evaluation process and the evaluation findings make to these basic functions is optimised (GIZ, 2018).

The subjects of this evaluation are the Employment Promotion Project (EEP) (PN 2014.2183.3) with a time span from 1 January 2016 to 30 June 2020; and the Enhancement of the Egyptian Dual System (EEDS) project (PN 2015.2156.6) running from 01 December 2015 to 30 June 2020. Both projects were modules of the Sustainable Economic Development for Employment (NaWi) programme in Egypt in cooperation with the *Kreditanstalt für Wiederaufbau* (KfW). The evaluation was embedded in the context of the central project evaluation as a final evaluation and part of the GIZ Evaluations Unit's random sample. Due to the close interlinkages and because EPP and EEDS will merge to form the follow-on EPP III, the projects were evaluated together.

As outlined in the Term of Reference, the evaluation was intended to assess the two projects in accordance with the OECD/DAC criteria and the guidelines of GIZ's Central Project Evaluations and to rate the success in the context of a complex set-up. The evaluation also strived to facilitate decision-making, being a source of accountability and a platform for learning. The main stakeholders of the evaluation included the political partner, aligned ministries, directorates and units at national, regional and local levels who were the main decision-making entities; as well as implementers in the field such as managers, officers and teachers as the direct target group, and students and apprentices as final beneficiaries. The results of the evaluation are of specific interest to the follow-on project EPP III, which combines aspects from EPP II and EEDS and includes the Technical Support for the Comprehensive Technical Education Initiative (TCTI). It will be commissioned in 2020.

Due to the global travel restrictions in the course of the outbreak of the Covid-19 pandemic, the evaluation had to be carried out remotely, which could have negatively affected the feasibility of the evaluation; all interviews and focal group discussions were conducted virtually. This has had an impact on the quality of results, partly as non-verbal answers could not be perceived and included in the analyses. Most interviews and focal group discussions were held in Arabic by the national evaluation experts. Therefore, additional measures had to be taken by the evaluation team to keep up a mutually comprehensive overview of the evaluation stage and results, which is also needed for steering the evaluation process.

## 1.2 Evaluation questions

The project is assessed on the basis of standardised evaluation criteria and questions to ensure comparability by GIZ. This is based on the [OECD/DAC Evaluation Criteria](#) for evaluation of development cooperation and the [evaluation criteria for German bilateral cooperation](#): **relevance, efficiency, effectiveness, impact and sustainability**. Aspects regarding coherence, complementarity and coordination are included in the other criteria.

Specific evaluation dimensions and analytical questions have been derived from this framework. These form the basis for all central project evaluations in GIZ and can be found in the evaluation matrix (annex 1). In addition, the contributions to Agenda 2030 for Sustainable Development and its principles (universality, integrative approach, leave no one behind (LNOB), multi-stakeholder partnerships) are also taken into account, as well as cross-cutting issues such as gender, the environment, conflict sensitivity and human rights. Further aspects regarding the quality of implementation are included in all OECD/DAC criteria.

## 2 Object of the evaluation

This chapter aims to define the evaluation object, including the theory of change and results hypotheses.

### 2.1 Definition of the evaluation object

The development cooperation (DC) programme Sustainable Economic Development for Employment in Egypt aims to improve the institutional and human resource-related conditions for sustainable and employment-boosting economic growth in Egypt by adopting an integrated approach to employment promotion. The overall concept combines measures aiming at the supply of labour and labour-market policy with increases in demand for labour in the private sector. An integral part of the DC programme and subject to the planned evaluation were the two technical cooperation (TC) measures/modules, Employment Promotion in Egypt (EPP) and the project, Enhancement of the Egyptian Dual System (EEDS). They were closely intertwined and mutually supplemented each other in the endeavour of contributing towards sustainable economic development in Egypt. To avoid repetition, the evaluation team discusses common issues concerning both projects under the same headings and paragraphs, while particular characteristics and findings of each project are discussed separately and are marked accordingly.

For publication reasons and readability, the term 'project/s' is used in the whole document. This is, however, not valid for chapter 4: 'Assessment of the project according to OECD/DAC criteria', in which both projects are assessed and valued separately. Chapter 4 can be read independently for each of the projects.

GIZ was commissioned with the implementation of EPP having an overall term from 1 January 2016 to 30 June 2020 and an overall budget value of EUR 14.5 million. The original offer from 2015 having a budget of EUR 6 million was first modified in 2016 to including an 18-month extension period and a budget increase of EUR 4 million. This was to allow deeper institutionalisation of achievements and a nationwide roll-out. In 2017, a second modification was approved for EUR 4 million from the BMZ programme Perspektive Heimat specifically to include measures for returnees; this was topped up with EUR 500,000 in the late 2019 (GIZ EPP, 2015, 2016, 2017). GIZ was also commissioned by BMZ with the implementation of EEDS having an overall term from 1 December 2015 to 30 June 2020 and a total budget value of EUR 14.9 million. EEDS originally started in 2015 and was planned until November 2018 with a budget of EUR 4 million. This was modified in 2016, to expand the project's measures from three to six geographical areas, with an increased budget up to EUR 10 million. The project period extended to June 2020. Similar to EPP, the budget was increased again in 2017 for EUR 4.9 million from the BMZ programme Perspektive Heimat to include measures for young people, to migrants and returnees (GIZ EEDS 2015a, 2016, 2017).

EPP and EEDS were both implemented in 22 governorates of Egypt: in Greater Cairo, and Upper and Lower Egypt. The projects could therefore cover the populations of three very differently developed areas of Egypt.

## **The political and sectoral context and the framework conditions in which the projects were implemented**

Nine years after the onset of the Arab upheavals, Egypt is still struggling with a faltering economy. In 2015, around the time when the EEDS and EPP projects were designed, the economic growth rate was 4.2%. Yet, Egypt's economic situation continued to be characterised by low competitiveness, high youth unemployment (particularly among women) and high consumption of resources. According to the World Bank (2019), the situation has recently slightly improved. However, more efforts are needed to accelerate economic inclusion and absorb a growing labour force (World Bank 2019, Int\_10 with GIZ, Int\_19–20 with GIZ).

Although Egypt's Central Agency for Public Mobilization and Statistics (CAPMAS) has announced that Egypt's unemployment rate had fallen by 0.9% in 2019, 19% of young men between 15 and 34 years old find no employment; and the unemployment rate among young women is as high as 40% (CAPMAS 2020, CAPMAS and International Labour Organization (ILO) 2017). Attempts by the Egyptian Government to respond to the current national employment crisis have not yet had any major positive effects. Young people have hardly any access to labour-market policy measures (such as career guidance and job entry programmes) to prepare them for (re-)integration into the labour market. Women still have lower salaries, working in mainly three professional sectors (agriculture and fisheries, public administration, and as technicians in health); women still cope with socio-cultural barriers to enter the labour market. Current education policy and labour-market policy measures are also inadequately designed to meet their needs, although, since 2019, efforts have been made to embark on an educational reform to improve the quality of education (GIZ Egypt 2017, GIGA 2018) (GIZ Egypt 2016, Int\_13–14 with GIZ, Int\_18 with GIZ, Foc-Dis\_1 with target group, Int\_8 with target group, Int\_10 with target group, Int\_7 with beneficiaries Int\_9–10 with beneficiaries, Foc-Dis\_11 with beneficiaries).

The causes of the aforementioned situation lie – from a macroeconomic perspective – in the lack of growth (demand-side of the labour market). The secondary causes (supply-side of the labour market) are attributable to the weak capacities of the line ministry, the Ministry of Education and Technical Education (MoETE), and related sub-departments as well as business associations, the weak capacities and labour-market orientation of technical secondary schools, dual system (DS) schools and training companies, as far as they exist, low-quality teaching and management, and finally a gap in cooperation between the private and the public sectors regarding both education and employment. Furthermore, there are no fully institutionalised and operational exchange and decision-making bodies for the technical and dual education systems. Political relations between the Egyptian authorities and international donors and implementing organisations on the ground have been deteriorating and are characterised by distrust. Governmental structures limit open progressive discussions and development together with the private sector as well as the civil society, specifically after the inauguration of a new anti-terror law in 2015 and the new non-governmental organisation (NGO) law. Open protest and demonstrations are put down violently to protect the regime (GIGA 2018, GIZ EPP 2015, 2016, GIZ EEDS 2015a, 2016, Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_16–17 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_8–9 with GIZ, Int\_4 with GIZ, Int\_11–12 with GIZ, Int\_23–24 with stakeholder, Int\_19 with stakeholder, Int\_3 with PS, Int\_6 with PS, Foc-Dis\_3 with PS, Int\_9 with PS, Foc-Dis\_7 with target group, Foc-Dis\_8 with target group).

EPP and EEDS respond to the situation by contributing to capacity development and policy changes to improve framework structures at macro level; at meso level by increasing the quality of service delivery of the target group; and at the micro level by reaching out to the target group. The operational orientation of EPP and EEDS in Egypt aims to improve the living conditions of the population. The projects do not work (or only marginally) along existing conflict lines to avoid future conflicts. With this strategy, GIZ intends to avoid being involved in existing conflicts or to intensify them ('do no harm approach'). However, if one considers the latent conflict between the heterogeneous civil society of Egypt and the state apparatus, it becomes clear that working with NGOs (EPP via Egyptian National Competitiveness Council) can be

considered as 'working in conflict'. One approach to mitigate conflict is tight cooperation with the public sector as well as high transparency (Int\_15 with GIZ).

### **Position and role within the stakeholder structure**

Updated detailed and complex stakeholder maps were available for both projects (GIZ EPP 2020a, GIZ EEDS 2020a). For reporting purposes, only the key stakeholders were selected and described in the following paragraphs.

**The political partner for EPP and EEDS** and also the main implementing partner was the Ministry of Education and Technical Education (MoETE) which had been created in September 2015 by the merger of the Education Ministry and Technical Education Ministry. The MoETE has been the executing agency for the state technical and DS schools in the country and, via regional structures (administrative districts), also for the administration of the schools. The educational directorates of the MoETE are in charge of implementing all educational activities in the governorates.

MoETE's technical education (TE) sector played a crucial role for EPP as the key partner for the Regional Labour Market Observatories (RLMOs), specifically as the MoETE covers most of the expenses (staff and running costs) and participates in the RLMOs' steering committees. The MoETE also established School-to-Work Transition Units (STWTUs) at the national and regional level, each of which has five core functions: employment (matching and placement services), labour-market information, career guidance, entrepreneurship education, and technical training (Foc-Dis 5 with GIZ).

**Further main stakeholders for EPP:** In 2017, EPP signed a cooperation agreement with CAPMAS, the official statistical agency of Egypt that collects, processes and publishes all statistical data. CAPMAS committed to act as a national umbrella for the RLMOs. As CAPMAS refused to set up a National Coordination Unit (NCU) for the RLMOs, the NCU had to be established under the umbrella of the Ministry of Manpower and Migration (MoMM), which has the mandate for labour-market information and policy. The MoMM is also involved in the RLMOs through the delegation of representatives to several RLMOs' steering committees as well as through the secondment of staff to those RLMOs' working groups.

The Productivity and Vocational Training Department (PVTB) of the Ministry of Trade and Industry, which provides high-level industrial vocational training was another key partner for EPP. In particular, PVTB was a stakeholder in the RLMOs through its staff secondments to several RLMO working groups and representation in their steering committees.

The investors associations (IAs) comprise NGOs that seek to represent the interests of the private sector in given locations and provide a platform for local cooperation between enterprises. The IAs are aggregated within the Egyptian Federation of Investors Associations (EFIA). EPP cooperates with the IAs in Sixth of October City, Sadat City, Aswan, Tenth of Ramadan City and, especially, with the Alexandria Business Association, which are all key partners and stakeholders in the RLMOs. Moreover, EPP also cooperated with individual private companies as part of its skills competitions. The Egyptian National Competitiveness Council is an Egyptian NGO in which the Egyptian Forum on Youth Employment Promotion (Egypt YEP) has been institutionalised as a dialogue platform; however, it has not yet reached an effective operational status.

Finally, the technical secondary schools were the main actors for EPP to implement activities related directly to school management and teaching. This included teaching and management personnel at the subsidised technical secondary schools (WS\_4 with GIZ, WS\_5 with GIZ, WS\_6 with GIZ, WS\_11 with GIZ, WS\_12 with GIZ, GIZ, EPP 2015a, 2015b).

**Further main stakeholders for EEDS:** The General Department for the Dual System in the MoETE was a key player for EEDS as it represents the dual TE and training system in Egypt. It is responsible for the

organisation of the system in terms of educational planning, curricula development and supervision.

EEDS has also been cooperating with EFIA, an official member of the Executive Council of the Dual Systems in Egypt. The executive arm of EFIA is the National Center for Human Resources Development (NCHRD), which was established in 2004. The NCHRD plays a key role in the management and application of the dual TE and training system in Egypt. According to its mandate, this body is meant to provide training, employment and vocational education services to the private sector.

Furthermore, EFIA with more than 45 IAs in Egypt has established the Regional Units for the Dual System (RUDS). The RUDS are bodies established in cooperation with the IAs to be in charge of the orientation, selection, registration and allocation of DS students, of monitoring in-company training, moderation between schools and companies, and the organisation of final exams. The RUDS are working in close collaboration with the training facilities to ensure that apprentices receive high-quality specialisation-related training programmes.

New and existing training companies in the dual system have to be registered with the respective chambers. A relatively new partner for EEDS was therefore the Federation of Egyptian Industry which represents all branches of industry and the companies located there. The Federation has sectoral chambers whose personnel are quite capable of identifying necessary competences for employees in their sectors despite the need for qualification. EFIA and IAs on the other hand, are associations of voluntary representatives of the private sector at governorate level.

Finally, DS schools were primary actors for EEDS. There are four types: full DS schools, technical secondary schools with attached dual system classes, schools inside factories, and applied technology schools (ATS), the latter formally being run under the DS regulatory framework (WS\_7 with GIZ, WS\_8 with GIZ, WS\_9 with GIZ, WS\_10 with GIZ, GIZ EEDS 2015a).

**Final beneficiaries of the EPP:** The beneficiaries mainly comprised technical secondary school students. A specific focus was placed on female students through the selection of participants and the selection of occupations with a promising employment potential for women.

**Final beneficiaries of EEDS:** EEDS primarily addressed DS students and students of preparatory school (potential DS students). For some parts of EEDS (output C), also the parents of DS students were addressed.

### **Cross-cutting issues**

In the design of both projects the following cross-cutting issues were important elements: gender equality (Marker GG 1), participatory development/good governance (PD/GG 1), Socio-economic impact and poverty orientation (PO 1) and human rights. A detailed analysis of the projects' contributions is presented under sections 4.4 and 4.10 while assessing the criteria of impact (GIZ EPP 2015a, 2015b, 2016, GIZ EEDS 2015a, 2016).

## **2.2 Results model including hypotheses**

A theory of change (ToC) is the central basis expected by GIZ for the theory-based evaluation approach. It is essential for assessing the five OECD/DAC criteria. An initial results model had been drafted by both projects to serve as an orientation and as a communication tool to discuss the projects' design with the partners. The impact logic was updated and ToCs were elaborated in workshops by the projects and the evaluation team over the course of the inception phase. The updated versions of the overall ToCs are presented in Figures 1 and 2. Due to the high complexity of the projects and as a result of the high density of information in Figures 1 and 2, individual ToCs for each component of each project were elaborated.



The ToCs visualised in the models reflect the approach and design, responding to the **core problems** addressed by EPP and EEDS, that young people are not well prepared and have hardly any access to labour-market policy measures implemented by the government to (re-)integrate into the labour market. (GIZ EEDS 2015a, 2015b, 2016, 2017, GIZ EPP 2015a, 2015b, 2016, 2017).

### Levels of intervention

The bilateral DC programme Sustainable Economic Development for Employment in Egypt was geared to the integrated approach of German development cooperation for the promotion of employment. This approach followed the hypothesis that effective employment promotion must address labour-market supply, labour-market demand, labour-market intermediation and the economic framework conditions at the same time. Both EPP and EEDS projects were integral parts of the German Development Cooperation programme, Sustainable Economic Development for Employment. They were conceptualised to apply a multi-level approach including dialogue support to better structure the TE sector and capacity development. The projects plans were to address political entities and authorities (macro level, national and regional), the private sector and target groups (meso and micro level, national, regional and local) to finally reach the beneficiaries (students) at the micro level. Capacity development was envisaged at various levels – individual, organisational and societal. It should involve partner institutions and members of downstream administrative structures, of the private sector, school management and teachers. For EEDS, training companies and in-company trainers should be an integral part of the project' methodological approach as described in the human capacity development strategies (EEDS 2019, EPP n.d.).

**EPP** for its part should focus on improving labour supply, labour-market policy as well as matching labour demand to supply. The objective was to prepare technical and vocational education students and unemployed youths in Egypt more effectively for the demands of the labour market, building on the results of the predecessor project EPP I. Therefore, EPP planned activities in four areas of intervention (in reference to the outputs) arranged in five so-called components. Each component was supposed to contribute to the fulfilment of at least two of the four set outputs (output A, output B, Output C and output D) of EPP.

**Component 1** looked at the improvement of the transition of young people to work through evidence-based employment and education policies as well as school management and monitoring. **Component 2** should be active in the establishment of structures and capacity development of personnel for regional labour market information, which were used to inform local active labour market programmes (ALMPs) and labour market policy. **Component 3** aimed to facilitate the transition from school to work through career guidance services, while **component 4** was supposed to work on improving the image of TE through skills competitions and school quality competitions. **Component 5**, which was at the beginning an integral part of component 3, sought to establish further School-to-Work Transition services such as job matching and placement services, entrepreneurship education and training, and information, communication and technology (ICT) training for girls (WS\_4 with GIZ, WS\_5 with GIZ, WS\_6 with GIZ, WS\_11 with GIZ, WS\_12 with GIZ).

**EEDS:** While EPP focused activities on TE, EEDS was to be specialised on the dual system of TE. The project objective was to increase the number of apprentices in appropriate quality dual education and training. The project aimed to expand the structures for dual education, improving access to training relevant to labour-market demands. This was intended to increase the supply of skilled workers whose qualifications meet the needs of the labour market. It was expected that, in the long term, this would help to reduce structural unemployment, especially youth unemployment. EEDS structure included four components. Each of the four areas of interventions/components should contribute to at least two of the set five outputs (output A, output B, output C, output D and output E). EEDS focused in particular on expanding participatory mechanisms for decision-making between the private and public sectors in all areas of the dual

system (**component 1**). **Component 2** aimed at improving the quality of dual training and increasing the number of school places, while **component 3** focused on capacity development of school management, teachers, in-company trainers and RUDS training advisors. **Component 4** was expected to introduce a new aspect for the dual system as a pilot: the inter-company training, which provided necessary training on knowledge and skills not covered by the DS schools or the training companies (WS\_7 with GIZ, WS\_8 with GIZ, WS\_9 with GIZ, WS\_10 with GIZ).

It was confirmed that the results specified in the results model should lead to the achievement of the interconnected outputs within each component and between the components which all together contribute to the outcome. The cause–effect relationships of the problem situation were set out in a plausible way. This allowed an assessment of the central hypothesis from activities and instruments to intended outputs, outcome, and impact, the latter being recorded in the overall objective of the German Development Cooperation programme.

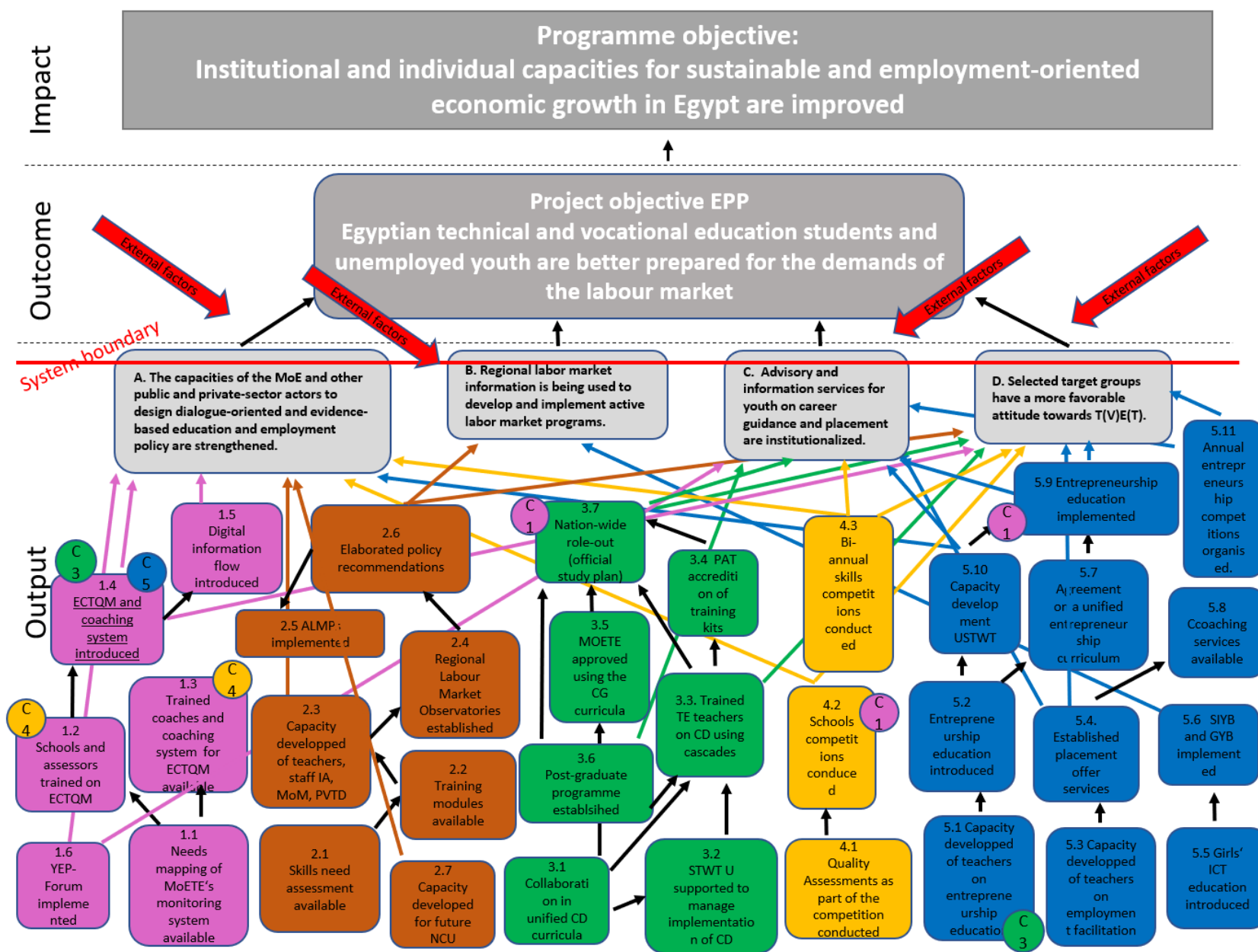
### **Instruments applied within EPP and EEDS**

To achieve the projects' objectives, EPP and EEDS considered an appropriate mix of instruments: national and international experts should work together, development advisors were expected to support the expert teams by helping capacity and organisational development at NCHRD, the RUDS, the IAs and schools, and external experts (consultants) complement the expert teams. Funds were planned for construction, procurement of equipment, including supplementary equipment and teaching materials, for local technical personnel as well as for grants (GIZ EPP 2019, 2020b, 2020c, 2020f, GIZ EEDS 2019c, 2020b, 2020h, 2020i). The Instrument of Integrated Experts (CIM) was not sufficiently known among partner organisations and therefore not in demand (Int\_10 with GIZ). Due to the close cooperation with the private sector, the potential for collaboration with German enterprises such as Siemens (Siemens Academy and iDPP) was considered.

The following models describe the activities and/or results of EPP and EEDS and how they should contribute to the outputs and further to the outcomes and impact. The intended impact is formulated as the programme objective of the German Development Cooperation programme Sustainable Economic Development for Employment. The different colours refer to the different components of EPP and EEDS. The black arrows mark the link between activities/results of the components. The coloured arrows refer to the contribution to the outputs. The contribution of outputs to the outcome is again portrayed with black arrows. The small circles included in the model mark synergies between the components. The colour of the circles corresponds to the selected colour for the component. The system boundary is marked in red. To reduce the complexity of the graphic, the external factors are only portrayed by red arrows, without precise definition, as done in Table 8 and Table 17.



Figure 1: Results model EPP



## Hypotheses underlying the EPP design

The project's design was based on outputs, their results (outcome) in five specific components (in four areas of interventions) having the overall programme objective 'Institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt are improved'. **Component 1:** Evidence-based policy-making; **component 2:** Decentralised labour-market information and active labour market programmes (ALMPs); **component 3:** Transition into work; **component 4:** Image of technical education; and **component 5:** Entrepreneurship education and job matching and placement services. The project and evaluation team jointly elaborated core hypotheses for each component of the inception mission to demonstrate the ToC of the EPP. They reflect the main assumptions and mirror the most intense processes as defined by the project team (WS\_4 with GIZ, WS\_5 with GIZ, WS\_6 with GIZ, WS\_11 with GIZ, WS\_12 with GIZ). The hypotheses were approved in meetings with the technical teams over the course of the evaluation.

For component 1, two hypotheses have been formulated. **Hypothesis 1.1 (effectiveness):** 'The establishment of a self-sustaining M&E (monitoring and evaluation) system of the MoETE (technical sector unit) allows for evidence-based and relevant education policy development'. **Output A** should combine the activities of a needs assessment (**result 1.1**), training of schools on effective management according to the Egyptian Core Task Quality Model (ECTQM) (**result 1.2**) and the training of coaches to support schools in their implementation of ECTQM (**result 1.3**), leading to the adoption of ECTQM in supported schools (**result 1.4**). To increase the effectiveness of the use of ECTQM results, a digital M&E system involving the schools, the assessors and MoETE decision-makers could be established (**result 1.5**) to ensure information exchange and the use of results in policy-making. Apart from the ECTQM implementation in schools, EPP plans to support the establishment of the Egyptian Forum for Youth Employment Promotion (Egypt YEP) within the Egyptian National Competitiveness Council as a dialogue platform between several actors and stakeholders to strengthen information and experience exchange as an additional pillar for policy-making (**result 1.6**).

**Hypothesis 1.2 (impact)** 'Improved quality of education prepares TE graduates to meet the competences, skills and attitudes required by the labour market' links all results of the project's activities leading to **output A** 'The capacities of the MoETE and other public and private-sector actors to design dialogue-oriented and evidence-based education and employment policy are strengthened'. **Output A** is set as one contribution to the project's **outcome** and **impact** on a medium or long-term run.

Besides its core contribution to output A, component 1 is supposed to contribute to **output C**, the institutionalisation of advisory and information services for youth, through the establishment of the YEP forum (**result 1.6**) as a locus for the introduction of corresponding policy recommendations. Furthermore, the introduction of the ECTQM (**result 1.4**) should contribute to improved management of TE schools and improve the image of and attitudes towards TE among selected target groups (**output D**).

For component 2, one hypothesis was elaborated. **Hypothesis 2 (impact)** refers to the decentralised labour-market information and ALMPs and reads as 'Through providing capacity development for stakeholders to produce implementable ALMPs and policy recommendations based on decentralised LMI (Labour Market Initiative), employment opportunities for young people are improved'. A skills needs assessment for three occupations (**result 2.1**) should be conducted, adequate training modules developed (**results 2.2**) and relevant actors including teachers, staff of the MoETE, IAs, MoMM and PVTD trained and coached (**result 2.3**) on needs assessments and labour-market monitoring. This was to be a basis for the establishment of RLMOs (**result 2.4**) leading to the elaboration of reports used for policy recommendations up to the national level (**result 2.6**), and the implementation of local ALMPs (**result 2.5**). In addition to the establishment of RLMOs, additional capacity development of members of the planned National Coordination Unit (NCU) was envisaged (**result 2.7**) for sustainability purposes. The capacity development of NCU staff as well as the capacity development of result 2.3 was supposed to directly contribute to **output**

**A**, whereas the implementation of ALMPs (and the elaborated reports and policy recommendations) (**result 2.6**) to **output B**. The localised labour-market programmes established by component 2 should directly contribute to the **outcome** that students are better prepared for the demands of the labour market and to the impact of improved institutionalised and individual capacities for sustainable and employment-oriented economic growth. Further, a contribution to Sustainable Development Goal (SDG) 4 and SDG 8 was expected, as well as an indirect contribution to the Marker PO/SDG 1 and GG/SDG 5, as far as specific activities for females were concerned.

Two hypotheses were elaborated for component 3, which worked on the transition to work. **Hypothesis 3.1 (effectiveness)**, 'The unified curriculum and the teaching methods assure that students acquire career management skills which improves their approach to the labour market', was based on the assumption of collaboration with other development partners to agree upon a unified curriculum and approach for the roll-out of career guidance (**result 3.1**). This should be approved by MoETE for all TE schools (**result 3.5**) through the inclusion of career guidance into the national study plan for roll-out (**result 3.7**); in turn, this was expected to contribute to **output C** through the institutionalisation of career guidance as an advisory service for youth. For sustainability purposes (roll-out), a postgraduate programme for career guidance practitioners could be established (**result 3.6**), forming one pillar in the cascade training system: TE teachers could be trained as facilitators before having the option to become multipliers and train further as master trainers (**result 3.3**). While the training of TE teachers was supposed to directly contribute to the nationwide roll-out by supporting that sufficient career guidance facilitators had been trained (**result 3.7**), it should also form the basis for the accreditation of the training kits through the Professional Academy for Teachers (**result 3.4**) as a quality criteria for the nationwide roll-out. Finally, the establishment of the School-to-Work Transition Units (STWTUs) (**result 3.2**) at both central and regional levels were expected to form the coordination basis for the sustainable implementation of the career guidance in TE schools.

**Hypothesis 3.2 (effectiveness)** reads as 'The institutionalisation of career guidance curricula allows more adequate and promising career guidance, leading to more adequate, promising and successful transition to work and therefore higher attractiveness of the TE sector'. The assumption was that the results of component 3 and specifically **result 3.3**: the improvement of teachers' quality and services regarding career guidance would be linked to **output D**: the improved image of TE due to better quality and better information dissemination.

**Hypothesis 4.1 (effectiveness)** for the improvement of TE image reflects, that 'the implementation of skills competitions is an effective method to improve the image of TVET (technical and vocational education and training) from the perspectives of the private sector, parents and students in view of linking enterprises with students.' Skills competitions were planned to link up students and the private sector and enhance the access to the labour market for students (**result 4.3**). This should contribute to **output A**: the increased capacities of the private sector with regard to dialogue orientation, to **output C**: better information and advisory services for career guidance and placement, through linking up students with the private sector in the course of the competition, as well as indirectly to **output D**: the improved image of TE based on the success stories of the skills competition participants.

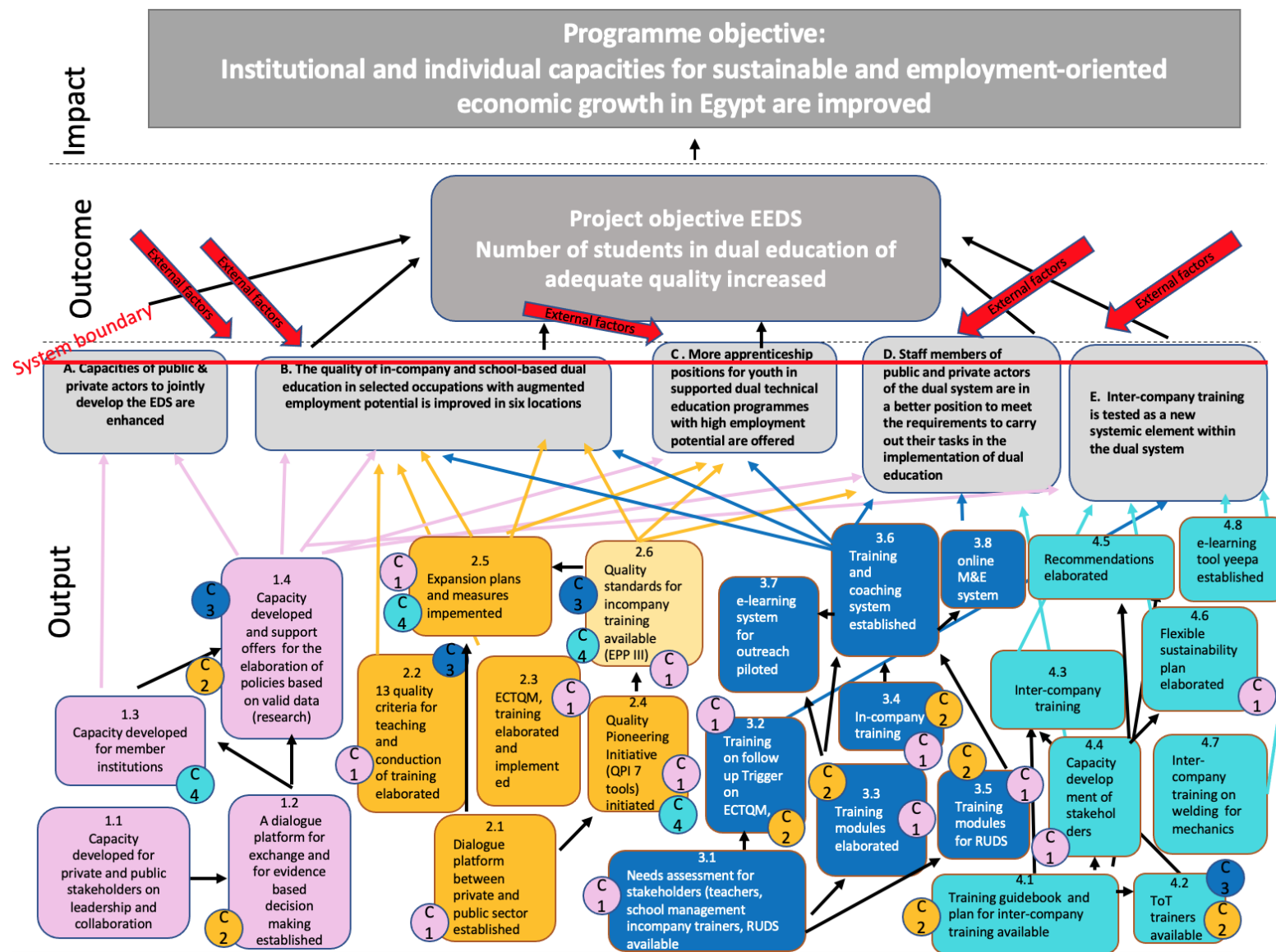
**Hypothesis 5.1 (effectiveness)** for component 5 was envisaged: 'Through the capacity development of TE teachers on entrepreneurship and job placement, services for TE students and graduates with regard to information on future career opportunities improve, leading to a higher employability of the targeted beneficiaries.'

Based on capacity development of TE teachers on entrepreneurship education (**result 5.1**), the system should be introduced in two governorates (**result 5.2**) under an agreement with other actors on a unified curriculum (**result 5.7**), complemented by capacity development of STWTUs (**result 5.10**) – which should directly contribute to **outputs A and C**. The entrepreneurship education should be enlarged to four further governorates (**result 5.9**), as stated in **hypothesis 5.2 (impact)**: 'Through the capacity development and

institutionalisation of the central and regional “School-to-Work Transition” units, the expansion and sustainability of entrepreneurship and placement services is assured’. The implementation of entrepreneurship education, being coordinated by the STWTUs, was supposed to lead directly to a sustainable institutionalisation of information services for youth on career guidance and placement (**output C**). It could also have a positive effect on the improved image of TE (**output D**) due to success stories. Furthermore, the capacity development of teachers on employment facilitation (**result 5.3**) as basis for the establishment of placement offer services in two governorates (**result 5.4**) was supposed to contribute to better information dissemination and successful transitions from school to work (**output C**) and thereby also to a higher reputation of TE (**output D**). To guarantee consistent quality, a coaching system was planned for the technical backstopping of facilitators and employment officers, along with extensive monitoring of the operations (**result 5.8**) and potentially to a better image of TE (**output D**). The latter should also be achieved through the participation of entrepreneurship education beneficiaries in annual regional and national entrepreneurship competitions (**result 5.11**). Furthermore, the pilot implementation of ‘ICT for Girls’ in Aswan (**result 5.5**), along with ILO’s ‘Start and Improve Your Business’ and ‘Generate Your Business’ interventions, should to form the starting point for the piloting of an entrepreneurship training for TVET graduates in Aswan (**result 5.6**). The results of activities of component 5 are supposed to contribute to the **outcome** of better preparedness of students for the demands of the local market and the **impact** of institutionalised and individual capacities for sustainable and employment-oriented economic growth in Egypt. A contribution to SDG 4, SDG 8 and SDG 5 (marker GG) as well as to marker PD/GG and indirectly to SDG 1/marker PO was expected.

Comparable to the process of hypothesis development for EPP, the evaluation team together with the EEDS team developed core hypotheses for each of the four components. The formulated hypotheses reflect the main assumptions and mirror the core processes as defined by the EEDS team (WS\_7 with GIZ, WS\_8 with GIZ, WS\_9 with GIZ, WS\_10 with GIZ).

Figure 2: Results model EEDS





For **component 1**, referring to policy advice, one core hypothesis was developed: **Hypothesis 1 (effectiveness)**, which reads as 'The public-private sector dialogue platforms, established through the intervention of the project component 1, supports evidence-based policy-making that improves the quality and effectiveness of the Egyptian dual system'. EEDS planned to start its intervention with capacity development of private and public stakeholders at central and regional level in the field of leadership and collaboration (**result 1.1**), to create the basis for a dialogue platform for exchange and decision-making and shape an effective framework for the dual system (**result 1.2**). Research should be conducted and capacity development activities implemented to support policy-making based on evidence (research and legal data) (**result 1.4**). In parallel, member institutions should be capacitated to create ownership and guarantee sustainability (**result 1.3**) for evidence-based policy-making. Meanwhile, **result 1.3** was expected to contribute directly to **output A** (enhancement of public and private actors' capacities to jointly develop the Egyptian dual system), **result 1.4** referred to **output A**, but also indirectly through policy-making and defined standards also to **output B** (improvement of the DS based on defined quality criteria and use of the six instruments in surveyed companies), **output C** (increase apprenticeship positions for youth), **D** (public and private actors are in a better position to meet the standards for the DS) and **output E** (testing of inter-company training).

For **component 2**, referring to the improvement of quality and quantity of dual training, three core hypotheses were elaborated: **Hypothesis 2.1 (impact)** reads as 'The implementation of a school-based quality management system, through ECTQM, gradually enhances the management structures of DS schools leading to more effective training or better quality of services for the apprentices within the Egyptian dual system, subsequently better image of dual system education in Egypt'. The creation of a dialogue platform between public and private sectors at national and local levels (**result 2.1**) was planned to form the basis and platform used for expansion plans and measures (**result 2.5**) and to allow a mutually agreed upon elaboration of ECTQM as a quality management tool. The implementation of ECTQM should include training on its structure, methods and usage as well as implementation processes (**result 2.3**), and the identification of 13 quality criteria for teaching and training (**result 2.2**), both expected to directly contribute to **output B**, to enhance the quality of DS schools' management and teaching. It was anticipated that the improved quality management system, and therefore the improved quality of services within the dual system (contribution to the **outcome**), **would** strongly contribute to the **impact** as set by the German Development Cooperation programme objective: 'Institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt are improved'. Component 2 should also contribute to SDG 4 (quality education) and marker PD/GG and indirectly to SDG 8 (Decent work and economic growth), SDG 5 (gender equality)/marker GG and SDG 1 (reduced poverty)/marker PO.

The dialogue platform was also planned to set the ground for the elaboration of the seven tools of the Quality Pioneer Initiative (QPI) (**result 2.4**) as standards for in-company training (**result 2.6** as part of EPP III), which should be integrated in the development of expansion plans, measures and implementation (**result 2.5**). This referred to **output B**, the use of the QPI tools in training companies as stated in **hypothesis 2.2 (effectiveness)**: 'The application of the seven quality tools for in-company training through the dissemination of the Quality Pioneer Initiative (QPI) contributes to the improvement of services of in-company training as part of the dual system'. **Hypothesis 2.3 (effectiveness)**: 'The combined support on quality and quantity of services for schools and training companies form the basis for higher enrolment in the Egyptian dual system' reflect the anticipated contribution of **result 2.2** (development of 13 quality criteria for teaching), combined with **result 2.4** (QPI) to higher quality of school management and teaching in supported DS schools and higher quality of services in training companies (**output B**). Through the expansion plans (**result 2.5**) an increased number of apprenticeship positions should be created with high employment potentials (**output C**) due to the improved quality and labour-market orientation of graduates. The elaboration of quality standards (**result 2.6**) should also be used for capacity development of staff from the public and private sectors to meet the requirements of effective dual system education (**output D**).

**Component 3** referred mainly to the capacity development of DS personnel. **Hypothesis 3.1 (impact)**

'Enhanced teaching, training and management competence of Dual System personnel contribute to improved teaching quality and increased appliance of in-company quality tools in the Egyptian Dual System' was linked to four **outputs, B1, B2, C and D**. The conduction of needs assessment of actors including teachers, school management, in-company trainers and RUDS managers and training advisors (**result 3.1**) should be the foundation for the application of the ECTQM tool (**result 3.2**), the development of training modules and materials (**result 3.3**), the elaboration of in-company training packages (**result 3.4**) and training modules for RUDS (**result 3.5**). All developed capacity development tools should be applied, and respective coaching systems implemented for sustainability purposes (**result 3.6**). This was supposed to directly lead to the improved quality of teaching and in-company training (**output B**) and the increase of apprenticeship positions with high employment potential due to adequate quality (**output C**). Through the capacity development via teaching and coaching (**result 3.6**) a sustainable contribution to **output D** was expected; and thus, a strong contribution to the **outcome** 'Number of students in dual education of adequate quality increased' and to the set **impact**, that 'Institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt are improved'. It was assumed that component 3 would have an effect on SDG 4 (quality education) and marker PD/GG and indirectly on SDG 8 (decent work and economic growth), SDG 1 (poverty reduction)/marker PO.

The increased capacity through the established teaching and coaching mechanism (**result 3.6**) was also reflected in **hypothesis 3.2 (effectiveness)**: 'The developed coaching mechanism assures that acquired knowledge and skills are applied.' **Hypothesis 3.3 (impact)** 'The introduced concept of the quality system during trainings, supports the MoETE to emphasise the initiation of a more solid and strong quality system in the dual and technical schools' referred to the establishment of an M&E system, including training results, application of acquired knowledge and skills, coaching and lessons learnt (**result 3.8**) with a high expected contribution to **output D**, specifically the improved position of staff to respond to the requirements for an effective dual system. The established system should lead to the **outcome**, in reference to the adequate quality of the DS and the expected **impact** of improved institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt. Hypothesis 3.3 was expected to contribute mainly to marker PD/GG with an indirect effect on SDG 4 (quality education), SDG 8 (decent work and economic growth) and SDG 1 (poverty reduction)/marker PO.

Finally, the piloting of an e-learning platform (**result 3.7**) was expected to become a foundation for outreach and an increase of apprenticeship positions (**output C**) and thus to respond to the requirements of the dual system education (**output D**).

**Component 4** referred to the inter-company training and the elaborated **hypothesis 4 (impact)** which reads as 'Inter-company training contributes by enriching apprentices (as a problem-solving measure), which again contributed to an increased quality of the dual system'. The inter-company training should be an additional approach to train students on essential topics which were provided by neither the DS schools nor the training companies, but through third party actors. The basis of the intervention should be the availability of a guidebook and plan for inter-company training (**result 4.1**) providing a backbone for the capacity development of stakeholders on inter-company training (**result 4.4**) the training of trainers on didactical and technical aspects (**result 4.2**) and holding inter-company training (e.g. on health and safety, labour law but also technical aspects) (**result 4.3**). The results should lead directly to **output E**, the testing of inter-company training as a systemic element in the dual system. The capacity development of stakeholders (**result 4.4**) should contribute directly to **output D**, to enable staff from the public and private sectors to carry out tasks according to the requirements of the dual system. It should also lead indirectly to **output E** through the development of recommendations (**result 4.5**) and the elaboration of a flexible sustainability plan by different stakeholders (**result 4.6**). As examples, there could be inter-company training sessions on welding for mechanics. As an innovative step, an e-learning tool was planned (**activity 4.8**), contributing as a digital solution to **output E**. The interventions of **component 4** was expected to contribute to the **outcome** of adequate quality of the dual education and form a pillar of the contribution to the **impact** of improved institutional and individual capacities

(within inter-company training) for sustainable and employment-oriented growth in Egypt. **Component 4** should contribute directly to SDG 4 (quality education) and indirectly to SDG 8 (decent work and economic growth) and SDG 1 (poverty reduction)/marker PO.

### **System boundaries of EPP and EEDS**

To demarcate the projects' **system boundary** external factors were anticipated, influencing the achievements of the projects at output, outcome and impact levels. It was assumed that outputs should mainly be achieved within the system boundary, meanwhile the outcome and impact would be highly influenced by external factors and were positioned outside the system boundary. This applied especially to the project objective 'Egyptian technical and vocational education students and unemployed youth are better prepared for the demands of the labour market' (EPP) and 'Number of students in dual education of adequate quality increased' (EEDS). The project objectives would not be accomplished by one programme/project alone, but only in cooperation and coordination with other stakeholders, actors and donors. In addition, the context factors must remain stable or become even more stable. Although the system boundary and external factors – mainly hindering the implementation of activities and achievement of expected results – were assessed as highly important by both teams, the system boundaries were neither marked in the impact logic nor systematically monitored (Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_5-6 with GIZ, Int\_4 with GIZ, WS\_4 with GIZ to WS\_12 with GIZ). Anticipated external factors influencing projects' progress and achievements included the general unstable political and economic situation and the fragile context, unclear mandates, roles and responsibilities of political and implementing partners, competence and motivation limitations of governmental partners and the target group, as well as future funding problems.

### **Potential interactions between social, economic and environmental results (within the meaning of Agenda 2030) within EPP and EEDS**

The approach chosen for increasing the economic growth and sustainability for the Egyptian population in the context of the current political and economic environment (GIZ Egypt 2017) took the different dimensions of sustainability into account. With regard to social and economic sustainability, the projects considered capacity development, coordination and cooperation among the main national and regional-level actors, to promote sustainable technical and dual education and economic labour-market integration. Environmental dimensions were taken into account within the specific sectors. The projects were expected to have a partial impact on five of the 17 Sustainable Development Goals, mainly to SDG 8 (decent work and economic growth) and SDG 4 (quality education). This should be achieved through the improvement of political framework conditions and evidence-based decision-making for the technical and dual education sector, through quality improvement of both sectors as well as the incorporation of labour-market orientation, career guidance and job placement interventions. As a consequence, the projects could have an effect on SDG 1 (reduce poverty). SDG 5 (gender equality) was considered by including a rate for women and formulate respective indicators. To a lesser degree, it was expected that the projects contributed to SDG 7 (affordable and clean energy) through inclusion of specific courses and for EPP SDG 17 (partnerships for the goal) by linking up the public and the private sectors and, to a lesser degree, the civil society sector (e.g. through the dialogue platform).

In line with the Agenda 2030 core principle 'leave no one behind' (LNOB), and 'no lost generation' special attention was given to the youth, who are the most affected by the economic instability in the country. Nevertheless, it has to be mentioned that both projects neglected the less and least educated youth groups: those who never graduate from basic schools, enter or leave the preparatory school without graduation and therefore without access to technical education or even dual education. This can be attributed to the national policies for requirements for TE and DS school applicants (Foc-Dis-5 with GIZ, Int\_8–9 with GIZ, Int\_2–3 with GIZ, Int\_4 with GIZ). It also has to be considered that – although efforts were made – the access of women to the Egyptian labour market is often hindered by the prevailing cultural and traditional attitudes (Int\_11–12 with beneficiaries, Int\_9–10 with beneficiaries, Int\_7 with beneficiaries).



## 3 Evaluability and evaluation process

The evaluability of the projects could be confirmed already in the inception phase: the basic documents were available and shared and the baseline monitoring data were in place. In the course of the evaluation additional secondary data such as assessment reports, survey results and tracer studies as well as case studies and success stories were made accessible to the evaluation team to validate their findings (GIZ EEDS 2020c, 2020d, 2020e, 2020f, 2020g, GIZ EPP 2018b, 2019, 2020e). The inception phase took place in Cairo 1–7 February 2020. It was planned to conduct the evaluation mission in Egypt but due to the Covid-19 pandemic, it had to be done remotely.

### 3.1 Evaluability: data availability and quality

Except for the peace and conflict analyses (PCA), all reports and documents needed for the evaluation were made available by both projects' teams. Both projects had established an effective and conflict-sensitive web-based monitoring system which was set up and maintained by qualified staff, using a web-based data tool for tracking conducted training and the WebMo for documentation and analysis (<https://nawi.webmo.info/wiki/EPP> and <https://nawi.webmo.info/wiki/EEDS>). The system reflected the projects' achievements in reference to the indicators (GIZ 2019a). The results-based monitoring system has proven to be a suitable instrument and method for measuring changes in key indicators. The general status had been presented to the evaluators during the inception mission and final data was made available after the end of the projects (GIZ EEDS 2020h, 2020i, GIZ EPP 2020c, 2020d). The part-time M&E officers had collected required data from the focal points of the components to complete the data forms. For both EEDS and EPP, indicator definition sheets were prepared for each indicator, including a precise data collection schedule, method, tools and responsibilities.

The indicators chosen by the projects were suitable for measuring the achievements of the projects in terms of the SMART quality criteria (specific, measurable, achievable, relevant and time-bound). The necessary baseline data to carry out adequate monitoring and to respond to the set indicators were collected. However, due to the frequent changes (two modifications in three years for each of the projects) and the adaptation of indicators, inclusion of new governorates and even beneficiary groups, the existing baselines were partly no longer valid and could not always be updated accordingly. The ToC and hypotheses had to be reformulated to ensure evaluability, as hypotheses had not been developed by the projects.

The GIZ's KompassTool was not used systematically. Implementing partners (MoETE and aligned directorates and units) had been using their own monitoring systems (as far as they existed) and had fed in monitoring data to the centralised results-based monitoring system. However, the data was not always accurate and not fully compliant to the projects' quality requirements; it had to be critically analysed against their resilience (accuracy, reliability, representativeness) and was not used again for the evaluation (Int\_2–3 with GIZ, Int\_5–7 with GIZ, Int\_13–14 with GIZ, Int\_11–12 with GIZ).

Synergies, visibility and lessons learnt were developed by the projects and the evaluation team in detail in the last months of the implementation period (GIZ EEDS 2020j, 2020k, GIZ EEDS/EPP 2020).

Overall cost data was provided by both projects but not at the output level, based on the cost-commitment reports. In the form of an 'educated guess', the project teams retrospectively provided a rough percentage allocation of costs to the respective outputs to enable the evaluation team to complete the efficiency tool. Human resources could be allocated more precisely to the outputs, however, because both projects had already performed activities for EPP III and TCTI without being officially commissioned, it was a significant challenge for project and evaluation teams to allocate costs and come to a meaningful conclusion (Int\_13–14 with GIZ, Int\_11–12 with GIZ, Int\_18 with GIZ, Int\_21 with GIZ).

## 3.2 Evaluation process

### Remote evaluation design

The inception phase, which took place in the field from 1–7 February 2020, made it possible to conduct first discussions and interviews with the teams. The joint updating of the ToCs, detailed exchange of information on relevant stakeholders, and the selection of the potential interviewees form a good basis for the evaluation to be carried out. Yet, the Covid-19 imposed travel restrictions made it necessary to entirely reconsider and rearrange the initial evaluation plans. Evaluability and reliability of data was ensured as:

- A second national consultant was added to the evaluation team to compensate for the on-site absence of the international consultants and ensure the four-eye principle on the ground.
- A common understanding of the digital communication tools (MS teams, Skype, Zoom, WhatsApp) was created, to ensure respondents' privacy, taking into consideration potential risks of using digital tools.
- Special interview guidelines and analysis tools with categories adapted to the remote evaluation were developed by the international consultants and introduced national consultants, accordingly.
- The kick-off meeting with project staff and management, and the consultant team was conducted remotely.
- Fixed daily meetings were held by the consultant team for regular feedback and triangulation.

At the end of the evaluation mission a virtual debriefing meeting with project staff, management and the consultant team took place to share and discuss the preliminary results.

### Implications on data quality

During the entire evaluation process, there were constant difficulties with the internet connection, in particular during interviews with beneficiaries in the provinces facilitated by the national evaluators. We highlight that there are definite shortcomings inherent to remote evaluations, particularly the one-dimensional and desensitised manner of all communication that takes place. Furthermore, it limited possibilities for respondents to give feedback after the interview/focus group discussion (FGD) and for evaluators to observe communication patterns and unfolding group dynamics on the spot; or to apply their skills, competencies and experience, which would likely result in a reduced quality.

The selection of stakeholders to be interviewed and project sites to be visited was systematically carried out during the inception phase but had to be reorganised for the remote evaluation. Although site visits were cancelled, the evaluation team kept up the originally planned interviews and FGDs. Political partners, target groups from all components and beneficiaries from all components were included in the respondents' lists and the geographic areas of the projects considered to cover different perspectives. The evaluation team based the coverage on both projects' comprehensive stakeholder maps (GIZ EPP 2020a, GIZ EEDS 2020) and did the final selection of respondents in communication with the project teams, taking into account the availability and accessibility of potential interviewees.

**Key informants:** The EPP and EEDS head of projects, cluster coordinator of the German Development Cooperation programme, component leaders, team members of all components of both projects, the person responsible for monitoring and finance as well as the FMB unit of GIZ headquarter.

**Target group (state representatives, regional and municipal level):** projects' partners and aligned directorates and departments, relevant institutions such as, RLMOs, NCU, STWTUs for EPP and, Central and Regional Technical Amanas, NCHRD, RUDS for EEDS as well as technical education and dual system schools (managers and teachers), including participating schools for ECTQM implementation.

**Private sector:** IA and DS companies (including participants for skills competitions), companies participating at

skills competition.

**Beneficiaries:** Students of technical education and dual system schools including beneficiaries of career guidance, entrepreneurship education and placement for EPP and apprentices and participants of inter-company training for EEDS.

Table 1: List of stakeholders of the evaluation and selected interviewees

Organisation/company/target group	Overall number of persons involved in evaluations (*gender disaggregation)	Envisaged participation in interviews (no. of persons)	Envisaged participation in FGDs (no. of persons)	Envisaged participation in workshops (no. of persons)	Envisaged participation in survey (no. of persons)
<b>Donors</b>	<b>0</b>	<b>0</b>			
BMZ					
<b>GIZ</b>	<b>52 (27 female)</b>	<b>12</b>	<b>5</b>	<b>35</b>	<b>0</b>
GIZ projects team (EPP & EEDS)					
GIZ headquarters Germany					
<b>Partner organisations (direct target group)</b>	<b>87 (30 female)</b>	<b>36</b>	<b>51</b>		
Ministry of Education and Technical Education (MoETE)					
MoETE: Educational Directorate Aswan					
MoETE: Technical Education Department					
MoETE: General Department for the Dual System					
MoETE: Industrial Education Department					
EPP: MoETE Technical Secondary Schools in Cairo					
EPP: MoETE Technical Schools ECTQM inspectors					
EPP: MoETE Technical Schools placement facilitators					
EPP: MoETE/School-to-Work Transition Unit (STWTU) (Cairo)					
EPP: MoETE Career guidance facilitators and multipliers					
EPP: MoETE employment centre (officer)					
EPP: MoETE entrepreneurship education (teachers)					
EPP: Ministry of Manpower and Migration (MoMM)					
EPP: RLMO working group (different areas)					
EPP: Alexandria Vocational Training and Employment Centre (manager and teachers, inter-company trainers)					
EEDS: Executive Council for the Dual System					
EEDS: Central Technical Amana					
EEDS: Regional Technical Amana (Giza)					
EEDS: Zain al Abdeen School Cairo					
EEDS: DS schools Cairo, Alexandria, Aswan (Manager, teachers)					
EEDS: NCHRD Cairo					
EEDS: RUDES (different locations)					

<b>Other stakeholders (public actors, other development projects, etc.)</b>					
<b>Civil society and private actors</b>	<b>25 (8 female)</b>	<b>9</b>	<b>16</b>		
EPP: Investors Association, Aswan					
EEDS: DS companies (Giza, Alexandria, Aswan)					
EEDS: Member RUDS					
EEDS: Siemens					
EEDS: DS companies (manager/trainer)					
EPP: Employment Centre					
EPP: RLMO members					
<b>Universities and think tanks</b>	<b>2 (2 female)</b>	<b>2</b>			
Helwan University					
<b>Final beneficiaries (indirect target groups)</b>	<b>30 (11 female)</b>	<b>7</b>	<b>23</b>		
EEDS: Students DS school in different areas					
EEDS: Students Inter-company training					
EPP: Students TE school					
EPP: Beneficiaries ALMP					
EPP: Beneficiaries placement services					
EPP: Beneficiaries career guidance					
EPP: Beneficiaries entrepreneurship education					

## Evaluation team

The multi-national evaluation team consisted of two international evaluation experts (Dr Abdel-Massih-Thiemann, Dr Thomas Döhne) and two national evaluation experts (Dr Heba Youssef, Dr Bahaa Saleh). Workshops and interviews during the inception phase were jointly conducted. During the remote evaluation mission, the international experts conducted all English interviews and FGDs, and the national experts all Arabic interviews and FGDs.

The expertise, qualifications and professional experience of the evaluators complemented each other perfectly with regard to conducting the evaluation: Dr Abdel-Massih-Thiemann and Dr Thomas Döhne brought broad methodological skills as evaluators in international cooperation to the team. They have had experience in the evaluation of complex interventions as well as sectoral knowledge in vocational training, employment promotion and cross-cutting themes (Agenda 2030, Safeguards & Gender). The national evaluators were experts on technical education, specifically in the region.

The composition of the evaluation team was diverse in terms of gender (two female and two male evaluators),

professional background and country-specific knowledge. This diversity allowed an intensive and diversified exchange on evaluation-relevant issues and the consideration of the objects of evaluation from different perspectives (investigator triangulation). The process of research triangulation had started during the inception mission regarding preliminary findings, continued during the inception phase via email, Skype and telephone and was included in the evaluation mission in the form of daily communication, discussion and analyses of interview/FGD results. This intensive phase of data triangulation was culminated in the final debriefing meeting.

### **Analysis of documents**

Throughout the whole evaluation period including the inception phase and during and after the evaluation mission, relevant project documentation, final reports, upcoming survey reports as well as contextual literature were reviewed, and existing quantitative and qualitative monitoring data analysed. The objective of the document analysis was to find out retrospective and evaluable information about the projects including the connectivity of EPP II towards the predecessor project EPP I. The criteria and questions applied in the analysis focused on the purpose, credibility, accuracy and validity of the documents, including interests (bias) of the authors. The evaluators recorded all documents reviewed and at the same time examined whether and to what extent the documents could be used for triangulation.

### **Documentation and analysis of interviews**

The evaluators used open and semi-structured interviews, FGDs and workshops to collect qualitative data. Standardised interviews and the development and distribution of questionnaires or even online surveys were not considered for this evaluation purpose. The information obtained in open and semi-structured interviews and group discussions was assessed as likely to be more valid and meaningful than coming from standardised interviews. Online surveys could have been an option for a remote evaluation with the direct and indirect target group, specifically in remote areas. However, in correspondence with the project teams, these options were rejected, when taking into consideration the difficulties to get respective permissions from the Egyptian Government, as well as to ensure security and privacy of respondents. Although virtual interviews are more difficult than personal interviews, the interviewees could highlight and present the facts that were of crucial importance to them, and the information was more comprehensive because it was not limited by predefined answers (as would be the case in questionnaires). Audio-filing and transcription of interviews is not an option in the given context due to limited resources of the evaluation in terms of time and a frequently encountered rejection of this technology in evaluation processes.

**Qualitative content analysis** was used for the analyses of the interviews and FGDs. Concise contents of the interviews with typical and common aspects were worked out along the lines of the guiding questions, and contents of all interview and FGD protocols were examined along defined categories (inductive categories). To increase the validity of the obtained information, categories and contents were cross-compared as a means of triangulation. To draw reliable conclusions, the findings of the qualitative data collection and existing quantitative and qualitative data from EPP's and EEDS's monitoring system were combined and reciprocally verified.

### **Observations**

Over the course of the remote evaluation, on-site observations could not complement the findings of interviews, FGDs and document analyses. The evaluation team assessed that the lack of observation possibilities to a certain extent compromised the quality of the evaluation: non-verbal communication, environmental settings and atmosphere – to mention only few – could have provided important additional information to experienced evaluators and might have led to an adaptation of the interview approach to grasp more information. Fortunately, the evaluation team could at least refer back to observations from the workshops and interviews with the GIZ staff during the inception mission. These observations were discussed and analysed within the evaluation team and used as additional validation and comparison with other evaluation sources.

## Triangulation

Triangulation was carried out in the sense that different methods or perspectives were applied for the same evaluation criteria. This generally allowed the strengths of one approach to be balanced against the weaknesses of the other. The aim was to achieve a higher validity of the evaluation results and to reduce systematic errors. Data material and sources were assessed independently by each evaluator and then triangulated in the team. Therefore, daily debriefing sessions were scheduled in the course of the evaluation mission.

## Conflict sensitivity within the evaluation process

The evaluation with its mission as such was also an intervention in the project context and its fragile or conflicting environment. For all activities in fragile contexts, implementers – in this case the evaluators – have to reflect on conflict sensitivity (Do No Harm) to avoid unintended (indirect) negative results, to mitigate and to deal with risks, and to avoid harming partners and stakeholders unintentionally. Evaluators should also act in a culturally sensitive way by taking local traditions and norms into consideration (e.g. the perception of an evaluation by partners and stakeholders). What is the meaning of conflict sensitivity?

Conflict sensitivity stands for the consideration of the interplay between the conflict/fragile context and the intervention/project with the goal to mitigate negative and escalating effects and instead to strengthen positive, deescalating and peace-promoting effects.

As previously stated, because of the Covid-19-imposed travel restrictions, all interactions and interviews with GIZ staff and management, stakeholders and beneficiaries took place virtually by using digital communication platforms. Nevertheless, the evaluation team took a conscious effort to apply a conflict-sensitive approach in all communications. Still, the evaluation team did reflect on the potential for strengthening deescalating factors/connectors as a result of the evaluation process. Therefore, its missions were also taken into account (please refer to Table 3 and Table 12).

## Protection of data privacy and source protection

Any personal data included in the evaluation was processed pursuant to the Regulation (EU) 2016/679 of the European Parliament and of the Council on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation).<sup>1</sup>

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<sup>1</sup> See Terms of Reference (ToRs) of the evaluation (GIZ 2019a).

## 4 Assessment of the project according to OECD/DAC criteria

In compliance with the analytical questions outlined in the Terms of Reference and the evaluation matrix (see annex 4), the OECD/DAC evaluation criteria were assessed for both projects. The elaborated theories of change formed the basis for this theory-based approach. This approach enabled the evaluation team to adequately anticipate relevant and likely results and direct the focus of data collection and analysis. The selected methodologies employed elements of various analytical approaches such as 'contribution analysis' as well as 'most significant change', 'story telling' and 'success stories'. The evaluation could build on the comprehensive quantitative data collection provided through the results-based monitoring system of both projects as well as additional research reports, surveys, tracer studies and further documents, such as manuals and guidelines, prepared by the projects over the course of implementation (GIZ EEDS 2018b, 2019c, 2019d, 2019e, 2020c, 2020d, 2020e, 2020f, 2020g, 2020m, GIZ EPP 2019, 2020e).

The evaluation mainly focused on qualitative data collection methods, such as open and semi-structured individual and group interviews, FGDs and workshops. Since results processes at this level are non-linear and to a certain degree unpredictable – specifically because of external factors influencing the results – the use of qualitative data collection methods allowed for flexibility and keeping record of unintended occurrences and results.

Comparable evaluation designs and empirical methods selected for the evaluation were applied to all five criteria and are therefore presented generally under section 3.2. The specific method of efficiency tool was used only for the criteria efficiency.

### Separate projects' assessment

In the following, the two projects will be analysed and evaluated separately to ensure that individual results of each project are documented adequately, and specific conclusions, recommendations and lessons learnt can be attributed to the respective project.

To ensure standardised comparability where possible, the evaluators describe their findings for EEDS similar to the findings of EPP; some information might even be copied, although adapted to the specific project's context. It is ensured that findings of each project refer to relevant sources and references from each project. Using this approach, on the one hand both projects can individually review their respective comprehensive chapters, while on the other hand, if interested, the other project can be reviewed and parallels immediately identified.

### 4.1 Long-term results of predecessor(s): Employment Promotion Project

#### Evaluation basis and design for assessing long-term results of the predecessor(s)

EPP II is based on the achievement of EPP I; while there was no actual predecessor project for EEDS, it built on the Mubarak-Kohl Initiative (1993–2007), which cannot be referred to as a predecessor project. In line with the Terms of Reference, the predecessor project EPP I was assessed based on its connectiveness with EPP II and the continuation of efforts to achieve impact and sustainable results.

#### Evaluation basis

The final project report and the evaluation report of EPP I formed the main basis for the evaluation of connectiveness of EPP II and how EPP II built on the achievements of EPP I, taking into consideration the



lessons learnt of the predecessor project. EPP I, with a project period of 4 years and 6 months, started in 2011 with a total value of EUR 6,655,571 aimed at enabling political and private actors to cooperate in implementing employment policy approaches. Accordingly, EPP I concentrated on three outcome indicators and four outputs:

- Political advice
- Regional labour market analysis
- Career guidance and advisory services
- Professional qualification

**Evaluation design (for all evaluation dimensions):** It was discussed with the EPP team during the inception mission that the analysis followed the evaluation questions of the evaluation matrix. This included the additional evaluation questions referring to the predecessor project (dimension 1),

### **Evaluation methods**

The core method used by the evaluation team was the review of internal documents about EPP I and the EPP II concept. The relevant documents were made available for review and analysis by the evaluators. The results of the literature analyses were validated by interviews conducted during the inception and evaluation missions, including the GIZ project team and the cluster coordinator. Stakeholder responses were included as far as possible, as most of the stakeholders were unaware of EPP I, owing to the reshuffling of responsible ministries.

### **Analysis and assessment regarding long-term results of the predecessor**

#### **EPP II considers results from EPP I on the needs of the target group (additional question dimension 1)**

The aim of EPP I to achieve higher employability of youth through the cooperation of public and private actors was of high relevance for the Egyptian Government as it addressed one of the core problems of the country. This problem still persisted when the economic situation had slightly eased. Furthermore, with the restructuring of the relevant ministries and the nomination of the new minister and deputy minister of MoETE in 2016 even more political support for the sector was requested and granted (Relevance dimension 2, Additional questions dimension). With the economic growth the demand for a qualified labour force increased, which was the precondition for employment-oriented training for the youth, who were still unemployed at a high rate (GIZ EPP 2015a, 2015b, 2016, Foc-Dis\_5 with GIZ, Int\_19–20 with GIZ, Int\_15 with GIZ, Int\_23–24 with stakeholders, Int\_9 with PS).

#### **EPP II could build on the achievements of EPP I (additional question dimension 1)**

The indicators of the predecessor project could be achieved and even overachieved and could be used as a foundation for future activities:

EPP I indicator (1): ‘Five employment-oriented and gender-sensitive measures that improve employability and matching (placement) of youth in employment corresponding to the field of training are implemented.’ The indicator was overachieved, as six relevant measures were implemented (career counselling, summer internship for apprentices for hotel industry, qualification for photovoltaic installation, establishment of a vocational school for the textile industry, establishment of a placement centre under the leadership of the private sector and entrepreneurship education).

EPP I indicator (2): ‘2 models for the increased participation of the private sector in planning and implementing youth employment policies on various levels (national, regional) are available.’ Indicator 2 was also overachieved. At the end of the project period, there were three models available to increase participation of the private sectors at national and regional levels (RLMOs, YEP, evidence-based curricula development).

EPP I indicator (3): ‘MoE [Ministry of Education] initiates the replication of successful models of youth

employment promotion in two other regions.’ This indicator was fully achieved as the government started with the replication of two successful models for youth employment: the establishment of RLMOs was replicated in four regions, while youth career guidance was replicated in nine regions (GIZ EPP I 2016a, 2016b, Int\_19–20 with GIZ, Int\_15 with GIZ, Int\_22 with GIZ).

The basis for the continuation of a cooperation was set with respective ministries, and partner relations were established. In addition, the first steps for the establishment of labour market analyses were implemented. The basis for continuation and further dissemination of career guidance could be achieved through the establishment of STWTUs as coordination units. However, the institutionalisation of a sustainable cooperation for the development of labour-market-oriented curricula and educational systems was not assured (GIZ EPP I, 2016a, 2016b). All in all, EPP I was conceptualised and implemented as a predecessor project, without expecting sustainability without a follow-on project (Foc-Dis\_5 with GIZ, Int\_19–20 with GIZ, Int\_15 with GIZ) but forming the foundation for EPP II.

#### **EPP II could build on lessons learnt of EPP I with specific focus on sustainability (additional question dimension 1)**

EPP II built on the achievements of EPP I taking into consideration the challenges and sustainability concerns of EPP I. The predecessor project’s indicators had been slightly reworded/revised and carried over to EPP II. In a way, this could allow for long-term results to be measured/estimated in the context of the evaluation. EPP II built on the strategy and achievements of EPP I to further emphasise the cooperation between public and private sectors, to disseminate and further institutionalise RLMOs and evidence-based policy development (RLMOs), and to enlarge career guidance and entrepreneurship education (scaling up) with a focus on an institutionalisation and a sustainability plan for the other components (create synergies). (GIZ EPP I 2016a, 2016b, Int\_19–20 with GIZ, Int\_22 with GIZ). The major anticipated risks for the achievement of EPP I referred to the fragile political context, frequent staff changes, economic weaknesses and social tensions, as stated in the offer and in the final evaluation report. Similar risks were recently reported by the project team of EPP II together with comparable mitigation measures (GIZ EPP I 2016a, 2016b, Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_22 with GIZ) as well as by stakeholders and the private sector (Foc-Dis\_17 with stakeholder, Foc-Dis\_18 with stakeholder, Int\_9 with PS).

Unintended results were not systematically monitored for EPP I and therefore could not be taken as a basis for further analyses.

## **4.2 Relevance: Employment Promotion Project**

### **Evaluation basis and design for assessing relevance**

**Evaluation basis for relevance dimension 1:** (The project is designed in line with the relevant strategic reference frameworks.) To assess the relevance of the project, the evaluation team looked at existing national and international strategies and development plans/goals as the strategic reference framework for the project. This includes the German Development Programme Sustainable Economic Development for Employment, the BMZ Country Strategy for Egypt (BMZ 2018, 2020), the Agenda 2030 (BMZ 2019), the Sustainability Development Goals (UN 2015b), BMZ Human Rights Policy (BMZ 2011) and the Egyptian Sustainable Development Strategy: Egypt’s Vision 2030 (Ministry of Planning, Monitoring and Administrative Reform 2015) and MoETE Technical Education 2.0 Principles, Pillars, Priorities and Planning (MoETE, 2019). The evaluators assessed how far these frameworks were anchored in the project’s design. Also, GIZ internal frameworks such as Safeguards and Gender were considered.

**Evaluation basis for relevance dimension 2:** (The programme concept matches the needs of the target

group(s).) The evaluation analysed documents reflecting the core problems and needs of the target groups and stated such as context and gender analyses (GIZ Egypt 2016, 2017). The direct target group included national and local authorities such as TE schools (managers and teachers), private sector companies, e.g. within the RLMOs, and STWTUs. To cover the perspective of the indirect target group students of the TE schools, participants of entrepreneurship education, career guidance and skill competitions were included. Although it had been foreseen in the inception phase to include parents to a certain degree, this plan could not be realised as part of the remote evaluation. A specific focus was put on the perspectives of female beneficiaries as well as the LNOB principle and persons with disabilities.

**Evaluation basis for relevance dimension 3:** (The programme concept is adequately designed to achieve the chosen programme objective.) In this dimension the evaluation focused on whether the design of EPP had been adequately adapted to the chosen project objectives. The plausibility of the ToCs' hypotheses and whether the EPP's objectives and concepts were in line with the hypotheses/result chain were checked. Results from the inception phase showed that in the results model, activities, outputs and project objectives had been adequately mapped and were plausible. Weaknesses existed regarding the formulation of the system boundaries and external factors influencing the results of the project. Assumptions and risks were adequately presented; the risk assessment had been updated in the progress and monitoring reports as well as in modified offers. Hypotheses on potential unintended results had not been available and were developed over the course of the inception phase and the following weeks before the evaluation mission.

**Evaluation basis for relevance dimension 4:** (The programme concept was adapted to changes in line with requirements and readapted where applicable.) The focus was set on the appropriateness of EPP's strategic and operational adaptation to changing framework conditions in the partner country (e.g. change in ministries), specifically the upcoming opportunities with regard to the TE reform, Technical Education 2.0, as well as the enlarged budgets agreed upon in five modified offers within three years (GIZ EPP 2020c), specifically the funds from the Perspektive Heimat programme.

**Evaluation basis for additional questions:** To assess the project's conflict sensitivity, it was analysed to what extent potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries were identified and coped with. As no PCA had been elaborated for EPP, neither at the beginning nor in the course of modified offers, the evaluation team had to concentrate on available documents such as the *Polit-Ökonomische Kurzanalyse* (PÖK) (GIGA 2018) and the overall country context analyses (GIZ Egypt 2017). Furthermore, the evaluators compared their analyses with the elaborated PCA for TCTI and EPP III, which was made available during the evaluation mission (GIZ TCTI 2019c, GIZ EPP III 2019b).

**Evaluation design (for all evaluation dimensions):** As a result of discussions with the project team, it had been decided that the analysis would follow the evaluation questions (evaluation matrix); no specific design was applied. The quality of available data was adequate and relevant respondents accessible for interviews and FGDs.

**Empirical methods (for all evaluation dimensions):** One of the main methods to be applied to evaluate the relevance criterion was the review of internal and external documents including studies and literature. Basic documents were available to the evaluators when preparing the inception mission via a special folder in the GIZ Data Management System. Other methods for the remote evaluation were workshops, semi-structured interviews and FGDs were conducted with GIZ, stakeholders, direct and indirect target group, which were analysed and triangulated.

## Analysis and assessment regarding relevance

## **The project is designed in line with the relevant strategic reference frameworks (relevance dimension 1)**

The TC project EPP II was part of the DC programme, Sustainable Economic Development for Employment in Egypt. The aim of the programme was to improve the human resources and institutional prerequisites for employment – effective and sustainable economic growth in Egypt through an integrated approach to employment promotion developed by the German Development Cooperation. In this context EPP contributed to the programme's objective indicators 1 (support the capacity of Egyptian institutions to promote employment-oriented growth); 2 (improved higher education); and 3 (employment promotion). Within the programme, EPP achieved synergies with the TC project EEDS, for example, in a coordinated cooperation with the political partner MoETE, the joint use of administrative capacities and mutual products, cooperation and communication in certain components. EPP also created synergies with the third project of the programme, the TC project, Promotion of Small and Medium Enterprises, and the Participation through Employment – Facilitating access to the labour market through the establishment of a working group on entrepreneurship and to discuss topic-specific synergies (GIZ EPP 2015a, 2018a, 2020d). Various players in German and international development cooperation and the Egyptian partners have been involved in the field of employment promotion with considerable resources.

At the international level, the European Union (EU) Technical and Vocational Education and Training Reform programme (TVET II-Egypt), the Workforce Improvement and Skills Enhancement Programme (WISE) of the United States Agency for International Development (USAID) and the United Nations Industrial Development Organization (UNIDO) are particularly active. EPP cooperated with EEDS, the KfW and MoETE concerning the vocational training reform, Technical Education 2.0, and the International Labour Organization (ILO)'s Decent Jobs for Egypt's Young People project.

In the implementation of Active Labour Market Policies (ALMPs), there has been particular cooperation with the Arab Academy of Science and Technology and various business and investor associations, including the Alexandria Business Association (GIZ EPP 2018a, 2020d, Int\_10 with GIZ, Int\_10–13 with stakeholder, Int\_14 with stakeholder, Int\_17 with stakeholder, Int\_19 with stakeholder).

The EPP concept, with its five components – evidence-based policy-making, establishment of RLMOs and ALMPs, career guidance, school and skills competitions and entrepreneurship education – focuses on improving labour supply, labour-market policy as well as matching labour demand with supply. Therefore, EPP complied with the Agenda 2030, including the Sustainability Development Goals (UN 2015b), the Marshall Plan with Africa (BMZ 2017) as well as the BMZ Country Strategy for Egypt (BMZ 2018, 2020), and the BMZ human rights policy (BMZ 2011).

As a response to challenges in the country, BMZ and Egypt government had decided in 2014 on a new priority area: 'Sustainable economic development', focusing on employment opportunities, particularly in light of the high population growth. This was strengthened through the German-Egyptian Training Pact under the umbrella of the Marshall Plan with Africa, specifically pillar 1: 'Economic activity, trade and development' (EPP components 1–5). The priority area was further strengthened in the sense of an integrated approach encompassing vocational training and private sector promotion and aimed to create jobs through innovative small and medium-sized enterprises (SMEs) (specifically component 1, 3 and 5). This is also in line with the BMZ human rights policy, e.g. in reference to the policy, coherence is ensured for instance in trade and education policy (specifically component 1 and 2); or compliance with human rights in the orientation of poverty reduction programmes and reform strategies for specific sectors such as the educational sector. EPP contributed to the right to education of the UN General Declaration of Human Rights (Article 13), assuring equal access of all people to the services provided by the project and promoting gender equality. Labour-market-oriented technical education increased the employability of young people and their access to a secured income and decent work (UN 2015, BMZ 2011). However, one should note that gender equality could not be

fully achieved due to cultural and traditional restrictions regarding technical education for girls. Furthermore, the LNOB principle was not applicable for EPP as national regulations to enter technical schools and dual schools limit the access for all youth (Foc-Dis\_5 with GIZ, Int\_8–9 with GIZ, Int\_4 with GIZ, Foc-Dis\_7 with beneficiaries).

By supporting the dialogue and communication between the public and private sectors (specifically components 1 and 2 and 4), EPP contributed to strengthening corporate responsibility as one part of the BMZ human right strategy; business activity can help guarantee many human rights – such as the right to pursue gainful employment or the right to social protection. On the other hand, enterprises can infringe human rights, for instance by failing to provide decent working conditions or through child labour, which were all aspects tackled by the EPP concept.

Further, the EPP concept was in line with the relevant strategic references of the partner country, specifically Egypt's Sustainable Development Strategy: Egypt's Vision 2030 (Ministry of Planning, Monitoring and Administrative Reform 2015), MoETE Technical Education 2.0 Principles, Pillars, Priorities and Planning (MoETE 2019) and the Egypt Youth Employment National Action Plan (ILO and MoMM 2010) as the main references.

EPP interventions referred to the first dimension of the sustainable development strategy, the 'economic dimension', which consist of economic development, energy, innovation, scientific research, and the transparency and efficiency of institutions. They mainly contributed to the objective 'Achieve sustainable inclusive growth' through support to increase the participation of women in the labour force, and achieve an economy able to reduce poverty rates; also to the objectives 'Create decent and productive job opportunities' and 'Decrease the unemployment rate and multiply the productivity rates' (Ministry of Planning, Monitoring and Administrative Reform 2015, Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_10–13 with stakeholder, Int\_14 with stakeholder, Int\_17 with stakeholder, Int\_19 with stakeholder).

Although the reform document for the TVET sector was only published in 2019, EPP already strived to achieve this vision from its onset: 'A Technical Education system with international standards that addresses labour market demand for a skilled workforce'. EPP worked specifically in line with the first pillar of transformation, 'Transformed quality of education', the third pillar, 'Transformed teachers through training and qualification', and the sixth pillar, 'Transformed image of Technical Education through changing social perception'.

With its focus on youth, EPP was fully in line with the Youth Employment Plan, published by the MoMM. This plan had a focus on promoting training centres also in the rural areas taking labour market contexts into consideration, where EPP through its nationwide approach and the RLMOs could have a direct effect (ILO and MoMM 2010, Int\_20 with stakeholder). The project was designed in line with all relevant strategic reference frameworks. It responded to potential interactions between social, economic and environmental results, within the meaning of Agenda 2030 and contributes to relevant SDGs. In some regard, its relevance was limited by the large number of other donors and actors with competing approaches. Environmental aspects were only included to a lesser degree through a few courses (e.g. solar power) and ALMPs (solar power, sustainable mango farming), however, not strategically anticipated.

Relevance dimension 1 scores **28 out of 30 points**.

### **The project design matches the needs of the target groups (relevance dimension 2)**

In this dimension the suitability of the project's design to match core problems and needs of the target groups was analysed. Based on the assumptions in the inception report, the evaluators analysed the target groups and beneficiaries of the project (differentiated into direct/indirect target groups). EPP II addressed comparable target groups, based on the results of EPP I. Respondents of the target group included the political partner and

related directorates and departments as well as participating institutions such as TE schools, companies, RLMOs or STWTUs. They confirmed gaps in TE, unemployment (specifically youth) and the lack of a qualified labour force as challenges for economic growth in Egypt. Addressing the core challenges of the technical educational system by promoting evidence-based policies and qualification (component 1, 2, as in EPP I) and labour-market orientation (component 2, as in EPP I), the project design fully matched the needs of the target group. It even exceeded the expectations by including career guidance (as in EPP I), entrepreneurship education and placement services as well as promotion of the TE sector through schools and skills competitions (Int\_17 with stakeholder, Int\_19 with stakeholder, Int\_21–22 with stakeholder, Int\_6 with target group, Int\_7 with target group, Foc-Dis\_5 with target group, Foc-Dis\_7 with target group, Int\_9 with target group ).

Especially the private sector emphasised the importance of labour market analyses and a demand-driven TE system (component 2) for economic growth, based on mutual dialogue and evidence-based policy-making and quality increase of relevant entities (component 1). Further the private sector encouraged skill competitions (component 4) as effective tools to increase the link between private sector and students – the future labour force (Int\_5 with PS, Int\_6 with PS, Int\_9 with PS, Int\_8 with PS).

All beneficiaries of EPP, including male and female students, participants of the career counselling, entrepreneurship education and placement services confirmed the project matched the beneficiaries' needs, mentioning gaps in education and unemployment as their main living challenges. Although there was specific focus on women in the project concept, considering the gender analyses of the country (GIZ Egypt 2016), EPP could neither fully comply with the expectations to promote women for the technical sector due to cultural and traditional restrictions, nor fully implement the LNOB principle, specifically not include the less-educated people and people with disabilities, due to the governmental regulations (Int\_7 with beneficiaries, Int\_9–10 with beneficiaries, Int\_11–12 with beneficiaries, Foc-Dis\_11 with beneficiaries).

## Conflict sensitivity

To assess the project's conflict sensitivity, it was analysed to what extent potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries had been identified. At the same time, it was assessed how deescalating factors/connectors as well as escalating factors/dividers<sup>2</sup> had been identified and considered for the project strategy.

The implementation of a comprehensive security management system could be observed at the inception phase to ensure security of GIZ national and international staff, including the consideration of effects of environmental pollution. Security for the target group and beneficiaries was ensured through a conflict-sensitive communication and implementation approach, taking into account options of national security for interventions. For all relevant activities, including carrying out interviews with the target group and beneficiaries, surveys or tracer studies, respective official permissions were applied for through the project team. Even for the evaluation interviews, authorities were informed about the time schedule and groups to be in the evaluation (Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_4 with GIZ, Int\_8–9 with GIZ, Int\_2–3 with GIZ) involved.

Table 2: Escalating and deescalating factors

Which escalating factors/dividers	Addressed by	If addressed, how is it considered by the project
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<sup>2</sup> Dividers and escalating factors can be seen as sources of tension, for example destructive institutions, structures, norms and behaviour. For more details, see GIZ (2007).

Connectors and deescalating factors are the opposite, instead taking the form of peace-promoting actors and institutions, structural changes, and peace-promoting norms and behaviour. For more details, see GIZ (2007).



were identified?	the project? (yes/no)	concept?
<b>Proximate escalating factors include:</b>		
In the North Sinai Governorate, the Government of Egypt is involved in an armed conflict.	yes	Due to travel restrictions instructed by the government, EPP cannot work in the area. The GIZ's Risk Management Office monitors and updates on the situation.
State repression: The government's strategic orientation of restoring authority has the population questioning the legitimacy of the government.	yes	Measures that increased the legitimacy and authority of state institutions and thus reduced the risk of conflict persistence (e.g. support for Egyptian education reform) were reflected at the start of the project in order to create and expand a basis of trust. The development and implementation of inclusive, fair and transparent procedures related to quality assurance, job placement, contracting and other economic and employment-related procedures (e.g. certification, promotion of sound monitoring of target group performance and careers) was supported by the projects.
Conflicting interests of the Sisi regime, different government factions, and civil society organisations have led to an unbalanced addressing of issues and interests.	yes	EPP applied a conflict-sensitive monitoring system and organised dialogue platforms to bring about a balance of interests amongst different stakeholder groups through better institutionalisation, coordination and cooperation among the main actors.
Migration: Egypt is a source, transit and destination country for migrants. The main risks facing migrants are detention by security forces and being kidnapped by human traffickers. The presence of a vast number of Syrian refugees has put significant economic pressure on the communities in which they live.	yes	Inclusion of new activities to address migration (e.g. Perspektive Heimat EUR 4,9 million); however, the low number of returnees to Egypt indicated that the Perspektive Heimat programme didn't work as intended and part of the money was used to finance other project measures.
<b>Structural escalating factors include:</b>		
Economy: Egypt's faltering economy includes rising inflation, a weak Egyptian pound, and high levels of unemployment. They have the potential to lead to widespread unrest, having already resulted in nationwide protests.	yes	EPP contributed to sustainable economic development. The project supported the establishment and capacity development of personnel for RLMOs for policy recommendation and implementation of ALMPs, thus strengthening economic decision-making at that level.
The primacy of national security overrules the majority of other issues and interests. The decision-making powers of ministries are limited by the security apparatus.	yes	Spaces for dialogue and reconciliation to strengthen trust between different actors and population groups without, however, directly and actively intervening in existing conflicts (e.g. between the state, the private sector and civil society) were created.
Environmental factors: Rapid urbanisation and climate change are affecting both water and food security in Egypt, which may trigger political unrest.	yes	Environmental dimensions are particularly taken into account in the course of specific educational sectors (such as solar energy or environment friendly production).
<b>Sources:</b> GIZ EPP 2015a, 2015b, 2018a, 2020d, GIZ EPP III 2019b, GIZ_Int_10 with GIZ, Foc-Dis_5 with GIZ, Int_8–9 with GIZ, Int_15 with GIZ, Int_19–20 with GIZ, Int_11–12 with GIZ		
<b>Which deescalating factors/ 'connectors' were identified?</b>	<b>Addressed by the project? (yes/no)</b>	<b>If addressed, how is it considered by the project concept</b>
Gradual narrowing of existing gender-gaps regarding female participation in technical dual education and employment	yes	Some measures against the systematic discrimination of women in the labour market due to traditional gender roles (choice of method, planning of measures) were taken by the projects. As a means to make use of the

		high potential to create added value for employers and young women on both the demand and the supply-side. E.g. EPP applied targeted measures to increase female participation in respective project activities, however, not fully successful.
Successful employment promotion for sustainable economic development	yes	EPP contributed to sustainable economic development focusing on employment promotion and increasing the supply of skilled workers through quantity and quality increase of the technical education sector.
<b>Sources:</b> GIZ EPP 2015a, 2015b, 2018a, 2020d, GIZ EPP III 2019b, GIZ_Int_10 with GIZ, Foc-Dis_5 with GIZ, Int_8–9 with GIZ, Int_15 with GIZ, Int_19–20 with GIZ, Int_11–12 with GIZ		

All in all, the EPP concept matched the needs of the target groups. One exception relates to inclusive concepts for women in general and people with disabilities. Concepts for the inclusion of women had been developed but not yet been fully materialised. Concepts for people with disabilities had not been considered. The project's conflict sensitivity could be confirmed in the fragile context; potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries had been identified and mitigation measures were implemented. At the same time, deescalating factors/connectors as well as escalating factors/dividers had not been identified in the form of a PCA or even monitored; however, they are considered for the project's implementation.

Relevance dimension 2 scores **27 points of 30 points**.

### **The programme is adequately designed to achieve the chosen objectives (relevance dimension 3)**

The project and evaluation teams prepared the ToC over the course of the inception mission (WS\_4 with GIZ, WS\_5 with GIZ, WS\_6 with GIZ, WS\_11 with GIZ, WS\_12 with GIZ). The project was designed on outputs and their results (outcome) in five specific components (in four areas of interventions). Component 1: Evidence-based policy-making; Component 2: Decentralised labour market information and ALMPs; Component 3: Transition into work; Component 4: Image of technical education; and Component 5: Entrepreneurship education (which belong to the ToC visualised in Figure 2) reflects the applied approach and design. When the evaluation mission updated the model, it was confirmed that the chains of results in the results model and the ToC first led to the achievement of the interconnected outputs. The cause–effect relationships of the problem situation were set out in a plausible way and allowed for central hypotheses from activities and instruments to be proven against intended outputs and outcome. The core problem, which read as 'Young people have hardly any access to labour market policy measures implemented by the government (such as career guidance and job centre programmes) to prepare them for or (re-)integrate them into the labour market' remained largely unchanged. Related initiatives were hampered by political and social changes and unrest as well as the economic development, specifically in the last months of the implementation due to the Covid-19 pandemic.

The **system boundary** of the project was not elaborated in detail by EPP.

Results which were outside this indicated system boundary were the responsibility of other actors and framework conditions. In cases where results were partly outside the system boundary, shared responsibility could be assumed. The project was conceptualised adequately to contribute to the indicated objective as stated in the selected hypothesis, but this cannot be attributed to EPP alone. The improved framework conditions also depend on political decisions, general changes within the society such as economic or social developments (culture and traditions) as well as within the donor societies. Cooperation and coordination with other projects took place specifically with EU TVET, ILO and USAID in the area of curriculum development, which makes unique attribution of results not possible. Furthermore, the donors mentioned (inter alia) were active in the field of technical education, thereby hindering a direct attribution of results to just EPP (GIZ EPP 2015a, 2015b, 2018a, 2020d, Int\_10 with GIZ, Foc-Dis\_5 with GIZ, Int\_8–9 with GIZ, Int\_11–12 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_19 with stakeholder, Int\_14 with stakeholder, Int\_16 with stakeholder,



Int\_20 with stakeholder, Foc-Dis\_5 with target group, Foc-Dis\_7 with target group, Int\_9 with target group, Int\_6 with PS, Int\_8 with PS).

The results of the assessment of the quality of the concept showed that in the results model inputs, activities, outputs, project objective and programme objective were adequately mapped. The evidence of the results model was clearly based on relevant documents, studies and experiences of the predecessor project. The objective and the given resources regarding time, finances, and partner capacities were very ambitious and to a certain degree realistic.

Activities, instruments and outputs were adequately designed to achieve the objectives and contribute to the German Development Cooperation programme 'Sustainable Economic Development for Employment'. Weaknesses existed regarding the formulation of the ToC and hypotheses why the evaluators together with the teams had to formulate new ones to serve as a basis. The underlying results hypotheses of the project were plausible (after elaboration). The system boundary was not defined but described in a plausible manner. Potential influences of other donors / organisations outside of the project's sphere of responsibility were considered. The ToC was in line with requirements and presented a coherent intervention logic. Assumptions and risks were adequately presented; the risk assessment had been updated in the progress and monitoring reports.

All in all, the project design responded to the outcomes (module objectives) as well as the project objective which leads to a **rating of 18 of 20 points**.

#### **The project concept was adapted to changes in line with requirements and readapted where applicable (dimension 4)**

Apart from changes in the working environment referring mainly to political and economic changes, the conceptual design of EPP was adapted to changes in line with requirements of the German Development Cooperation (BMZ) and readapted where necessary through five modified offers. The main changes referred to the enlargement of the project budget and extension of project activities such as activities of future EPP III and TCTI, although both projects had not been officially commissioned yet. Funds of '*Perspektive Heimat*' were merged with project funds to respond the increased migration to, through and from Egypt. *Perspektive Heimat* focused on support to returnees and potential migrants, facilitating (re)-integration of returnees and increasing life perspectives for young people in the country to avoid migration, EPP did not specify its activities to this target group, but considered improved TE as one option to improve life perspectives in the country and to avoid migration of young Egyptians.

Originally, EPP had a duration of 4.5 years (from January 2016 to June 2020) with a German contribution of up to EUR 6 million. The increase of the contract value of EPP of EUR 10 million was agreed upon in the government negotiations in 2016, although the term of the contract remained unchanged. Module objective indicators 2 and 3 were merged into a single indicator and module objective indicator 4 was increased from 30,000 to 40,000 young people. Furthermore, the indicators were adjusted for outputs A (discontinuation of curriculum development), B (introduction of skill needs analyses, increase in target values), C (introduction of a postgraduate programme for career guidance, introduction of institutionalisation of one of the new transition services, increase in target values) and D (introduction of skill competitions and school quality competitions).

In view of the client's wish to expand the activities of EPP II, several offers for changes were submitted in 2017, as a result of which the contract value was increased to EUR 14,000,000 in June 2018 for the '*Perspektive Heimat*' programme. In this context, the module target indicators 2 and 3 (increase of the target values to 47,000 young people and 230 institutions respectively) and the indicators of the outputs B (increase of the target values) and C (increase of the target values) were adjusted. The additional funds were primarily used to

increase the employability of Egyptian youth through localised individual measures and the expansion of transition services from (vocational) school to work, for example through a labour-market policy measure for young people from Fayoum, a governorate where a particularly large number of irregular migrants come from.

In September 2019, EPP submitted an amendment offer for a cash increase of EUR 500,000 to support the vocational training reform of the MoETE. As a result, the contract value of EPP II increased to EUR 14,500,000.

The modification went hand in hand with a huge workload for the staff, which could be handled only by structured working processes, effective steering and high capacity and motivation of the project team (GIZ EPP 2015a, 2015b, 2016, 2017, 2020c, Int\_10 with GIZ, Int\_8–9 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ). The rating for this dimension is based predominantly on the positive assessment of the appropriateness of the underlying strategic decisions in regard to adaptations to changes, the handling of workload within the team and the handling of the financial challenges in the last project period, which leads to a score of **18 out of 20 points**.

Table 3: Rating of OECD/DAC criterion: relevance EPP

Criterion	Assessment dimension	Score and rating
<b>Relevance</b>	The project <sup>3</sup> is in line with the relevant strategic reference frameworks.	28 out of 30 points
	The project <del>concept</del> matches the needs of the target group(s).	27 out of 30 points
	The project <del>concept</del> is adequately designed to achieve the chosen project objective.	18 out of 20 points
	The project <del>concept</del> <sup>2</sup> was adapted to changes in line with requirements and readapted where applicable.	18 out of 20 points
<b>Overall score and rating: Employment Promotion Project (EPP)</b>		<b>Score: 91 out of 100 points</b> Rating: Level 2: successful

## 4.3 Effectiveness: Employment Promotion Project

### Evaluation basis and design for assessing effectiveness

Effectiveness is an important criterion in any evaluation. The evaluation focused on the projects' outcomes, as well as main outputs. This included checking the quality of the indicators as one central task.

**Evaluation basis for effectiveness dimension 1:** (The project achieved the objectives (outcome) on time in accordance with objective indicators): EPP contributed to the German Development Cooperation programme's objective: 'Institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt are improved'. The indicators set for the project's objectives were suitable for assessing the project's effectiveness in compliance with SMART quality criteria. The monitoring of the project was standardised (WebMo), systematic, structured and therefore effective to prove the results. The planned target groups and beneficiaries were reached by the project.

<sup>3</sup> The project<sup>3</sup> encompasses project objective and theory of change (ToC = GIZ results model = graphic illustration and narrative results hypotheses) with outputs, activities, instruments and results hypotheses as well as the implementation strategy (e.g. methodological approach, CD-strategy, results hypotheses).

As the programme had a fragile state (FS) 0 marker but does work in a fragile context, it was also analysed to what extent the project was able to strengthen deescalating factors/connectors. As the evaluation could not build on a PCA, a review of the context analyses and PÖK as well as interviews were used in this regard and the elaborated PCA for EPP III used for validation (GIGA 2018, GIZ EPP 2019b).

The quality of indicators according to SMART criteria was adequate to be used for assessing the effectiveness, as shown in the following Table:

Table 4: Quality assessment of Indicators and achievements of EPP

Project objective indicator according to the offer/ original indicator	Achievements by the end of the project	Assessment according to SMART criteria
Module objective: Egyptian technical and vocational education students and unemployed youth are better prepared for the demands of the labour market.		
1. Six strategic policy recommendations for action in TVET and labour-market policy targeting youth, originating from the employment dialogue, have been submitted to the political decision-makers for strategic adoption. Base value: one recommendation for action Target value: six recommendations for action Source: Documentation of recommendations, meeting protocols, participant lists of involved parties, documentation of processes	Eight strategic recommendations for action to shape vocational training and labour market policy for young people, drawn up in the employment dialogue, have been submitted to political decision-makers for adoption.  <b>Achievement: 133%</b>	<ul style="list-style-type: none"> <li>• Specific: yes</li> <li>• Measurable: yes. Time and effort required to check qualitative aspects of recommendations</li> <li>• Achievable: yes</li> <li>• Relevance: relevant for measuring dimension 1, however the indicator refers to an output level and not outcome level (the level of enhanced preparedness of beneficiaries is missing). Time-bound: The target value of the indicator can be achieved by the end of the project term.</li> </ul> <p>no adaptation necessary</p>
2. 75% of the benefiting 47,000 young people (20,000 of whom are women) assess the ALMPs (e.g. vocational orientation, short-term training, job placement services, skills competitions) as beneficial (rating 1 or 2 on a scale of 1 to 6) for improving their individual employment prospects.  Baseline value: 10,285 young people (including 4,069 women) Target value: 75% of the 47,000 young people (including 20,000 women) Source: Analysis of advisory protocols and documentation, graduation certificates	87% of at least 75,820 supported young people (including at least 35,237 female-rate) labour-market policy measures as conducive to increasing their individual employment prospects.  <b>Achievement: 187% (176% for women)</b>	<ul style="list-style-type: none"> <li>• Specific: yes</li> <li>• Measurable: yes</li> <li>• Achievable: yes</li> <li>• Relevance: relevant for measuring dimension 1 Time-bound: The target value of the indicator can be achieved before the end of the project term.</li> </ul> <p>no adaptation necessary</p>
3. 52% of the youth from 200 supported institutions have found employment within 6 months after graduation (30% of whom are women).  Baseline value: 44% of young people from 39 supported institutions (including 23% women) Target value: 52% of young people from 230 supported institutions (including 30% women) <b>Sources:</b> Interviews with representative sample of graduates after completion of ALMP	45% of youth out of 255 institutions (including 19% women) have been employed within the first 6 months after graduation.  <b>Achievement: 110% (supported institutions) 86,5% young people employed 63% young women employed</b>	<ul style="list-style-type: none"> <li>• Specific: yes</li> <li>• Measurable: yes</li> <li>• Achievable: yes</li> <li>• Relevance: relevant for measuring dimension 1 Time-bound: The target value of the indicator can be achieved by the end of the project term.</li> </ul> <p>no adaptation necessary</p>

**Evaluation basis for effectiveness dimension 2:** (The activities and outputs implemented by the projects successfully contribute to the achievement of the projects' objectives). As basis for the evaluation, the project teams and evaluation teams updated the results model during the inception mission. The plausible links between project activities and the results at outcome level, instruments and implementation strategies were assessed by using the contribution analysis. The evaluators focused on the question, if there was empirical evidence for the results logic, demonstrated in the ToC. Three hypotheses were selected for the contribution analyses:

- 'The establishment of a self-sustaining M&E system of the MoETE (technical sector unit) allows for evidence-based and relevant education policy development.'
- 'The institutionalisation of career guidance curricula allows more adequate and promising career guidance, leading to more adequate, promising and successful transition to work and therefore higher attractiveness of the TE sector.'
- 'The implementation of skills competitions is an effective method to improve the image of TVET from the perspectives of the private sector, parents and students in view of linking enterprises with students.'

**Evaluation basis for effectiveness dimension 3:** (No project-related (unintended) negative results have occurred – and if any negative results did occur, the project responded adequately. The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized).

EPP neither systematically monitored unintended results nor document respective adaptations of the project design. The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized where activities referred to EPP III and TCTI.

External factors were identified and updated during report writing but not systematically monitored and documented.

## **Evaluation design**

As a result of the respective discussions with the project management and teams, it was decided that the analysis followed the evaluation questions in the matrix including questions referring to fragility. The existing monitoring data (dimension 1), the updated ToC and elaborated hypotheses (dimension 2) provided a very good basis for the assessment of results and the establishment of causal links to the project objective, instruments and implementation strategies by applying plausibility criteria. Unintended results and external factors (dimension 3) were not monitored systematically, and information was gathered through general document review, interviews and/or FGDs.

## **Empirical methods**

The empirical methods as outlined in chapter 3 were applied for this criterion. Under the effectiveness criterion, the monitoring data of the project was analysed for dimensions 1 and 3 and the method of contribution analysis was based on the jointly formulated hypotheses applied for dimension 2. For the contribution analyses, the evaluators gathered data, facts and information through literature research, interviews and FGDs. The evaluation design reflected the actual availability of data and collection possibilities. Additional data collection regarding alternative hypotheses was not taken into account due to the complexity of the evaluation situation.

## **Analysis and assessment regarding effectiveness**

**The project achieved the objective (outcomes) on time in accordance with the project objective indicators (dimension 1)**

EPP succeeded to achieve or even overachieve its planned outcomes according to outcome indicators 1 and 2. Eight instead of six strategic recommendations for action to shape vocational training and labour-market policy for young people, drawn up in the employment dialogue, were submitted to political decision-makers for adoption (**outcome indicator 1**). This corresponded to an achievement of 133%.

In reference to **outcome indicator 2**, EPP could report about 87% of at least 75,820 supported young people (including at least 35,237 female) who rated labour-market policy measures as conducive to increasing their individual employment prospects. This refers to an achievement of 187% in reference to the total number of youth (75% of 47,000) and to an achievement of 176% relating to young women (20,000).

EPP was, however, unable to comprehensively fulfil outcome indicator 3. Although an achievement of 110% could be reported in reference to the supported institutions (255 instead of 230) only 45% of the youth in the supported institutions found employment after their graduation, instead of 52% as set in the indicator. With regard to women, the achievement is even less: only 19% were women, instead of 30%. The achievement is only 18% (GIZ EPP 2020c, 2020d).

The operational orientation of EPP in Egypt was aimed at improving the living conditions of the population. The project did not work, or only marginally, along existing conflict lines, nor did it make deliberate efforts to work on conflict prevention. With this strategy, EPP attempted to avoid being dragged into existing conflicts or even intensifying these conflicts (do no harm approach). Still, escalating and deescalating factors were identified in the course of the evaluation and respective contributions of EPP to either of them were analysed.

### **Proximate escalating factors**

With respect to the armed conflict in Sinai, it was decided by EPP not to interfere and/or work in the area. Furthermore, EPP took utmost care to abide by the travel restrictions imposed by the Egyptian Government and to seek cooperation with government to avoid any tensions (GIZ EPP III 2019b).

As regards mitigating the repressive political system and rivalries among different government factions, EPP applied a conflict-sensitive monitoring system and organised dialogue platforms to bring about a balance of interests among different stakeholder groups through better institutionalisation, coordination and cooperation among the main actors. In spite of these efforts, there was the persistent problem of ongoing rivalry between MoETE and MoMM, which should actually be partners in order to maximise the benefits derived from the project (Int\_21 with GIZ; Int\_22 with GIZ).

Egypt being a source, transit and destination country for migrants was sought to be addressed by including some new measures and activities (e.g. Perspektive Heimat EUR 4.9 million) in EPP. However, no specific concept for Perspektive Heimat had been put in place. The low number of returnees to Egypt indicated that the Perspektive Heimat programme didn't work as intended with the focal target group 'returnees', but generally with youth to avoid migration – a target group but not the focus of Perspektive Heimat. Thus, part of the money was used to finance other project measures (Int\_18 with GIZ; Int\_10 with GIZ; Int\_13–14 with GIZ).

### **Structural escalating factors**

Economy: Egypt's faltering economy included rising inflation, a weak Egyptian pound and high levels of unemployment. These economic factors have the potential to lead to widespread unrest, having already resulted in nationwide protests. EPP contributed to sustainable economic development in a number of ways, including support of the establishment and capacity development of personnel for RLMOs for policy recommendation and implementation of ALMPs thus strengthening economic decision-making at that level.

Rapid urbanisation and climate change have negatively affected both water and food security in Egypt and may sooner or later trigger political unrest. Environmental dimensions were particularly taken into account within the

specific educational sectors, such as solar energy in Aswan, energy saving tools (e.g. batteries and lightening systems) (Int\_7 with PS; Int\_17 with stakeholder; Int\_20 with stakeholders, Foc-Dis\_6 with target group, Int\_9 with target group).

### Deescalating factors

EPP contributed to sustainable economic development focusing on employment promotion and increasing the supply of skilled workers through quantity and quality increase of the TE and DS sectors. Labour-market promotion was adopted from EPP I and continued in EPP II. The method of Labour Market Observatories (RLMOs) was also taken over from EPP I, and career guidance became the leading method to serve the labour market (Int\_19–20 with GIZ). Career guidance and quality increase in job placement services were somehow innovations in the Egypt context; RLMOs' way of working as true multi-stakeholder platforms for dialogue can also be considered as 'innovative solutions' (Int\_10 with GIZ).

In addition to the establishment of LMOs, additional capacity development of future members of the planned NCU was conducted for sustainability in collaboration with EEDS, thus creating synergies between the two projects for sustainable economic development (Int\_13 with target group). Some members of the RLMOs who participated in IT training are nowadays team members for the digitalisation of the curricula, thus enhancing the overall sustainability of the project (Int\_10 with GIZ).

EPP also contributed to a gradual narrowing of existing gender-gaps regarding female participation in technical dual education and employment. EPP applied targeted measures to increase female participation in respective project activities, for example Sameer Riyadh Company has participated with the project from its inception in the competitions for male and female students in the field of textiles. Female students interviewed expressed that engaging in solar technology was one way that helped women to enter new innovative working fields. Changing the venue for teacher training from Cairo to governorates (due to budget issues) led to higher participation and involvement of women (Int\_15 with GIZ, Int\_8 with PS, Int\_11–12 with Beneficiaries).

Overall, EPP achieved the objective (outcome) on time in accordance with the project objective indicators. Gaps in achievements mainly referred to external factors, which were not systematically monitored. Escalating and deescalating factors were identified, however not systematically documented and monitored through a PCA. Nevertheless, the project reacted accordingly in order not to strengthen escalating factors and to promote deescalating factors. The effective dimension 1 **scores 38 out of 40 points**.

### **The activities and outputs of the project contributed substantially to the objectives (outcomes) (dimension 2)**

The second evaluation dimension refers to the analysis of causal links between activities, outputs and outcomes of the project. Three hypotheses were selected from the ToC and further developed in a participatory process with the respective component teams. Templates are used for presenting the evidence on the selected hypotheses from the ToC.

Table 5 Hypothesis 1.1 partly confirmed

'The establishment of a self-sustaining M&E system of the MoETE (technical sector unit) allows for evidence-based and relevant education policy development.'



<b>Hypothesis 1.1: (activity – output – outcome)</b>	<b>Needs assessment, establishing the ECTQM as a management tool, training of schools and assessors, training of coaches and establishment of coaching system, Introduction of ECTQM system, elaboration of a digital monitoring to ensure information flow and transfer of lessons learnt into policies to improve the educational TE sector – better services in schools increase the quality of students and as a consequence the preparedness for the labour market</b>
<b>Contribution to the outcome</b>	<p>A needs assessment of MoETE's M&amp;E system was conducted to identify potentials and gaps of the monitoring system which formed one pillar of evidence-based policy-making (result 1.1). The ECTQM method was chosen as one tool to improve the system's quality. Schools and assessors were trained in the usage of ECTQM (result 1.2) and a coaching system was established in which coaches were trained for sustainability purposes (result 1.3). The system was introduced and the first 'ECTQM round' implemented in 28 schools with a total of 311 participants, leading to respective changes within the management system of schools (result 1.4). At the end, almost 5,000 students benefited from the improved quality of schools. The information on identified gaps during the ECTQM introduction as well as potential solutions, changes and required support was transferred digitally to MoETE to be stored, analysed and processed (result 1.5) and, if required, considered for further policy dialogue (output A). Lessons learnt could be transferred and improved systems got multiplied. Through the coaching system sustainability of the ECTQM implementation was ensured and ECTQM rounds were implemented on a frequent basis.</p> <p>The Egypt YEP within the Egyptian National Council for Competitiveness was institutionalised to offer a platform for employment promotion for the public and private sectors (result 1.6). However, expectations were not fulfilled, and the forum was not opened for new actors to deliver policy recommendations to improve the labour market or the TE sector.</p> <p>The establishment of a self-sustaining M&amp;E system within the technical sector of the MoETE contributed to evidence-based and relevant education and policy development and subsequently to better preparedness of youth for the demands of the labour market (outcome).</p>
<b>Risks/ unintended results</b>	<p>Capacity and motivation of actors to frequently apply ECTQM as basis for the M&amp;E system, resulting in evidence-based policy-making.</p> <p>Change of staff who must be newly introduced to the system and willing to implement it (specifically new directors).</p> <p>Competing quality assessment tools as MoETE was introducing another system. 'An independent entity for quality assurance in TE sector is needed' (Int_19 with stakeholder).</p> <p>Motivation of the current minister and deputy minister can easily change within the fragile context of the country.</p> <p>Consideration of recommendations resulting from ECTQM for policy dialogue</p> <p>Gaps in institutionalisation of all actors.</p>
<b>Alternative explanation</b>	<p>Improved quality within the TE sector through other means than the ECTQM through high contributions from other donors and actors.</p> <p>General development of the TE sector (policy level and structural level).</p>
<b>Sources:</b> GIZ EPP 2020d, (GIZ EEDS 2018b), 2020d, WS_ 4 with GIZ, Int_8–9 with GIZ, Int_14 with stakeholders, Int_17 with stakeholders, Int_19 with stakeholders, Int_6 with target group, Foc-Dis_7 with target group, Foc-Dis_8 with beneficiaries.	

### Synergies within EPP

Activities of component 1, in reference to the training and monitoring of ECTQM (**result 1.2 and 1.3**), were tightly linked to **component 4's** school quality competitions. Regular information exchange on activities in supported schools took place with **component 3**, the nationwide roll-out of the study plan. The connection between **result 1.6**, the establishment of Egypt YEP and policy recommendations at the national level (**component 2**), however, did not materialise.

Table 6 Hypothesis 3.2 confirmed

'The institutionalisation of career guidance curricula allows more adequate and promising career guidance, leading to more adequate, promising and successful transition to work and therefore higher attractiveness of



the TE sector.'

<b>Hypothesis 3.2: (activity – output – outcome)</b>	<b>Agree on a unified career guidance curriculum, train teachers following a cascade model (sustainability), get training kits approved by the Professional Academy for Teachers to ensure qualitative career guidance services for the youth, higher attractiveness for the TE sector and as a combination of all factors' better preparedness for the labour market or entrepreneurship</b>
<b>Contribution to the outcome</b>	<p>Qualitative career guidance led to informed decision-making of youth to take the right decision which increases the chance for successful placement or entrepreneurship (Output C).</p> <p>The unification of career guidance curricula (result 3.1), which was approved by MoETE (result 3.5) allowed a standardised model for career guidance to be institutionalised and included in the official study plan. Therefore, 739 teachers in 177 technical schools were trained (result 3.3) on using an accredited training kit (result 3.4) to implement career guidance. To ensure qualitative services, STWTUs supported the implementation (result 3.2). The training of teachers in form of a cascade (training of trainers) and the establishment of a future graduate programme for career guidance (result 3.6) should ensure sustainability and support the nationwide roll-out (result 3.7).</p> <p>Almost 50,000 students profited from the career guidance services including advisory services as well as skills training to make informed decisions for their future lives. The large majority were satisfied with the services with only few experiencing fallbacks. Further, success stories prove the efficiency for career guidance and lead to increased attractiveness of the TE sector (Output D). Consequently, through the career guidance, youth are better prepared for the demands of the labour market (outcome).</p>
<b>Risks/ unintended results</b>	<p>Youth continue educational career and are not available for the labour market. Frustration among youth who chose 'the wrong path'. Career guidance took place when youth already had been 'in the system' (career guidance should be implemented earlier).</p> <p>Frustration among female beneficiaries, when cultural traditions put them back home, instead of allowing them to pursue their career ideas.</p> <p>STWTUs were not institutionalised and no clear role and responsibility was set. The postgraduate training had not started yet. Helwan University will start the training in the next academic year (depending on the Covid-19 situation).</p>
<b>Alternative explanation</b>	<p>High contributions from other donors and actors with the establishment of career guidance (EU, USAID, ILO, UNIDO).</p> <p>General development of the local labour market and options for youth.</p> <p>General development of the TE sector (policy level and structural level). Motivation of the current minister and deputy minister could easily change withing the fragile context of the country.</p>
<p><b>Sources:</b> GIZ EPP 2020d, GIZ and ILO 2017, GIZ and Gisir Institution for research 2018, WS_6 with GIZ, Int_8–9 with GIZ, Int_15 with GIZ, Int_14 with stakeholder, Int_16 with stakeholder, Int_17 with stakeholder, Int_19 with stakeholder, Foc-Dis_5 with target group, Foc-Dis_7 with target group, Int_11–12 with target group, Int_5 with PS, Int_11–12 with beneficiaries.</p>	

## Synergies within EPP

While component 3 exchanged information on the nationwide roll-out activities (**result 3.7**) with **component 1** (ECTQM implementation), synergies with other components were not fully exploited. The approved curricula (result 3.5) could have linked up with the policy recommendations developed under **component 2**. Synergies between the postgraduate programme on career guidance (**result 3.6**) and the implementation of the entrepreneurship education (including a unified curricula and capacity development of teachers) and placement services under **component 5** were not elaborated. Finally, results could have been strengthened by connecting the STWTUs placement services of component 5.

Table 7 Hypothesis 4.1 confirmed

'The implementation of skills competitions is an effective method to improve the image of TVET from the perspectives of the private sector, parents and students in view of linking enterprises with students.'

<b>Hypothesis 4.1: (activity – output – outcome)</b>	<b>Skills competitions link up youth and the private sector, and increases appreciation for the heterogeneity of students' skills among students, parents and the private sector. Success stories lead to a better image and promotion of the technical sector, representing real options for successful professional career and therefore leading to more youth to take TE as a future perspective (employment may be a positive side effect). More information, better networking and the chance for an informed decision increase the preparedness of youth for the labour market</b>
<b>Contribution to the outcome</b>	<p>Better information on labour market needs (output 4.1) and better reputation of the TE sector led to a higher demand of youth to participate in the TE sector which responds to the labour market needs – with regard to quality and quantity (output D).</p> <p>Skills competitions brought together students, schools, the private sector and even the communities. The private sector could be made aware of the qualification and the heterogeneity of TE student skills. Students could link up with the private sector to identify the labour-market demands. Through the competitions, images from the other parties could be improved, understanding increased.</p> <p>This served for better capacities of the private sector in dealing with students and graduates, and through the participation in competitions students not only performed but also increased their self-esteem and confidence – as well as that of their teachers. Consequently, the motivation improved, specifically through reward and respect. Not only the success stories, but also the overall cooperation and communication during the skills competitions improved the relationship between the parties, the acceptance and therefore the image of the whole TE sector.</p> <p>The better image of the TE sector within the private sector, and among parents and students, showed the real potential of TE as a pathway for successful professional careers, and thus contributed to a better preparedness of the youth for the demands of the labour market (<b>outcome</b>).</p> <p>Approximately 5,200 students participated in skills competitions. Among them almost half confirmed that the image of TE improved while participating in the event.</p>
<b>Risks/ unintended results</b>	<p>Private sector participation due to 'hidden agendas' (PR)</p> <p>Negative human resources policy of private companies</p>
<b>Alternative explanation</b>	<p>High involvement and contributions from other donors and actors in the TE sector which have had an influence on the TE image</p> <p>General development of the local economy</p> <p>General development of the TE sector (policy level and structural level) motivation of the current minister and deputy minister could easily change withing the fragile context of the country</p>
<p><b>Sources:</b> GFA 2019a, GIZ EPP 2020d, WS_ 5 with GIZ, Int_15 with GIZ, Int_8–9 with GIZ, Int_14 with stakeholders, Int_19 with stakeholders, Foc-Dis_1 with target group, Foc-Dis_5 with target group, Int_9 with target group, Int_5 with PS, Int_8 with PS.</p>	

### Synergies within EPP

Component 4 shared information of schools' competitions (**results 4.2**) with **component 1** (implementation of ECTQM). However, synergies among activities of the skills competitions (**result 4.3**) and the nationwide roll-out for career guidance (**component 3**), or the skills need assessment on three professions (**component 2**) and the implementation of entrepreneurship education and placement services (**component 5**) were not fully exploited.

All three hypotheses were confirmed, but hypothesis 1.1 only partly because it is not ensured that ECTQM will continue to be implemented and results entered in the policy dialogue for better quality management. Further, MoETE is establishing a qualification system other than the ECTQM. There was no evidence to validate the established M&E system as a profound basis for the policy dialogue and quality improvement.

For all hypotheses, risks and unintended results were identified, as well as alternative explanations. Nevertheless, the substantial contribution of the project's interventions to the objective achievement (outcome) was plausible and effectiveness dimension 2 scores **25 out of 30 points**.

**No project-related (unintended) negative results have occurred – and if any negative results did occur, the project responded adequately. The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized (dimension 3):**

Unintended results were not monitored by the project. Partly unintended results were documented in progress reports (GIZ EPP 2018a, 2020d). In the course of the evaluation, unintended results were identified and assessed whether EPP reacted adequately.

### **Unintended negative results**

After completion of their training, many graduates find jobs in the informal sector because they might get slightly more money there. Consequently, this means they are not accessible for the local labour market at this stage, and also run higher risks, as the informal sector does not care about regulations such as health and safety, working hours, insurances etc. (Int\_8–9 with GIZ, Int\_15 with GIZ).

Other graduates did not find a job after graduation at all, which led to high frustration. Some could benefit from the career guidance, entrepreneurship education or placement services. However, they were already in the system of technical education, which means that career guidance actually took place too late for them to make an informed decision before entering one or another education path (Int\_15 with GIZ, Int\_11–12 with beneficiaries, Int\_9–10 with beneficiaries, Foc-Dis\_11 with beneficiaries).

EPP helped to establish STWTUs by providing capacity development and support for job fairs. The STWTU render a number of services, like job counselling in schools, job matching and – most prominently – organising job fairs. This led to improved framework conditions for students and thus helped them make informed decisions on how and where to apply (or start their own business – although this is still rare). The STWTU were meant to ensure sustainability. However, efforts to institutionalise the STWTUs within MoETE didn't materialise as intended during EPP II's implementation period due to political gaps, the lack of an appropriate institutional framework and administrative structure of STWTUs within the Ministry, and tension between STWTU und MoETE (Foc-Dis\_7 with target group; Int\_15 with GIZ).

A National Coordination Unit for the RLMOs in the MoMM had begun to develop policy recommendations for labour market services on the basis of the RLMI, the RLMOs and other sources of evidence, which then were to be fed into the political process. However, RLMO reports were often outdated before they were even published. Further, due to the lack of coordination between ministries and the slow implementation there was concern that results might soon become outdated, as the market situation changes rapidly (Int\_18 with GIZ; Int\_19–20 with GIZ) In addition, MoETE, in line with their mandate for education, did not prioritise labour-market activities but focused on education topics.

Furthermore, the required increase in the number of beneficiaries went hand in hand with a decrease in quality; this partly compromised the effectiveness and sustainability of project measures (Int\_10 with GIZ; Int\_13–14 with GIZ).

### **Unintended or not formally agreed positive results**

During interviews, a number of unintended or not formally agreed positive results were shared with the evaluation team: target groups as well as beneficiaries reported an increased self-awareness of their strengths and their capacities, which increased their self-confidence ambitions and also their appearance. This was valid for teachers, as well as for beneficiaries. The latter also mentioned their improved position within their families and the society due to their action as 'change makers'. Helping females find jobs and build careers changed the social perceptions of women's work, which even reduced the practice of early marriage (Int\_16 with stakeholder, Int\_6 with target group, Foc-Dis\_7 with target group, Int\_11–12 with beneficiaries, Foc-Dis\_8 with

beneficiaries, Int\_5–6 with beneficiaries, Int\_9–10 with beneficiaries).

### External factors and risks

External factors that might have been hampering (risks) or supporting (assumptions) results were considered by the projects and were partly documented in the course of project progress reports. Flexibility and effectiveness in regard to dealing with changes and challenges in the projects' context was subject to the evaluation.

Table 8: External factors and risks

External factors and risks	Dealing with factors
General development in the country	Crises plan is available to react appropriately
Numerous personnel changes in important partner authorities and a considerably increased control requirement, especially on the part of the national authorities, and an increased centralisation of decisions have led to delays in project implementation	Close cooperation and communication with partners, Full transparency with regard to all necessary approvals and permissions  Acceptance of delays and preplanning when necessary
Mistrust of political partners towards the international organisations may hinder the implementation of the activities	Full transparency in communication and cooperation. Mutual planning processes. Work through cluster
Module-relevant data collection and surveys only partly possible due to limited access and mistrust of relevant authorities	Minimisation of data collection. Transparent communication
NGOs and international NGOs are restricted in their activities and funding opportunities (NGO law)	Opportunities to work with NGOs could not be exploited
There is a risk that instability in the region will increase and the government will give priority to security concerns. This can lead to a reduction of necessary investments in the implementation of relevant national strategies and policies	Tight follow-up of country's developments
With regard to employment, there is a risk that the local labour market will not have adequate absorption capacities. This in turn results in the risk of creating frustration among the students, despite the quality of the training	Inclusion of entrepreneurship as second option for employment
The danger of duplication and/or overlapping that arises from the large number of organisations active in the field of technical education	Donor communication took place, specifically also through the cluster coordinator
Source: GIZ EPP 2020d, Foc-Dis_5 with GIZ, Int_10 with GIZ, Int_8–9 with GIZ, Int_15 with GIZ, Int_19–20 with GIZ	

External factors/risks were taken into account by the project and risk mitigating measures developed. Project-related unintended negative effects occurred which were not monitored, however, partly mitigating measures were developed. Particularly because of the latter aspect, this effectiveness dimension 3 is scored with **25 out of 30 points**.

Table 9: Rating of OECD/DAC criterion: effectiveness EPP

Criterion	Assessment dimension	Score and rating
<b>Effectiveness</b>	The project achieved the objective (outcome) on time in accordance with the project objective indicators. <sup>4</sup>	38 out of 40 points
	The activities and outputs of the project contributed substantially to the project objective achievement (outcome). <sup>3</sup>	25 out of 30 points
	No project-related (unintended) negative results have occurred – and if any negative results did occur, the project responded adequately.	25 out of 30 points
	The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized.	
<b>Overall score and rating: Employment Promotion Project (EPP)</b>		Score: <b>88 out of 100 points</b> Rating: Level 2: successful

## 4.4 Impact: Employment Promotion Project

### Evaluation basis and design for assessing impact

**Evaluation basis for impact dimension 1:** (The intended overarching development results have occurred or are expected by the end of the programme.) EPP was one of three TC projects of the DC programme Sustainable Economic Development for Employment' with the objective 'Institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt are improved' with four indicators. As the programme objective seemed to be more geared towards the outcome rather than impact level, contribution to SDGs and markers also played a role in the evaluation.

The following sources were used to define the criteria against which the impact (contribution to the programme and to the SDGs) was measured: Project proposals, modified offers, overall programme progress reports and project progress reports, the final report, the impact matrixes, and finally the assigned identifiers/markers (GG1, PD/GG1 and PO1) as outlined in the project and modified offers. In addition, the analysis of the core problems under the criterion of relevance provided an orientation.

**Evaluation basis for impact dimension 2:** (The project contributed to the intended overarching development results.) Based on the progress reports, the ToC and the hypotheses, as well as interviews, case studies and success stories, causal relationships between the outcome of EPP and its impact were examined to clarify to what extent the project made a systematic and plausible contribution to improvements of institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt as defined in the results model. Two hypotheses were selected, which reflected the main assumptions in this respect and mirrored the most relevant processes according to the project team's perspective. External factors and framework conditions were considered as positive or negative influences on the project's impact (contribution

<sup>4</sup> The first and the second evaluation dimensions are interrelated: if the contribution of the project to the objective achievement is low (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.

gap). Synergies and value added between the components of EPP, as well as between EPP and other projects, were analysed.

**Evaluation basis for impact dimension 3:** (No project-related (unintended) negative results at impact level have occurred – and if any negative results did occur, the project responded adequately.) The occurrence of additional (not formally agreed) positive results at impact level was partly, but not systematically, monitored. Additional opportunities for further positive results were seized, mainly referring to EPP III and TCTI. The evaluators put a focus on the question, whether achieved results reached beyond the outcome level.

Relevant documentation (monitoring and project progress reports, context analyses, gender analysis, and other assessments) were analysed and information gathered from discussions and meetings over the course of the inception phase.

**Evaluation basis of the additional question:** The final report of EPP I was analysed to identify how far the achievements of the predecessor project have had an influence on the achievements of the evaluated project.

**Evaluation design (for all evaluation dimensions):** Activities were assessed in their causal links to the projects results at impact level. The actualised results model (ToC) provided a stable basis for this procedure. A discussion of a counterfactual situation ('what would have happened without the project?') was not included as a qualitative information gathering tool due to the limited added value identified by the evaluation team in the course of the evaluation.

**Empirical methods (for all evaluation dimensions):** The empirical methods as outlined in chapter 3 were applied here. The evaluation focused on review of data of the monitoring system and reports (dimension 1) as well as the contribution analyses (dimension 2). For dimension 3 a mix of document review, interviews and FGDs were selected to gather the necessary information.

### **Analysis and assessment regarding impact**

#### **The intended overarching development results have occurred or are expected (dimension 1).**

EPP contributed to the programme 'Sustainable Economic Development for Employment' programme indicator 1 'Selected experts or bodies assess the ability of Egyptian institutions (e.g. partner ministries, financial intermediaries, Federation of Egyptian Industry, NCHRD) to promote employment-oriented growth on a scale of 1 to 6, two grades higher' through the capacity development of Egyptian institutions to promote employment-oriented growth – through the capacity development of stakeholders at national and local levels mainly under component 1 (ECTQM); and under component 2 (training of teachers, staff, IA, MoMM, PVTD to establish effective RLMOs). Furthermore, it contributed to it through the training of trainers under component 2, capacity development of teachers on career guidance and entrepreneurship education as well as training of STWTUs' staff (under component 3 and 5). At the time of the evaluation, the rating was 1 point higher. Another rating will be completed in 2021. The contribution of EPP towards this indicator can be plausibly explained but not mathematically proved. Full achievement of the indicator is expected.

In addition, EPP contributed to the German Development Cooperation programme indicator 2 'Egypt improves its score in at least two of the four following pillars of the Global Competitiveness Index: 5th Higher Education and Training, 7th Labor Market Efficiency, 11th Business Sophistication, 12th Innovation' through the improved management system of TE schools under component 1, through the enhancement of labour-market orientation under component 2, through promoting a better cooperation among the private sector and the public sector and linking up the private sector and schools/students under component 4. The indicator was already achieved in the report of 2017 with higher points for all four pillars. Also here, the contribution of EPP towards this indicator can be plausibly explained, but not proved.



Finally, through component 3 (career guidance) and component 5 (entrepreneurship education) – EPP also contributed to the German Development Cooperation programme’s indicator 3 on employment promotion: ‘31% of the trained workers from funded institutions have found a job corresponding to their qualifications within 6 months after graduation’; 26% from 244 institutions had found employment according to their qualification. One tracer study was still outstanding. It is expected that the indicator will be fulfilled by the end of the programme’s term. EPP could contribute with 45% youth out of 244 institutions (however, the EPP indicator does not include the aspect ‘corresponding to their qualification’) (GIZ EPP 2015a, 2015b, 2018a, 2020d, Foc-Dis\_5 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ, Int\_10 with stakeholder, Int\_20 with stakeholder).

From the stakeholders’ perspective, EPP has had a high impact on national strategic references: EPP contributed to the ‘Sustainable Development Strategy: Egypt’s Vision 2030’ (Ministry of Planning, Monitoring and Administrative Reform 2015), ‘MoETE Technical Education 2.0 Principles, Pillars, Priorities and Planning’ (MoETE 2019) and the Egypt Youth Employment National Action Plan (ILO and MoMM 2010), as main references. EPP interventions to support demand-oriented technical education referred to the first dimension of the sustainable development strategy, the ‘economic dimension’ and contributed to the objective ‘Achieve sustainable inclusive growth’ through support to increasing the participation of women in the labour force, and achieve an economy able to reduce poverty rates, as well as to the objectives ‘Create decent and productive job opportunities’ and ‘Decrease the unemployment rate and multiply the productivity rates’ (Ministry of Planning, Monitoring and Administrative Reform 2015, Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_10–13 with stakeholder, Int\_14 with stakeholder, Int\_17 with stakeholder, Int\_19 with stakeholder).

Through the execution of EPP III and TCTI activities already in the implementation phase of EPP (II), the project left a remarkable footprint on the technical sector in Egypt. It is thus likely that GIZ EPP III will continue to be an important partner with regard to the reform of the technical sector. EPP II worked specifically in line with the first pillar of transformation, ‘Transformed quality of education’, the third pillar, ‘Transformed teachers through training and qualification’, and the sixth pillar, ‘Transformed image of technical education through changing social perception’ (GIZ EPP 2020d, GIZ Foc-Dis\_5 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ, EPP III 2019a, GIZ TCTI 2019b).

Furthermore, EPP has had a direct effect on the Youth Employment Plan, published by the MoMM while promoting training centres also in rural areas taking the labour market contexts into account (ILO and Ministry of Manpower and Migration 2010, Int\_20 with stakeholder).

Through its multi-stakeholder approach, EPP succeeded to promote the cooperation between the two main actors, public and private sector, as a foundation for labour market-oriented TE and economic growth (GIZ EPP 2020d, Int\_15 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_23–24 with stakeholder, Int\_19 with stakeholder, Int\_9 with PS, Int\_13 with target group, Int\_11–12 with target group, Foc-Dis\_9 with target group). However, although the cooperation between public and private sector improved, some tensions between the actors arose during project implementation: Roles and responsibilities were not always clear, not all actors felt fully involved in decision-making processes or not fully accepted as equal partners (Int\_20 with stakeholder, Int\_6 with PS, Int\_9 with target group).

### **Contribution to SDGs and markers**

EPP had a partial impact on 5 of the 17 Sustainable Development Goals (SDGs), mainly to SDG 8 (decent work and economic growth) and SDG 4 (quality education). This was achieved through the improvement of political framework conditions and evidence-based decision-making for the technical sector, through quality improvement of the TE sectors as well as the incorporation of labour-market orientation, career guidance and job placement interventions. As a consequence, EPP had an effect on SDG 1 (reduce poverty). SDG 5 (gender equality) was considered by including a women rate and formulate respective indicators. To a lesser degree, it was expected that the projects contributed to SDG 7 (affordable and clean energy) through inclusion of specific



courses and SDG 17 (partnerships for the goal) by linking up the public and the private sectors.

**Gender equality (marker GG):** To set the basis to ensure gender equality in GIZ Egypt projects, a gender analysis was developed in 2016 (GIZ Egypt 2016). EPP raised awareness for equal participation of young women and men in technical and in dual training interventions and economic processes through in-depth analyses, information and training measures (EPP 2015b, GIZ Egypt 2016). Economic sectors with high employment potential for female youth were given special attention during the selection of supported TE programmes. Gender aspects were considered when developing information, teaching and learning materials. A balanced gender distribution was taken into account during the implementation of the projects and included in the elaboration of the indicators, e.g. EPP indicator 2: '75% of the benefiting 47,000 young people (20,000 of whom are women) assess the Active Labour Market Programmes as beneficial for improving their individual employment prospect.' And indicator 3: '52% of the youth from 230 supported institutions have found employment within 6 months after graduation (30% of whom are women)', These ambitious goals were in light of the difficult labour-market situation for Egyptian women and the traditional cultural orientation in Egypt (Foc-Dis\_5 with GIZ, Int\_11–12 with GIZ, GIZ EPP, 2015b, GIZ Egypt, 2016).

**Participatory development/good governance (marker PD/GG):** EPP brought together all three levels of society (state, private sector and, to a limited extent, civil society) to foster employment promotion, with cooperation scarce in the past due to mutual mistrust. Dialogue was strengthened at both national and regional levels to foster communication and cooperation. EPP specifically supported the integrated private sector through labour market orientation, although the project faced difficulties to cooperate with civil society organisations due to the restrictive NGO law in Egypt (GIZ EPP 2015a, 2015b, 2016, 2020a, Int\_8–9 with GIZ, Foc-Dis\_16 with stakeholder, Int\_13 with target group, Foc-Dis\_5 with target group).

**Socio-economic impact and poverty orientation (marker PO):** EPP contributed to demand-oriented quantitative and qualitative improvement of the technical education sector at the macro, meso and micro level as well as national, regional and local level, fostering employment promotion and employability of the youth in Egypt. Career entry programmes, placement services and innovative approaches were set in place to improve the image of technical education, a sustainable basis for future professional perspectives for the youth in Egypt. Young people increased their opportunities to enter the labour market which went hand in hand with increased self-esteem and own self-perception, therefore contributing to overarching social cohesion and poverty reduction (EPP 2015a, 2015b, 2016, 2017, 2018a, Foc-Dis\_5 with GIZ, Int\_22 with GIZ, Int\_19 with stakeholders, Foc-Dis\_16 with stakeholders, Foc-Dis\_5 with target group, Int\_6 with PS, Foc-Dis\_8 with beneficiaries, Int\_9–10 with beneficiaries, Foc-Dis\_11 with beneficiaries).

**Human rights:** EPP contributed to the right to education highlighted in the UN General Declaration of Human Rights (Article 13). Assuring equal access of all people to the services provided by the project and promoting gender equality also contributed to this principle. Labour market- oriented technical education increased the employability of young people and their access to a secured income and decent work (UN 2015, BMZ 2011). However, one should note that gender equality could not be fully achieved due to cultural and traditional restrictions regarding technical education for girls. Furthermore, the LNOB principle was not applicable for both projects as national regulations to enter technical schools and dual schools limit the access for all youth (Foc-Dis\_5 with GIZ, Int\_8–9 with GIZ, Int\_11–12 with beneficiaries).

Although it is hard to allocate impacts directly to EPP – bearing in mind the amount of other active donors in the same field and the high effect of external factors – a contribution of EPP to the overall DC programme, the Agenda 2030/SDGs and markers as well as national strategies were assessed as plausible. The rating for this impact dimension 1 is therefore scored at **37 out of 40 points**.

**The outcome of the project contributed to the occurred or foreseen overarching development results (impact dimension 2).**

The second evaluation dimension refers to the analysis of causal links between EPP outcome and the impact.

Table 10 Hypothesis 2: partly confirmed

‘Through providing capacity development for stakeholders to produce implementable ALMPs and policy recommendations based on decentralised LMI, employment opportunities for young people are improved.’

<b>Hypothesis 2: (activity – output – outcome – impact)</b>	<b>Skills need assessment, demand-driven elaboration of training modules, capacity development of actors to be able to establish RLMOs and implement ALMPs, elaboration of evidence-based policy recommendations for the TE sector Improved capacities of stakeholders and actors for evidence-based education and employment policy, better services, better preparedness of students for the labour market, contribution to sustainable and employment-oriented economic growth. The improved institutional capacities as well as the improved preparedness of students led to higher employability.</b>
<b>Contribution to impact</b>	Skills need assessment (result 2.1) formed the basis for demand-driven elaboration of training modules (result 2.2). Capacity development of actors from all participating parties (MoMM, IA, PVTD, teachers) in five locations enables them to establish RLMOs and to elaborate evidence-based policy recommendation for the TE sector (result 2.4 and 2.6.) Two approaches were used: one focusing on recommendations for Active Labour Market Programmes (PROSPECT); and one on the needs of implementing institutions (local evidence for development approach). 20 (ALMPs) could be implemented based on evidence from which beneficiaries could directly benefit to build up their career, either as employees or as entrepreneurs. Furthermore, training of future NCU staff (result 2.7) should in the long-run guarantee adequate coordination and sustainable activation of RLMOs as well as the transfer of analyses results into policy recommendations. This process was set on hold due to the Covid-19 crisis. The expectation that improved capacities of stakeholders and actors for evidence-based education and employment policy supports services, which prepare students for the demands of the labour market as one pillar for sustainable and employment-oriented economic growth, could, however, only be partly confirmed. Although RLMOs proved high-quality research and ALMPs had a direct positive impact on beneficiaries, the results of labour-market analyses were published only after a long period of elaboration and were therefore outdated and no longer applicable for policy recommendations. RLMOs were not yet fully institutionalised with precise roles and responsibilities. There were still tensions between MoMM and RLMOs at the time of the evaluation.
<b>Risks/unintended results</b>	Results of RLMO analyses were outdated and not adequate for policy recommendations. RLMOs were not fully institutionalised and funding was not secured.
<b>Alternative explanation</b>	High contribution of other donors and actors. General economic and social development of the country. Government commitment and priorities.
<b>Sources:</b> GIZ EPP 2019, 2020d, 2020e Int_15 with GIZ, WS_12 with GIZ, Int_19–20 with GIZ, Int_20 with stakeholder, Int_21–22 with stakeholder, Int_11–12 with target group, Int_20 with target group, Int_6 with PS, Int_9 with PS, Int_5–6 with beneficiaries, Int_7 with beneficiaries	

## Synergies within EPP

Component 2 mainly contributed to **output A and B**, but the policy recommendations (**result 2.6**) might also have had an effect on the image of TE (**output D**) and thus could have been used in the field of youth career guidance (**output C**). This, however, was not realised. Synergies between **component 2** and other components could have increased the efficiency but were not taken into consideration. **Result 2.1**, the skills need assessments could have been linked with the skills competitions, to gather more information, of **component 4**. The policy recommendations of the RLMOs and NCU (**result 2.6**) could have been linked more systematically with Egypt YEP (**component 1**), the adaptation of unified CD curricula according to lessons learnt (**component 3**) and the implementation of entrepreneurship education (**component 5**).

Table 11 Hypothesis 5.2: partly confirmed

‘Through the capacity development of TE teachers on entrepreneurship and job placements, services for TE students and graduates with regard to information on future career opportunities improve, leading to a higher employability of the targeted beneficiaries.’

<b>Hypothesis 5.2: (activity – output – outcome – impact)</b>	<b>Capacity development of teachers on entrepreneurship education, introduction of entrepreneurship education in two governorates, capacity development of STWT Units, implementation of entrepreneurship education in further governorates – improved and institutionalised advisory and information services – better preparedness for youth for the local market (as self-employed) – basis for employment orientation and economic growth</b>
<b>Contribution to impact</b>	<p>Capacity development of 138 teachers on entrepreneurship education in 37 technical schools (result 5.1) and employment facilitation (result 5.3) formed the basis to improve advisory services and information for youth career planning (output C). A unified curriculum could be elaborated and approved by MoETE (result 5.7) and, based on this curriculum, entrepreneurship education institutionalised (result 5.9). The effects of the information through teachers could be increased by establishing 51 placement officers as second pillar for youth career planning (result 5.4), capacity development of staff and the launch of job centres in five schools together with STWTUs (result 5.10). Almost 7,400 students benefited from entrepreneurship education and more than 1,500 students and graduates could be supported by the placement officers. Beneficiaries of entrepreneurship education had a significantly higher success rate in their entrepreneur career than non-beneficiaries.</p> <p>Nevertheless, the hypothesis did not fully materialise. The institutionalisation of entrepreneurship education for TE students by implementing a standardised curriculum and establishing placement officers and job centres did not automatically ensure sustainability. Nor, in the partner's structure, did it ensure an integrated system for job placement or preparedness for entrepreneurship as one pillar for employment orientation and economic growth. Although the STWTUs have the mandate for job placement, STWTUs are still not institutionalised, partly because of competing approaches of other donors (e.g. USAID-WISE) or within ministries.</p>
<b>Risks/unintended results</b>	STWTUs not fully institutionalised, roles and responsibilities not clear No coherence with MoMM, MoYS, MoETE (competition).
<b>Alternative explanation</b>	Contribution of other donors and actors. General economic and social development of the country. Government commitment, concurrence.

### Synergies within EPP

Component 5 cooperated with **component 3** (nationwide roll-out of career guidance) regarding the capacity development of teachers on entrepreneurship (**result 5.1**). Interlinkages also existed with **component 1** (ECTQM) and **result 5.9**, the implementation of entrepreneurship education in four governorates, as a core part of ECTQM implementation. Synergies between **component 3** (postgraduate curriculum, nationwide roll-out), **component 2** (ALMPs) and **component 4** (skills competitions) and the implementation of entrepreneurship education in four governorates (**result 5.9**) were not fully exploited. This was also valid for synergies between **result 5.4** (the establishment of placement offer services) and **component 4** (skills competitions).

On the basis of the two hypotheses the evaluators conclude that EPP contributed to the foreseen overarching development results. However, the evidence for intended changes of impact could not be fully proved because of interventions of other donors and further external factors. Further sustainability could not be proved – and was not anticipated by the project – at the stage of the evaluation. Relevant contributions of the project to impact can be plausibly assumed, specifically for the follow-on project. Impact dimension 2 therefore **scored 25 out of 30 points**.

**No project-related negative results at impact level have occurred – and if any negative results did**

**occur, the project responded adequately. The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized (impact dimension 3).**

Due to the complexity of the strategic approach, the goals and indicators formulated in the results matrix could only be selective and some additional results (partly anticipated in the narrative and partly by using windows of opportunity) have been achieved. Most of these additional results, however, have already been analysed in section 4.3 under the criterion of effectiveness.

Based on the document review (GIZ EPP 2015a, 2015b, 2020c, 2020d) the evaluators assessed that no project-related negative results at impact level had occurred.

EPP had worked intensively on adequate risk analysis and mitigation measures (mainly with regard to the political partners) to address any potential negative results occurring, based on context analyses, PÖK and gender analyses (GIGA 2018, GIZ Egypt 2015, 2017). EPP could also benefit from lessons learnt of EPP I (GIZ EPP I 2016a, 2016b).

As no PCA was available, detailed escalating and deescalating factors had to be identified and were compared with results of the PCA elaborated for EPP III (GIZ EPP III 2019b). Escalating factors and deescalating factors have already been analysed under section 4.3 and referred – according to the evaluators – at outcome level rather than impact level (Int\_10 with GIZ, Foc-Dis\_5 with GIZ, Int\_15 with GIZ).

Summarising the above-mentioned contributions to cross-cutting issues, the existing risk monitoring and response and the absence of impact-level project-related negative results, but also considering the missing PCA as fundamental document in a fragile country and the absence of a systematic monitoring system for unintended or not formally agreed results, this impact dimension scores **25 out of 30 points**.

Table 12: Rating of OECD/DAC criterion: efficiency EPP

Criterion	Assessment dimension	Score and rating
<b>Impact</b>	The intended overarching development results have occurred or are foreseen (plausible reasons). <sup>5</sup>	37 out of 40 points
	The outcome of the project contributed to the occurred or foreseen overarching development results. <sup>4</sup>	25 out of 30 points
	No project-related (unintended) negative results at impact level have occurred – and if any negative results did occur, the project responded adequately.	25 out of 30 points
	The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized.	
<b>Overall score and rating: Employment Promotion Project (EPP)</b>		Score: <b>87 out of 100 points</b> Rating: Level 2: successful

<sup>5</sup> The first and the second evaluation dimensions are interrelated: if the contribution of the project outcome to the impact is low or not plausible (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.

## 4.5 Efficiency: Employment Promotion Project

### Evaluation basis and design for assessing efficiency

**Evaluation basis for efficiency dimension 1:** Production efficiency (the project's use of resources is appropriate with regard to the outputs achieved).

Cost data was provided as part of the cost-commitment reports, however without the 'Soll-Ist' analyses, as both projects had been commissioned before the establishment of the *Kosten pro Output Monitoring und Prognose* (KOMP). Because costs were not allocated to outputs during project implementation, only an educated guess could be made by the project team to allocate costs to respective outputs as percentages. A balanced distribution to all outputs was made where costs could not be attributed to outputs. For costs, arising from the implementation of EPP III or TCTI activities, additional outputs were created by the EPP team and indicators were set, although the achievements could not be reported against these indicators.

As a consequence, the evaluation team could only come to a conclusion of limited significance.

To compensate for the limitations of the efficiency tool, the evaluators included questions about optimisation and maximisation potentials of the project interventions in all interviews and FGDs.

**Evaluation basis for efficiency dimension 2: Allocation efficiency.** The projects' use of resources is appropriate for achieving the projects' objective (outcome):

The analysis of this evaluation dimension was only partly based on cost data. It roughly followed the evaluation questions of the evaluation matrix.

During the evaluation it was analysed through interviews and FGDs to what extent more results were achieved through cooperation/synergies and/or leverage of additional resources, with the help of other ministries, bilateral and multilateral donors and organisations (e.g. co-financing) and/or other GIZ projects.

**Evaluation design (for both efficiency dimensions):** The analysis of the data followed the analytical questions in the evaluation matrix and to a limited extent the efficiency tool. Evaluation indicators for efficiency (in the evaluation matrix) were piloted and made mandatory to be used in this pilot phase; however, the tool could only partly be applied, resulting in limited conclusions.

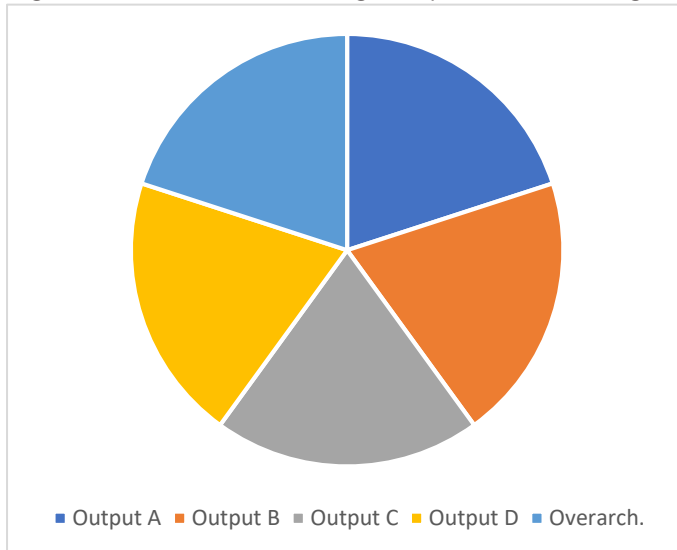
**Evaluation methods (for both efficiency dimensions):** The analysis of documents (monitoring, financial monitoring, project documentation, etc.) was used for the evaluation of both dimensions. Semi-structured interviews and FGDs were conducted with GIZ, stakeholders and target group, to answer questions especially related to the projects' objective and the outcome level in dimension 2 (e.g. management, instrument mix, partner and stakeholder engagement; synergies, visibility). (Please see the evaluation methods described in chapter 4, which were used for all five OECD/DAC criteria.)

### Analysis and assessment regarding efficiency

**Production efficiency: the project's use of resources is appropriate for the outputs.** The EPP budget was not designed with cost-output allocation in mind. The requirement to attribute costs to outputs (KOMP) was only introduced after the project had started and was never retrospectively established nor adjusted. The budget was administered by local financial experts, who faced difficulties in handling the finances of this very complex project. In addition, the budgets were increased five times within three years and partly used for activities for EPP III and TCTI, which were implemented under the project number and budget lines of EPP. As a result of EPP's difficulties with its financial management, the project management requested support from GIZ HQ financial experts. The project received an additional EUR 500,000 in 2019 to fill the existing 'financial

gap' related to implementation of activities requested to support the partners in the technical education reform. Due to budget-related constraints, the project – with the support of the financial expert from HQ – created and followed strict saving plans. These included reducing some project activities under the condition neither to put output achievements nor partner relations at risk. Money from this additional budget was shifted between different budget lines and could not in retrospect be attributed to specific outputs, but only in general terms. This temporary financial gap severely limits the possibilities for the evaluation team to come up with coherent and verifiable statements about project efficiency (Int\_8–9 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ).

Figure 3 EPP Total costs according to outputs and overarching costs



By December 2019, EPP had spent EUR 12,649,827.66 in total. The main area of expenditure was staff costs with almost EUR 8 million (GIZ EPP 2020f). The cost distribution of staff against the outputs showed that most funds for international staff went to output B (40%) followed by output A (14%), meanwhile national staff was mainly allocated to output C (58%) followed by output A (26%) and output B (16%).

The high staff costs could be explained with the focus on capacity development of the project.

Figure 4: EPP Achievements in % against output indicators

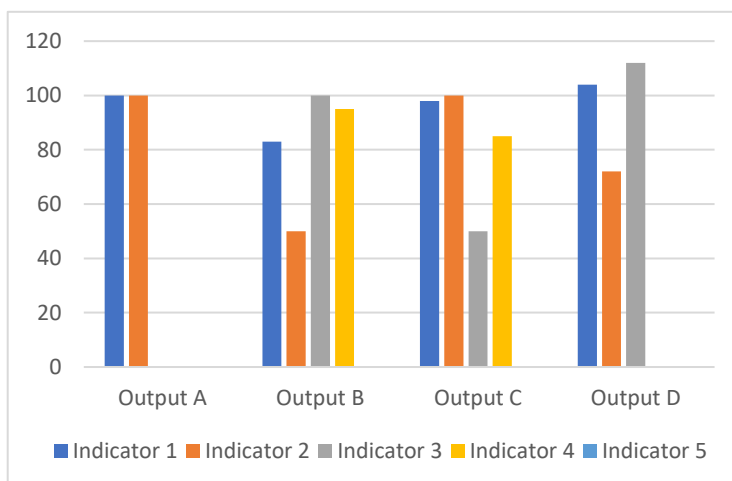


Figure 4 illustrates that six indicators were achieved or even overachieved (100%). The highest gap in achievement referred to Indicator B2: '1 coordinating unit compiles the regional labour market information and recommendations for labour market' (50%), Indicator C3 '1: certified postgraduate study programme for the (further) training of educational personnel in the field in career guidance is introduced' (50%); and indicator D2 '75% of the 5,000 youth and parents confirm a more positive perception of TVET through the implemented' (72%). Indicator C5 '1 of the 3 new services is

institutionalised through a ministerial decree by the MoE' (Ministry of Education) was not achieved at all (0%).

The evaluation team could not find any proof that reallocation of funds from outputs with overachievement could have increased the achievements. You could argue that more training would have increased the quality of training (indicator B1), but output B had already covered the majority of funds with 34% and staff / 40% seconded and 31% national). Further, training alone would not be a guarantee for increased teaching quality, as training has to be absorbed and behavioural change of teachers need time, acceptance within the structure and also resources. For the other indicators it was assessed that higher funding would not have necessarily increased the achievements as the gaps resulted from external factors rather than GIZ intervention. Therefore, given the impossibility of retrospectively allocating financial and human resources to specific outputs, the



applicability and significance of the efficiency tool was questioned and the expected gains in cockpit insight were limited from the perspective of the evaluation team.

Altogether, the evaluators concluded that the cost–output relation within EEDS was mostly positive. Also, the distribution among the outputs was pertinent regarding relative weight of their contribution to the attainment of the different output indicators and contribution to the outcome. EEDS’s use of resources was appropriate with regard to its achievements (production efficiency). As a small limitation, it can be noted here that a lot of money went into building the EEDS project infrastructure. As far as the evaluators could assess, and considering the challenges to apply the efficiency tool and the cost–output relation, the utilisation of resources has been largely efficient. Therefore, the production efficiency is **scored with 60 out of 70 points**.

This fund distribution largely enabled the outputs and outcomes to be met. Only output indicator B1 ‘1 coordinating unit compiles the regional labour market information and recommendations for labour-market programmes at national level’ and indicator C3 ‘1: certified postgraduate study programme for the (further) training of educational personnel in the field in career guidance is introduced’ had a larger discrepancy (only 50% achievement). Meanwhile the other outputs were fulfilled more or less to the point. It is questionable whether indicator B1 could be achieved by using a higher budget, but the evaluation team did not find that more funds could lead to a better reporting of RLMOs, which was the missing part within this indicator. Likewise, more funding for indicator C3 might not have led to its achievement as the gap lay in a long-term discussion with a university, which finally withdrew from the project. Helwan University was only recently addressed to fill the gap.

Due to the limited evidence to assess the efficiency of EPP in reference to the cost–output relation, the evaluation focused on assessing maximisation possibilities: some suggestions were identified as to how changed resource allocation could have maximised outputs (production efficiency). For example, the practice of holding conferences, training and meetings in expensive hotels in Cairo was partly revised. Some of these events were shifted to decentralised and less expensive venues in the governorates. Besides being more cost-effective, this measure had the unintended positive effect that women’s participation increased. It turned out it was easier for them to attend these events in nearby places within their governorates than having to travel to Cairo. This aspect was even mentioned by different stakeholders (Int\_8–9 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ, Int\_14 with stakeholder, Int\_17 with stakeholder, Int\_6 with target group, Foc-Dis\_1 with target group, Foc-Dis\_5 with target group, Int\_9 with PS).

Another point referred to the issue of ‘quality against quantity’ regarding capacity development measures and interventions. It was found that putting emphasis on quality instead of quantity (less but longer and more specialised training) would have increased the likelihood of developing multipliers for measures and thus enhanced sustainability. Closely connected with quality was seen the need to develop selection criteria for trained staff (Int\_20 with stakeholder, Foc-Dis\_7 with target group, Int\_6 with PS), and put a higher focus on institutionalisation and quality assurance, for example, in regard to STWTU, RLMO (Int\_16 with stakeholders, Int\_21–22 with stakeholders, Int\_6 with PS, Int\_9 with PS).

Altogether, the evaluators concluded that the cost–output relation within EPP was mostly positive and that the distribution among the outputs was pertinent regarding relative weight of their contribution to the attainment of the different output indicators and contribution to the outcome. EPP’s use of resources was appropriate for its achievements [Production efficiency]. However, it must be noted that a clear financial contribution was not possible and an additional budget of EUR 500,000 was necessary to comply with the financial challenges of 2019. Furthermore, a lot of money went into building the EPP project infrastructure. The production efficiency is therefore **scores 50 out of 70 points**.

**Allocation efficiency: The projects’ use of resources is appropriate with regard to achieving the projects’ objective/outcome (dimension 2)**



## Resource allocation

When EPP was conceptualised, the outcome–resources ratio and alternatives were not systematically considered. The set outcomes could be mainly achieved or even overachieved with the existing funds. Outcome indicator 1 referring to strategic policy-making was overachieved with 133%. Outcome indicator 2, which stated the supportiveness of ALMPs was achieved with 187%. Only outcome indicator 3, which measured the employment of supported youth was not achieved, with only 87%. As outcome indicator 3 is highly influenced by external factors, the evaluation team could not find evidence that more efforts for related activities for this indicator would have led to a better achievement.

## Project steering structure

Internally, the EPP project steering was organised through different series of fixed meetings at the following levels:

- Component heads
- Component teams
- Management team meeting with cluster coordinator and component heads (every 6 to 8 weeks)
- EEDS and EPP
- Meetings at central and governorate level upon needs.

Each component had its own steering mechanism established ('sub-steering'). Steering and cooperation meetings in Cairo were held regularly; in the governorates, such meetings were organised ad hoc, around events (training etc.). Steering meetings in components were often very technical and held in Arabic; they served as communication and exchange platforms for relationship management (Int\_15 with GIZ Int\_21 with GIZ).

From a German Development Cooperation programme cluster perspective, the internal GIZ cooperation in terms of customised communication and monitoring was perceived as good. The new commissioning of EPP III was done by a combined appraisal mission for EEDS and EPP II while considering common interfaces between cluster and project. Regular exchange took place among project managers and projects. Temporarily, up to 11 working groups were established; during the interview phase of the evaluation process, five working groups were operational, which dealt with issues relevant to the projects. **Centrally, further professional training** was organised for about 100 staff members. The programme and cluster structure had already existed in 2017/18. Additionally, the mutual orientation as a 'strategic approach for the sector' was newly introduced in 2019. This improved steering mechanism resulted in a **combined appraisal mission** for EPP III and TCTI (Int\_19–20 with GIZ, Int\_15 with GIZ Foc-Dis 5 with GIZ).

## Synergies through cooperation

Cooperation with other partners (ILO, USAID, UNIDO, EU TVET) was sought where possible. With partners, the cooperation steering took place by organising regular component-wise fixed meetings (e.g. a committee 'Entrepreneurship Cooperation' was formed by component 5); component 3 worked at a similar level. Until 2018, the cooperation between development partners had not been good. Since then, due to previous experience and contacts of the cluster coordinator as the former EU TVET team leader, a steering committee was established and formalised and the partner cooperation became more formalised, with regular donor round Table meetings (Int\_15 with GIZ, Int 19-20 with GIZ, Foc-Dis\_5 with GIZ).

Due to government-imposed NGO restrictions, cooperation with NGOs was difficult and therefore not actively pursued by EPP (Int\_15 with GIZ).

Donor coordination meetings with MoETE took place, mutual statements were developed, and a common

reform steering established (e.g. technical office, working groups for all key topics). In addition, the cooperation resulted in jointly developed curricula. On the negative side, the ministries prepared alternative concepts, for example, in quality management, where MoETE came up with a new system in competition to ECTQM, which earlier had been mutually agreed upon and introduced by the development partners. Another critical issue has been the partial overlap of the EPP project with EU TVET and USAID-WISE, which could have been avoided if the communication between donors had been less noncommittal and more binding (Int\_15 with GIZ, Int\_19–20 with GIZ).

### Leverage of additional funds

Scaling up took place in terms of increased funds to cover more governorates and increase the number of beneficiaries. Five modified offers were submitted by EPP in the course of project implementation. Funding came from BMZ. There was no leverage of additional funds from other donors.

All in all, the evaluators conclude that the added value of the intervention within the German Development Cooperation programme has been remarkable. Positive results have been achieved by EPP in close cooperation with the political partner and target groups. Synergies have been created with other donors in the field. The project was competently managed and innovations and digital solutions were developed in a highly complex and fragile context. There were a few weaknesses, specifically regarding the financial administration and cost–result ratio consideration, as well as partly referring to competing activities and approaches towards other donors.

Overall, the allocation efficiency dimension 1 scores **23 out of 30 points**.

Table 13: Rating of OECD/DAC criterion: efficiency EPP

Criterion	Assessment dimension	Score and rating
Efficiency	The project's use of resources is appropriate with regard to the outputs achieved. [Production efficiency: Resources/Outputs]	50 out of 70 points
	The project's use of resources is appropriate with regard to achieving the projects objective (outcome). [Allocation efficiency: Resources/Outcome]	23 out of 30 points
Overall score and rating: Employment Promotion Project (EPP)		<b>Score:73 out of 100 points</b> Rating: Level 3: moderately successful

## 4.6 Sustainability: Employment Promotion Project

### Evaluation basis and design for assessing sustainability

**Evaluation basis for sustainability dimension 1:** (Prerequisite for ensuring the long-term success of the projects results are anchored in (partner) structures.) No exit strategy of the project was defined as the follow-up project EPP III (including TCTI) had already been commissioned at the time of the evaluation, and implementation of follow-up activities had already started before the official commissioning. To assess the extent of sustainability aspects within EPP the evaluation team referred to project documents such as the

project concept, progress and final reports (GIZ EPP 2015a, 2015b, 2018a, 2020d, 2020e) as well as interviews and FGDs.

**Evaluation basis for sustainability dimension 2:** (Forecast of durability – results of the project are permanent, stable and long-term resilient.) At an individual level (i.e. quality of graduates, employability), the institutional and systemic factors (e.g. quality of TE schools, RLMOs, STWTUs anchoring of structures in partners' systems, economic situation) were discussed that foster or impair the sustainability of the achieved outcomes and impacts. Furthermore, we discuss what else could be done in the follow-on-project to support beneficial and mitigate adverse factors. The evaluators referred to project documents, context analyses (GIZ EPP 2015a, 2015b, 2018a, 2020d, 2020e, GIGA 2018, GIZ Egypt 2017) but also interviews and FGDs with GIZ, stakeholder and target group.

**Evaluation design:** No particular evaluation design was used to analyse the questions regarding the sustainability criterion – the analysis followed the evaluation questions of the evaluation matrix. The evaluation primarily was based on the analysis and verification of project and contextual documentation. This was complemented by open and semi-structured interviews with questions focused on the strategies and mechanisms chosen by the project partners for ensuring the continuity of the results and for sustaining their impact, including with regard to the follow-on project.

**Empirical methods:** The empirical methods as outlined in chapter 3 were applied here. In addition, reference was made to the description of empirical methods under chapter 4, which refer to all five criteria.

### **Analysis and assessment regarding sustainability**

#### **Prerequisite for ensuring the long-term success of the projects results are anchored in (partner) structures (sustainability dimension 1)**

The EPP design was based on the results, achievement and lessons learnt of EPP I (GIZ EPP I 2015a, 2016a, 2016b). As described in section 4.1, EPP I set the foundation for follow-on projects. Likewise, EPP II, which considered sustainable aspects in its design set a strong basis for the follow-on project EPP III (including TCTI). There was no precise exit strategy elaborated for EPP II. In coming years, the German Development Cooperation will combine its activities in the field of vocational training and the labour market in the priority area of 'Sustainable Economic Development for Employment' in two programmes: Private Sector Promotion, and Vocational Training and Development of the Labour Market. The latter will comprise TC and financial cooperation modules and follow the objectives of the BMZ regional strategy (BMZ 2018) and the priority areas of the Country Strategy 2018. Module objective and outputs of EPP III will build on EPP, thus creating synergies, scaling up and capacity development for implementing institutions. The module objective reads as 'The evidence-based labour market demand-oriented orientation of the transition process from school to the labour market is strengthened for vocational school graduates.' EPP III will focus on three areas: (i) capacity development and policy dialogue; (ii) labour market orientation; and (iii) career guidance and placement (GIZ EPP III 2019a).

EPP created a strong basis for EPP III to build on. Apart from developing promising and cooperative relationship with the political partners as well as the private sector, EPP followed a sustainability orientation through several fields: multi-stakeholder approach; Involvement of private sector, institutionalisation, capacity development and policy framework.

#### *Multi-stakeholder approach*

The multi-stakeholder approach implemented by EPP is aimed to foster ownership. It created a platform for policy dialogue while promoting sustainable cooperation between the two main actors, the public and private

sectors (GIZ EPP 2020d, Int\_15 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_23–24 with stakeholder, Int\_19 with stakeholder, Int\_9 with PS, Int\_13 with target group, Int\_11–12 with target group, Foc-Dis\_9 with target group). In principle, EPP III can build on these established structure and relationships. However, the project will have to consider setbacks such as tensions between the actors, as roles and responsibilities have not always been clear, not all actors felt fully involved in decision-making processes or fully accepted as partners on the same eye-level (Int\_20 with stakeholder, Int\_6 with PS, Int\_9 with target group).

### *Involvement of private sector*

The high involvement of private sector actors was assessed by the project team as a precondition for labour-market-oriented TE and for sustainable economic growth in Egypt. (Foc-Dis\_5 with GIZ, Int\_8-9 with GIZ, Int\_15 with GIZ, Int\_19-20 with GIZ, Int\_22 with GIZ, WS\_12 with GIZ). It was, however, also seen as a factor for the sustainable implementation of the TE in the sense of financial contribution by the private sector (social corporate responsibility) from the point of some of the stakeholders. Some respondents even requested a higher involvement and decision-making responsibility from the private sector (Int\_6 with target group, Foc-Dis\_7 with target group, Int\_13 with target group, Int\_4 with target group, Int\_11–12 with target group, Foc-Dis\_16 with stakeholder).

### *Institutionalisation*

EPP project results have been partly anchored in the partner structures. This is indicated, for example, by the institutionalisation of dialogue platforms for evidence-based policy-making in cooperation with EEDS, the inclusion of ECTQM in supported TE schools, the establishment of RLMOs for labour-market analyses, evidence-based ALMPs and policy recommendations, the institutionalisation of career guidance and entrepreneurship education in TE schools, being part of the study plan, and the establishment of STWTUs. Also, the plan for a national coordination unit (NCU) for STWTUs can be mentioned here (GIZ EPP 2020d, GIZ EPP III 2019a, WS\_4 with GIZ, WS\_5 with GIZ, WS\_6 with GIZ, WS\_11 with GIZ, WS\_12 with GIZ).

EPP III can build on these structures, while considering the hampering factors such as further qualification needs for the sustainable implementation of ECTQM, gaps in institutionalisation of STWTUs and RLMOs, and work on the establishment of the NCU (GIZ EPP 2019, 2020d, 2020e Int\_15 with GIZ, WS\_12 with GIZ, Int\_19–20 with GIZ, Int\_20 with stakeholder, Int\_21-22 with stakeholder, Int\_11-12 with target group, Int\_20 with target group, Int\_6 with PS, Int\_9 with PS, Int\_5–6 with beneficiaries, Int\_7 with beneficiaries).

### *Capacity development*

Based on the capacity development strategies, EPP put a high focus on the improvement of institutions and actors' knowledge and skills on national and regional level to ensure sustainability (GIZ EPP n.d.). In all components, capacity development was an integral part of the activities (GIZ EPP n.d., GIZ EPP 2020d, WS\_4 with GIZ, WS\_5 with GIZ, WS\_6 with GIZ, WS\_11 with GIZ, WS\_12 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ). Respondents strongly confirmed the positive effect of capacity development activities, but also mentioned that a focus had been laid on the quantity of training rather than quality. Moreover, a more precise selection of training participants, according to specific criteria, would have ensured higher efficiency and sustainability (Int\_13 with target group, Int\_23–24 with stakeholder, Int\_6 with PS, Int\_9 with PS).

### *Policy framework*

To ensure that results are used continuously, EPP also supported the development of policies and frameworks. In component 2, policy recommendations were elaborated through the RLMOs and the implementation of evidence-based ALMPs can be seen as one part of sustainable processes for the beneficiaries. The accreditation of career guidance curricula through the Professional Academy for Teachers and the approval to

implement the curricula by MoETE and the nationwide roll-out (inclusion in the study plan) showed sustainability aspects in the sense of policy frameworks under component 3.

Laws and regulations are, however, still pending for the institutionalisation of the STWTUs and the RLMOs. Furthermore, a unified regulation for the whole technical education sector is needed, as well as for new entrepreneurs involving other line ministries, except for MoETE (int\_15 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_10 with GIZ, Int\_16 with stakeholder, Int\_14 with stakeholder, Foc-Dis\_7 with target group, Int\_20 with target group, Int\_14 9 with target group, Int\_6 with PS, Int\_9 with PS, Int\_8 with PS, Foc-Dis\_11 with beneficiaries).

### **Available resources for scaling up**

The availability of resources to continue the implementation or even scaling up were assessed very differently by the respondents. On the part of the government authorities, it was questionable whether enough resources would be available to continue the implementation with the expected quality. The ongoing implementation of ECTQM with respective management improvement measures depends on additional funds. Resources were not ensured for the establishment of coordination institutions such as RLMOs or STWTUs. Continuation of the postgraduate programme for career guidance will depend on funding; also conducting a skills competition and school competitions would need to be budgeted for.

Although the private sector might cover some of the expenses in the sense of corporate social responsibility, it cannot be ensured that the financing will be provided by the partners. Rather, it will probably depend on ongoing international support (Int\_20 with stakeholder, Int\_19 with stakeholder, Int\_6 with target group, Foc-Dis\_7 with target group, Int\_9 with target group, Int\_11–12 with target group, Foc-Dis\_9 with target group, Int\_6 with PS, Int\_9 with PS). However, companies were very positive with regard to the continuation of project activities and as well beneficiaries with regard to the ongoing usage of their knowledge and skills (Int\_5–6 with beneficiaries, Int\_9–10 with beneficiaries, Int\_7 with beneficiaries, Foc-Dis\_11 with beneficiaries, Int\_11–12 with beneficiaries).

### **Donor coordination**

The close cooperation with national and local actors and orientation towards their demand and needs, and the regular and comprehensive coordination with other donors in the intervention area were success factors for EPP. Apart from its close cooperation with other GIZ projects EEDS and Promotion of Small and Medium Enterprises, coordination with other donors took place through the cluster coordination, with a tight focus on coherence. Effective cooperation occurred specifically for the curricula development with the EU, USAID, ILO and UNIDO. The follow-on project EPP III will build on existing good relationships and will continue this approach. Additional cooperation with the Japan International Cooperation Agency (JICA) is planned for the establishment of STWTUs in Technical schools (GIZ EPP 2020d, GIZ EPP III 2019a, Int\_10 with GIZ, Int\_8–9 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ).

### **Escalating and deescalating factors**

The consideration of escalating and deescalating factors – although not mentioned as such and not described in a comprehensive PCA are described already under section 4.2. and will also be considered in the follow-on project EPP III.

Summarising the specific context of EPP contributions to the technical sector in Egypt, the achievements in establishing structures striving to improve the technical sector on several levels and considering the fragile context the project was implemented, the sustainability dimension 1 scores **45 out of 50 points**.

**Forecast of durability – results of the project are permanent, stable and long-term resilient (sustainability dimension 2)**

EPP has been seeking to strengthen the TE sector and support institutions at the national and local levels to establish a labour-market-oriented system. EPP's concept is in line with national strategies and long-term plans, cooperating tightly with national and local authorities, thus laying the foundation for ownership and sustainable continuation. EPP focused on sustainable elements within its five components, while considering sustainability also for the target group and final beneficiaries. Key findings proved that through its capacity development strategy, the consideration of institutionalisation and the implementation of innovative solutions such as career guidance, entrepreneurship education, schools and skills competitions, as well as digital solutions, EPP responds to the main challenges of the country, with reference to stakeholders, target groups and beneficiaries.

Bearing in mind that EPP II has been both a follow-on and predecessor project without having a precise exit strategy in place, the project succeeded in building a sound platform for sustainable, stable and long-term development in the TE sector in Egypt, with the final objective to boost the country's economy.

The lack of an exit strategy can be partly explained by the continuation of project's elements within EPP III, but for those activities that might not continue it would have been necessary to develop exit options. Risks and potentials with regard to sustainability including adequate mitigation measures were identified in the project offers and project progress reports, analysed and documented. Risks were mainly linked to the general political and economic developments.

Table 14: External factors/risks and mitigation measures for sustainability

<b>External factors/risks and risk mitigating measures for sustainability</b>	
The partner structure, its political orientation and its personnel were volatile	Close and regular coordination with the partner's management staff to anticipate changes
The course of political developments and the future economic situation was difficult to assess and might have hampered the results of the project	Contingency plan for the continuation of the module activities with recourse to national experts Institutionalisation of results in local structures
The government's economic policy orientation towards state control and large-scale projects has had a negative impact on the importance of promoting SMEs. This might hamper sustainability of entrepreneurship education as well as SME training companies	Raising awareness of the partners in the employment dialogues and including relevant line ministries
Increased repression of civil society actors made cooperation with NGOs and the private sector as one pillar of sustainable inclusion in the society almost impossible	Where appropriate, greater cooperation with the private sector. The cooperation with NGOs was almost completely omitted
Module-relevant data collection for steering purposes (considering sustainability aspects) and surveys could only be carried out to a limited extent due to access restrictions to data and official distrust	Data minimisation, transparent and early communication of the nature and purpose of necessary surveys and studies to the partner, establishment of a good relationship with CAPMAS, conservative consideration of long approval periods in operational plans
Labour-market policy, employment services and labour-market information were neglected as a result of a strategic reorientation of the MoETE, contradicting the project's approach	Close and regular coordination with the management staff of the partner promotes the inclusion of labour market orientation in the strategic reorientation
<b>Sources:</b> GIZ EPP 2015a, 2015b, 2018a, 2020d, Foc-Dis_5 with GIZ, Int_10 with GIZ, Int_8–9 with GIZ, Int_15 with GIZ, Int_19–20 with GIZ, Int_22 with GIZ	

Taking into account the limits of the sustainability outlook in reference to the above-mentioned external factors



and in reference to EPP II as predecessor project for EPP III without having an exit strategy but building a profound basis to link project results with longer-term projects (EPP III) in the sense of connectedness, the expected durability of project results scores **30 out of 50 points**.

Table 15: Rating of OECD/DAC criterion: sustainability EPP

Criterion	Assessment dimension	Score and rating
<b>Sustainability</b>	Prerequisite for ensuring the long-term success of the project: results are anchored in (partner) structures.	45 out of 50 points
	Forecast of durability: results of the project are permanent, stable and long-term resilient.	30 out of 50 points
<b>Overall score and rating: Employment Promotion Project (EPP)</b>		<b>Score: 75 out of 100 points</b> Rating: Level 3: moderately successful

## 4.7 Key results and overall rating: Employment Promotion Project

The project's **relevance is successful**. It can be concluded that EPP was in line with relevant national and international **strategic reference frameworks**. EPP complied with the Agenda 2030 (BMZ 2019) the Sustainability Development Goals (UN 2015b) and contributed to 5 of the 17 SDGs. Proven plausible links between activities, outputs and outcomes were reflected in the ToC and hypotheses used for the contribution analyses. EPP responded to changes within the working environment, referring mainly to political and economic changes, through a flexible and transparent approach as well as to requirements of the German Development Cooperation (BMZ) through modification of its offers (without major changes in its approach and strategy). Some limitations could be assessed as many other actors and donors are working in the same area of TE and there are some competing structures. Altogether, relevance is scored with **91 out of 100 points (Level 2 – successful)**.

The project's **effectiveness is successful** as outcome indicators were achieved, or even overachieved, with one limitation: the employability of young people under outcome 3 which was achieved in only 86.5%, 63% for male/female employment respectively. The plausible causal links between project activities, outputs and outcomes of EPP could be shown: from three selected hypothesis, two could be confirmed and one partly confirmed.

In accordance with the context of fragility in Egypt, EPP applied a context-sensitive monitoring system. External factors that might have been hampering (risks) or supporting (assumptions) results were considered, but not systematically monitored. Unintended positive and negative results have occurred but not monitored. The project partly reacted to unintended negative results within the project period. Altogether, effectiveness is rated with **88 out of 100 points (Level 2 – successful)**.

The project's **impact is also successful**. The evaluation team concluded that the project's outcome-level results added to the achievement of the German Development Cooperation programme's objective. EPP further stressed the importance of the Agenda 2030, contributing to five SDGs and responding to the



obligations defined in the markers including gender equality, good governance and poverty orientation. The principle of LNOB could only be applied to a certain degree. The causal links between project outcome and impact could be approved with both selected hypotheses being partly confirmed. Contributions to cross-cutting issues were incorporated in the intervention strategy and therefore closely related to the module or project indicators. Adequate risk analysis and mitigation measures (mainly with regard to the political partners) were in place. No unintended result on impact level occurred. Altogether, the evaluation dimension for impact scored **87 out of 100 points (Level 2 – successful)**.

The project's **efficiency** is **moderately successful**. EPP's budget was not designed with cost–output allocation in mind. KOMP was not applied, as this tool was only introduced after the start of the project. The complexity of the project and the inclusion of activities of EPP III and TCTI without separate project numbers or budget lines made it difficult to administer the budget. Challenges and deviations occurred, leading to a strict financial management of the project within the last project period to successfully overcome the financial gaps. Maximisation opportunities were exploited and introduced (e.g. cheaper training) to increase production efficiency. According to the evaluators' assessment, a reallocation of funds between outputs (as far as this could be assessed considering the retrospective allocation of funds to the outputs) would not have increased the achievements, bearing in mind that most of the output indicators were fulfilled and all outputs contributed to one outcome (with three outcome indicators). Scaling up took place through budget increases via five modification offers in line with the demands of the partner country and the requirements of the German Development Cooperation. The steering structure of the project was adequate and mainly efficient: synergies between EPP and other GIZ projects as well as with other actors/donors were utilised. Altogether, efficiency scored **73 out of 100 points (Level 3 – moderately successful)**.

**The project's sustainability** is **moderately successful**. EPP based itself on the achievements of EPP I and created a further sound basis for EPP III to build on. Apart from developing promising and cooperative relationships with the political partners and the private sector, EPP followed a sustainability orientation on several levels including multi-stakeholder approach capacity development of involved actors and promotion of measures for policy recommendations, laws and regulations. Potential escalating and deescalating factors – although not mentioned as such and not described in a comprehensive PCA – were considered and the project had adequate measures in place. However, EPP's contribution to sustainability was assessed bearing in mind that a successor project was in preparation, an exit strategy never planned and that the context of the country with regard to political stability and economic development remains fragile. Summarising the evaluators' findings, sustainability or the forecast durability of project results scored **75 out of 100 points (Level 2 – moderately successful)**.

Table 16: Overall rating of OECD/DAC criteria and assessment dimensions, EPP

Criterion	Score	Rating
Relevance	91 out of 100 points	Level 1 = highly successful
Effectiveness	88 out of 100 points	Level 2 = successful
Impact	87 out of 100 points	Level 2 = successful
Efficiency	73 out of 100 points	Level 2 = successful
Sustainability	75 out of 100 points	Level 2 = successful
<b>Mean score and overall rating Employment Promotion Project (EPP)</b>	<b>83 out of 100 points</b> Average score of all criteria (sum divided by 5, max. 100 points see below)	<b>Level 2 = successful</b>

Table 17: Rating and score scales

100-point scale (score)	6-level scale (rating)
92–100	Level 1 = highly successful
81–91	Level 2 = successful
67–80	Level 3 = moderately successful
50–66	Level 4 = moderately unsuccessful
30–49	Level 5 = unsuccessful
0–29	Level 6 = highly unsuccessful

## 4.8 Relevance: Enhancement of the Egyptian Dual System

### Evaluation basis and design for assessing relevance

**Evaluation basis for relevance dimension 1:** (the project is designed in line with the relevant strategic reference frameworks.) As for EPP, the following strategic references for EEDS were identified: the German Development Programme, Sustainable Economic Development for Employment, BMZ Country Strategy for Egypt (BMZ 2018, 2020), the Agenda 2030 (BMZ 2019), the Sustainability Development Goals (UN 2015b), the BMZ human rights policy (BMZ 2011), the Egyptian 'Sustainable Development Strategy: Egypt's Vision 2030' (Ministry of Planning, Monitoring and Administrative Reform 2015), and MoETE Technical Education 2.0 Principles, Pillars, Priorities and Planning (MoETE 2019). The evaluation focused on the question of how far these frameworks were anchored in the project's design, considering internal frameworks such as Safeguards and Gender.

**Evaluation basis for relevance dimension 2:** (The programme concept matches the needs of the target group(s).) In this dimension the suitability of the EEDS design to match core problems and needs of the target groups were analysed taking into consideration available context and gender analyses (GIZ Egypt 2016, 2017,

GIZ EEDS 2019b). In addition, target groups were interviewed for their perspectives. This included national and local authorities such as MoETE and relevant line departments, specifically the General Department for the Dual System and Regional Units for the Dual System (RUDS). The target group also included Central and Regional Technical Amanas, Investor Associations (Ias), National Centre for Human Resource Development (NCHRD), as well as dual system (DS) schools (managers and teachers) and private sector companies (manager and trainers). To cover the perspective of the indirect target group, DS schools' students, participants of in-company and inter-company training were included. Although the inception phase had foreseen a certain amount of parental inclusion, this was not possible with the remote evaluation. A specific focus was set on the perspectives of female beneficiaries as well as the LNOB principle and persons with disabilities. To assess the project's conflict sensitivity, it was analysed to what extent potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries were identified and coped with. Comparable to EPP, no PCA had been done for EEDS, either at the project beginning or within the framework of modified offers. The evaluation team had to concentrate on PÖK (GIGA 2018) and the overall country context analyses (GIZ Egypt 2017). Furthermore, the evaluators compared their analyses with the elaborated PCA for TCTI, which was made available over the course of the evaluation mission (GIZ TCTI 2019c).

**Evaluation basis for relevance dimension 3:** (The programme is adequately designed to achieve the chosen programme objective.) In this dimension the evaluation focused on whether the design of EEDS had been adequately adapted to the chosen project objectives. The plausibility of the hypotheses of the ToCs was checked. Results from the inception phase showed that in the results model activities, outputs and project objectives had been adequately mapped and were plausible.

Comparable to EPP, there were weaknesses in the formulation of the system boundaries and external factors influencing the project results. Assumptions and risks were adequately presented; the risk assessment had been updated in the progress and monitoring reports and in the modified offers. Hypotheses on potential unintended results had not been available and were prepared over the course of the inception phase and the weeks preceding the evaluation mission.

**Evaluation basis for relevance dimension 4:** (The programme concept was adapted to changes in line with requirements and readapted where applicable.) The focus was set on the appropriateness of the EEDS's strategic and operational adaptation to changing framework conditions in the partner country (e.g. change in ministries). A specific focus was led to the upcoming opportunities with regard to the TE reform Technical Education 2.0, as well as the enlarged budgets agreed upon in two modified offers. The first modified offer took place in 2016 in the course of an increased budget of EUR 10 million (including an adaptation of the impact matrix and extension of the project). The second change was a simple modified offer in 2017, which was approved for an additional EUR 4.9 million from the BMZ programme Perspektive Heimat with slight adaptations of the impact matrix. The module indicators 1,2 and 4 were adapted in the course of both modified offers (GIZ EEDS 2020h).

### **Evaluation basis for additional questions**

**Evaluation design (for all evaluation dimensions):** As a result of discussions with the project team, it had been decided that the analysis would follow the evaluation questions (evaluation matrix); no specific design was applied. The quality of available data except for the mission PCA was adequate.

**Empirical methods (for all evaluation dimensions):** One of the main methods to be applied over the course of the evaluation of the criterion relevance was the review of internal and external documents including studies and literature. Other main methods of the remote evaluation were open and semi-structured interviews, FGDs and workshops with GIZ, partners, direct and indirect target group, which were analysed and triangulated.

### **Analysis and assessment regarding relevance**

## **The project's concept is in line with the relevant strategic reference frameworks (relevance dimension 1)**

The TC project EEDS was part of the DC programme, Sustainable Economic Development for Employment in Egypt. The aim of the programme was to improve the human resources and institutional prerequisites for employment-effective and sustainable economic growth in Egypt through an integrated approach to employment promotion developed by the German Development Cooperation. In this context EEDS contributed to the programme's objective indicators 1 (support the capacity of Egyptian institutions to promote employment-oriented growth); 2 (improved higher education); and 3 (employment promotion). The project was implemented in four fields of activities and addressed the weak structures and capacities of the dual system at central and decentralised level: (1) structuring the Egyptian dual system; (2) increasing the quality and quantity of dual training; (3) further training of vocational training personnel; (4) introduction of inter-company qualification.

Within the German Development Cooperation programme, EEDS achieved synergies with the TC project EPP, for example in a coordinated cooperation with the political partner MoETE, the joint use of administrative capacities and mutual products (e.g. labour market observatory, ECTQM handbook), cooperation and communication in certain components. Just like EPP, EEDS also created synergies with the third project of the German Development Cooperation programme, the TC project Promotion of Small and Medium Enterprises to use events for information sharing about the DS. Furthermore, EEDS and EPP initiated several cross-project working groups to prepare the new and follow-up projects EPP III and TCTI (GIZ EEDS 2015a, 2018a, 2020i).

All three TC projects of the overall programme had to be aware of other actors in the field: various players in German and international development cooperation and the Egyptian partners have been involved in the field of TE and employment promotion with considerable resources. At the international level, the EU TVET-II-Egypt, the WISE programme of USAID and UNIDO, were particularly active. EEDS cooperated with EPP, the KfW and MoETE concerning the vocational training reform, Technical Education 2.0 and ILO's Decent Jobs for Egypt's Young People project. In reference to the dual system, competing approaches from the side of MoETE (Applied Technology Schools (ATS) or competing management quality tools), or other actors as USAID and EU (competency approach) should be considered. (GIZ EEDS 2018a, 2020i, Int\_10 with GIZ, Foc-Dis\_16 with stakeholder, Foc-Dis\_17 with stakeholder, Foc-Dis\_23–24 with stakeholder, Int\_14 with stakeholder, Int\_19 with stakeholder, Int\_3 with PS, Foc-Dis\_5 with PS).

With its four components, EEDS complied with the Agenda 2030 (BMZ 2019) the Sustainability Development Goals (UN 2015b), the Marshall Plan with Africa (BMZ 2017), the BMZ Country Strategy for Egypt (BMZ, 2018, 2020) and the BMZ human rights policy (BMZ 2011). As a response to the country's challenges BMZ and Egypt had decided in 2014 on a new priority area: 'Sustainable economic development'. In view of the high population growth, this focused in particular on employment opportunities and was strengthened through the German-Egyptian Training Pact. The latter one was under the umbrella of the Marshall Plan with Africa, specifically pillar 1: 'Economic activity, trade and development' (EEDS components 1–4). The priority area got further strengthened in the sense of an integrated approach from vocational training and private sector to promote labour-market-oriented TE (specifically component 1, 2 and 4). This approach was also in line with the BMZ human rights policy, for example, in reference to that policy coherence is ensured for instance in trade and education policy (specifically component 1); it also complied with human rights in the orientation of poverty reduction programmes and reform strategies for specific sectors such as the educational sector. EEDS contributed to the right to education of the UN General Declaration of Human Rights (Article 13), assuring equal access of all people to the services provided by the project (as far as preconditions are met by applicants) and promoting gender equality. DS education increased the employability of young people and their access to a secured income and decent work (UN 2015, BMZ 2011). However, it needs mentioning that gender equality could not be fully achieved due to cultural and traditional restrictions on TE for girls. Furthermore, the LNOB principle was not applicable for EEDS as national regulations to enter technical schools and dual schools limit the access for all youth (Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_2–3 with GIZ, Foc-Dis\_3 with

target group).

By establishing a dialogue platform including relevant actors of the public and private sector (specifically component 1), EEDS contributed to strengthening corporate responsibility as one part of the BMZ human right strategy: business activity can help guarantee many human rights – such as the right to pursue gainful employment or the right to social protection. On the other hand, enterprises can infringe human rights for instance by failing to provide decent working conditions during in-company training or through child labour, which were all aspects tackled by the EEDS concept (GIZ EEDS 2019f, Int\_2–3 with GIZ, Int\_4 with GIZ, WS\_7 with GIZ, Int\_3 with PS, Foc-Dis\_2 with target group).

Further, the EEDS concept was in line with the relevant strategic references of the partner country, specifically Egypt's Sustainable Development Strategy: Egypt's Vision 2030 (Ministry of Planning, Monitoring and Administrative Reform 2015), MoETE Technical Education 2.0 Principles, Pillars, Priorities and Planning (MoETE 2019) and the Egypt Youth Employment National Action Plan (ILO and Ministry of Manpower 2010) as the main references.

Both, EEDS and EPP interventions referred to the first dimension of the sustainable development strategy, the 'economic dimension', which comprises economic development, energy, innovation, scientific research and transparency and efficiency of institutions. They mainly contributed to the objective 'Achieve sustainable inclusive growth' through support to increase women's participation in the labour force, and achieve an economy able to reduce poverty rates as well as to the objectives 'Create decent and productive job opportunities' and 'Decrease the unemployment rate and multiply the productivity rates'. The ecological dimension was not a priority in the project's design but could be included through few courses on environmental topics (Ministry of Planning, Monitoring and Administrative Reform 2015, Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_10–13 with stakeholder, Int\_14 with stakeholder, Int\_19 with stakeholder, Foc-Dis\_16 with stakeholder).

Although the reform document for the TVET sector was only published in 2019, EEDS was already striving to fulfil its vision: 'A technical education system with international standards that addresses labour market demand for a skilled workforce'. EEDS worked specifically in line with the first pillar of transformation 'Transformed quality of education', the third pillar 'Transformed teachers through training and qualification'.

With its main focus on youth, EEDS was fully in line with the Youth Employment Plan, published by the Ministry of Manpower through its focus on sustainable quality improvement of DS schools and DS education (ILO and Ministry of Manpower 2010, Int\_20 with stakeholder).

### **Fragile context**

Bearing in mind the working environment in a fragile context, the EEDS concept took the conflict situation in consideration through country context analyses, gender analyses and the PÖK. Hampering factors for the success of the implementation were identified, specifically within the economic and political landscape (please refer also to relevance dimension 2). However, a PCA had not been elaborated. Therefore, the evaluation team could not build on identified escalating and/or deescalating factors or corresponding mitigation measures. As for the context analyses, it was phrased that the projects do not work, or only marginally work, along existing conflict lines, also to avoid future conflicts. With this strategy, EEDS attempted to avoid being involved in existing conflicts or intensify them (do no harm approach) (Int\_10 with GIZ, Foc-Dis\_5 with GIZ, Int\_4 with GIZ).

The project was designed in line with all relevant strategic reference frameworks. It responded to potential interactions between social, economic and environmental results, within the meaning of Agenda 2030 and

contributes to relevant SDGs. The ecological dimension was, however, only marginally considered. Although the conflict situation was not analysed in form of a PCA, the context was considered adequately in the project's concept. This relevance dimension 1 scored **29 out of 30 points**.

### **The project concept matches the needs of the target groups (relevance dimension 2)**

In this dimension the suitability of the project's design to match core problems and needs of the target groups was analysed. Based on the assumptions in the inception report the evaluators analysed the target groups and beneficiaries of the project (differentiated into direct/indirect target groups). EEDS addressed comparable target groups, based on the results of the Mubarak-Kohl-Initiative for Dual System and EPP I. Respondents of the target group – including the political partner and related directorates and departments as well as implementing and participating institutions such as DS schools, companies, NCHRD, RUDS or Technical Amanas – confirmed gaps in technical education, unemployment of (especially) youth, as well as lack of qualified labour force as the main challenges for economic growth in Egypt. By addressing these core challenges with the introduced dual system of education, promoting political dialogue and evidence-based policies and qualification of institutions and teachers, the project fully matched the needs of the target group. A few limitations were mentioned by beneficiaries – the lack of follow-up after graduation and the lack of employment services (Adams 2010, GIZ EPP I 2016a, 2016b, GIZ EEDS 2020, 2020k, Int\_19 with stakeholder, Int\_21–22 with stakeholder, Foc-Dis\_17 with stakeholder, Int\_2 with target group, Int\_8 with target group, Foc-Dis\_5 with PS, Foc-Dis\_7 with beneficiaries).

The private sector particularly emphasised the importance of a labour-market and demand-driven technical education system and appreciated the system of dual education for economic growth, based on mutual dialogue and evidence-based policy-making and quality increase of relevant entities (component 1). Furthermore, both the target group and the private sector appreciate the initialisation of inter-company training to cover all aspects of a comprehensive dual education (Int-3 with PS, Int\_7 with PS, Foc-Dis\_4 with PS, Int\_5 with target group, Foc-Dis\_9 with target group, Foc-Dis\_10 with beneficiaries, Foc-Dis\_9 with beneficiaries, Foc-Dis\_7 with beneficiaries, Int\_9 with PS, Int\_8 with PS).

All EEDS beneficiaries, including male and female students, confirmed that the project's design met with their needs, mentioning gaps in education and unemployment as their main living challenges. Although there was a specific focus on women in the project's design, considering the gender analyses of the country and the gender strategy (GIZ Egypt 2016, GIZ EEDS 2019b), EEDS could neither fully comply with the expectations to promote women for the DS sector due to cultural and traditional restrictions, nor fully implement the LNOB principle, specifically not include the less-educated people and people with disabilities, due to the governmental regulations (Int\_2–3 with GIZ, Int\_4 with GIZ).

### **Conflict sensitivity**

To assess the project's conflict sensitivity, it was analysed to what extent potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries had been identified. At the same time, it was assessed how deescalating factors/connectors as well as escalating factors/dividers had been identified and considered when designing the project.

At inception phase, the implementation of a comprehensive security management system could be observed. This would ensure security of GIZ national and international staff, and take into consideration the effects of environmental pollution. Security for the target group and beneficiaries was ensured through a conflict-sensitive communication and implementation approach, based on options of the national security for interventions. For all relevant activities, including conducting interviews with the target group and beneficiaries, surveys or tracer studies, the project team applied for respective official permissions. Even for the evaluation interviews, authorities were informed about the time schedule and groups to be in the evaluation (Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_4 with GIZ, Int\_2–3 with GIZ) involved.



The analysed external factors are valid for EEDS similar to EPP and is copied here.

Table 18: Escalating and deescalating factors

Which escalating factors/'dividers' were identified?	Addressed by the project? (yes/no)	If addressed, how is it considered by the project concept?
<b>Proximate escalating factors include:</b>		
In the North Sinai Governorate, the Government of Egypt is involved in an armed conflict.	Yes	Due to travel restrictions instructed by the government, EEDS cannot to work in the area. The GIZ's Risk Management Office monitors and updates on the situation.
State repression: The government's strategic orientation of restoring authority has the population questioning the legitimacy of the government.	Yes	Measures that increased the legitimacy and authority of state institutions and thus reduced the risk of conflict persistence (e.g. support for Egyptian education reform) were reflected at the start of the project to create and expand a basis of trust. The development and implementation of inclusive, fair and transparent procedures related to quality assurance, job placement, contracting and other economic and employment-related procedures (e.g. certification, promotion of sound monitoring of target group performance and careers) was supported by the projects.
Conflicting interests of the Sisi regime, different government factions, and civil society organisations have led to an unbalanced addressing of issues and interests.	Yes	EEDS applied a conflict-sensitive monitoring system and organised dialogue platforms to bring about a balance of interests among different stakeholder groups through better institutionalisation, coordination and cooperation among the main actors.
Migration: Egypt is a source, transit and destination country for migrants. The main risks facing migrants are detention by security forces and being kidnapped by human traffickers. The presence of large number of Syrian refugees has put significant economic pressure on the communities in which they live.	Yes	Inclusion of new activities to address migration (e.g. Perspektive Heimat EUR 4.9 million etc.); however, the low number of returnees to Egypt indicated that the Perspektive Heimat programme did not work as intended and part of the money was used to finance other project measures.
<b>Structural escalating factors include:</b>		
Economy: Egypt's faltering economy includes rising inflation, a weak Egyptian pound and high levels of unemployment. They have the potential to lead to widespread unrest, having already resulted in nationwide protests.	Yes	EEDS contributed to sustainable economic development. The project supported the establishment and capacity development of personnel of governmental institutions on different levels, DS schools, training companies as well as private sector to improve quality and labour-market orientation of the DS sector and thus strengthening economic development. Further, EEDS promoted political dialogue among relevant actors for evidence-based decision-making.
The primacy of national security bestrides the majority of other issues and interests. The decision-making powers of ministries	Yes	Spaces for dialogue and reconciliation to strengthen trust between different actors and population groups without, however, directly



Which escalating factors/'dividers' were identified?	Addressed by the project? (yes/no)	If addressed, how is it considered by the project concept?
are limited by the security apparatus.		and actively intervening in existing conflicts (e.g. between the state, the private sector and civil society) were created.
Environmental factors: Rapid urbanisation and climate change are affecting both water and food security in Egypt, which may trigger political unrest.	Yes	Environmental dimensions are particularly taken into account in the course of specific educational sectors (such as solar energy).
<b>Sources:</b> GIZ EEDS 2015a, 2018a, 2020i, GIZ TCTI 2019c, GIZ_Int_10 with GIZ, Foc-Dis_5 with GIZ, Int_4 with GIZ, Int_18 with GIZ, Int_19–20 with GIZ		

Which deescalating factors/'connectors' were identified?	Addressed by the project? (yes/no)	If addressed, how is it considered by the project concept
Gradual narrowing of existing gender-gaps regarding female participation in technical dual education and employment	yes	Some measures against the systematic discrimination of women in the labour market due to traditional gender roles (choice of method, planning of measures) were taken by the projects as means to make use of the high potential to create added value for employers and young women on both the demand and the supply sides. Therefore, EEDS elaborated a specific gender strategy, which could not be fully materialised.
Successful employment promotion for sustainable economic development	yes	EEDS contributed to sustainable economic development focusing on employment promotion and increasing the supply of skilled workers through quantity and quality increase of the dual system sector.
<b>Sources:</b> GIZ EEDS 2015a, 2018a, 2019b, 2020i, GIZ TCTI 2019c, GIZ_Int_10 with GIZ, Foc-Dis_5 with GIZ, Int_4 with GIZ, Int_18 with GIZ, Int_19–20 with GIZ,		

All in all, the EEDS concept matched the needs of the target groups. One exception relates to inclusivity for women in general and people with disabilities and follow-up of graduates. Strategies for the inclusion of women have been developed but not yet fully materialised; however, none had been considered for people with disabilities. The project's conflict sensitivity could be confirmed in the fragile context; potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries had been identified and mitigation measures were implemented. At the same time deescalating factors/connectors as well as escalating factors/dividers had not been identified in form of a PCA or even monitored, however they were considered for the project's implementation. The score for relevance dimension 2 is **26 points out of 30 points**.

### **The programme concept is adequately designed to achieve the chosen objectives (relevance dimension 3)**

EEDS's ToC were developed by the project team and the evaluation team during the inception mission (WS\_7 with GIZ, WS\_8 with GIZ, WS\_9 with GIZ, WS\_10 with GIZ). The ToC, visualised in Figure 3 reflects the applied approach and design. When the evaluation mission updated the model, they confirmed that the chains of results in the results model and the ToC first led to the achievement of the interconnected outputs. The project was based on outputs and their results (outcome) in four specific components leading to five outputs. Component 1: development of the Egyptian dual system; component 2: increasing the quality and quantity of dual education of dual education and training; component 3: further training of TVET personnel in the dual

system'; component 4: Inter-company training.

The cause–effect relationships of the problem situation were set out in a plausible way and permitted the central hypotheses from activities and instruments to intended outputs and outcome to be proved. The core problem, which read as 'The number of students enrolled in dual education of adequate quality is too low' remained largely unchanged. Related initiatives were hampered by political and social changes and unrest as well as the economic development specifically in the last months of the implementation during the spread of Covid-19.

The **system boundary** of the project was not elaborated in detail by EEDS.

Results outside this indicated system boundary were the responsibility of other actors and framework conditions. Shared responsibility could be assumed when there was cooperation with partners, but limitations could occur as GIZ could not fully influence partners' impact outside of the agreed cooperation sphere. The system boundary applied especially to the project objective, 'Egyptian technical and vocational education students and unemployed youth are better prepared for the demand of the labour market'. The project was adequately designed to contribute to the indicated objective as stated in the selected hypothesis but this cannot be attributed to EEDS alone. The improved framework conditions also depend on political decisions, general developments within the society such as economic developments or social developments (culture and traditions) as well as within the donor societies. Cooperation and coordination with other projects took place specifically with EPP and ILO and in reference to the coordination of the future technical education reform with EU and USAID.

Although EEDS proved to have a unique selling point in place with the DS approach, influences of other actors and donors occurred in the sense of competing approaches and competing for target groups and beneficiaries (GIZ EEDS 2015, 2018a, 2020i, Int\_10 with GIZ, Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_2–3 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_19 with stakeholder, Int\_21–22 with stakeholder, Foc-Dis\_16 with stakeholder, Foc-Dis\_2 with target group, Int\_3 with PS).

### **Assumptions and risks**

The results of the assessment of the project design quality showed that in the results model inputs, activities, outputs, project objective and programme objective (NaWi) were adequately mapped. The evidence of the results model was clearly based on relevant documents, studies and experiences of projects which were implemented in the past in the TE sector. The objective and the given resources in regard to time, finances, and partner capacities were, to a certain degree, realistic albeit very ambitious.

Activities, instruments and outputs were adequately designed to achieve the objectives and contribute to the German Development Cooperation programme objective. There were weaknesses in the formulation of the ToC. The underlying results hypotheses of the project were plausible (after elaboration). The system boundary was described in a plausible manner; however, it was not defined. Potential influences of other donors/organisations outside of the project sphere of responsibility were considered. The ToC was in line with requirements and presented a coherent intervention logic. Assumptions and risks were adequately presented; the risk assessment had been updated in the progress and monitoring reports. Integrated PCA were developed for the follow-on project TCTI during the last project period.

All in all, the project design responded to the outcomes (module objectives) as well as the project objective which scores this relevance dimension 3 with **18 out of 20 points**.

**The project was adapted to changes in line with requirements and readapted where applicable (relevance dimension 4)**

Apart from changes in the working environment referring mainly to political and economic changes, the conceptual design of EEDS was adapted to changes in line with requirements of the German Development Cooperation (BMZ) and readapted where necessary through two modification offers. The main changes referred to the enlargement of the project budget and extension of project activities such as activities of future EPP III and TCTI, although both projects had not been officially commissioned at that time. Funds of Perspektive Heimat were merged with the projects' funds without detailed specification of activities according to the programme's target group, except for the 'opening' of existing activities for returnees.

Originally, the project had a duration of 3 years (from January 2016 to December 2018) with a German contribution of up to EUR 4 million. The increase in the contract value was agreed in the Government Consultations 2016. For this reason, a joint review mission of all modules in the DC programme was carried out in May 2016 and a modified offer was submitted. Following the commissioning of an amendment offer in December 2016, the total project duration was extended to 4 years and 7 months (from December 2015 to June 2020) with a budget of up to EUR 10 million. The module objective indicators 1 and 4 as well as the indicators for the outputs A (increase in target values), B (discontinuation of qualification measures), C (expansion from three to six project locations), D (introduction of new dual training offers replaced by further training of vocational training personnel) were adjusted after the increase. Output E was added (a pilot project of inter-company training instruction at two locations). In June 2018, the project budget was once more increased up to EUR 14.9 million through the BMZ programme Perspektive Heimat. The simple modified offer was accompanied by an adjustment of the module objective indicators 1 and 4 as well as the indicators for the outputs C (expansion from six to nine project locations), D (increase in the number of persons to be trained) and E (a pilot phase at a third location was defined). The additional funds were used in particular for a regional extension of the existing project activities to the governorates of Fayum and Assiut, where irregular migration is more frequent. In addition, the target group was extended to school-age returnees and pupils in transition to vocational training.

The modification and the additional activities for EPP III and TCTI meant a huge workload for the staff, which could be handled only by structured working processes, effective steering and high capacity and motivation of the project team (GIZ EEDS 2015, 2016, 2017, 2020h, 2020i, Int\_10 with GIZ, Int\_2–3 with GIZ, Int\_10 with GIZ, Int\_4 with GIZ, Int\_18 with GIZ, Int\_19–20 with GIZ).

The rating for this dimension is based predominantly on the positive assessment of the appropriateness of the underlying strategic decisions in regard to adaptations to changes, and the handling of workload within the team. The evaluation of relevance dimension 4 therefore scores **19 out of 20 points**.

Table 19: Rating of OECD/DAC criterion: relevance EDDS

Criterion	Assessment dimension	Score and rating
<b>Relevance</b>	The project <sup>6</sup> is in line with the relevant strategic reference frameworks.	29 out of 30 points
	The project matches the needs of the target group(s).	26 out of 30 points
	The project is adequately designed to achieve the chosen project objective.	18 out of 20 points
	The project concept <sup>5</sup> was adapted to changes in line with requirements and readapted where applicable.	19 out of 20 points
<b>Overall score and rating: Enhancement of the Egyptian Dual System (EEDS)</b>		Score: <b>92 out of 100 points</b> Rating: Level1: highly successful

## 4.9 Effectiveness: Enhancement of the Egyptian Dual System

### Evaluation basis and design for assessing effectiveness

The evaluation basis, design and empirical method of this criterion were similar to the EPP project. The findings refer to the achievement of EEDS and have been validated through document review, interviews and FGDs with EEDS stakeholder.

**Evaluation basis for effectiveness dimension 1:** (The projects achieved the objectives (outcome) on time in accordance with objective indicators.) The set indicators for the project's objectives were suitable to assess the effectiveness of the project in compliance with SMART quality criteria. The monitoring of the project was standardised (WebMo), systematic, structured and therefore effective for proving the results. The planned target groups and beneficiaries were reached by the project. As the programme had a FS 0 marker but does work in a fragile context, it was also analysed to what extent the project was able to strengthen deescalating factors/connectors. As the evaluation could not build on a PCA, a review of the context analyses and PÖK as well as interviews were used in this regard, and the elaborated PCA for TCTI used for validation (GIGA 2018, GIZ Egypt 2017, GIZ TCTI 2019c). The quality of indicators according to SMART criteria was adequate to be used for assessing the effectiveness, as shown in the Table 13.

Table 20: Quality assessment of Indicators and achievements of EEDS

Project objective indicator according to the offer/ original indicator	Achievements until the end of the project	Assessment according to SMART criteria/assessment
Module objective: The number of students enrolled in dual education of adequate quality has been increased		
<b>6.</b> At 9 locations, the number of young men and women in promoted dual education courses is to increase by 30% overall.  Baseline value: 15,852 (including 2018/2019 Fayum and Assiut) Target value: 20,608	The number of male and female youth within the DS sector increased from 15,852 to 25,697 (including Fayum and Assiut 2018/2019). This is equivalent to an increase of 62%  <b>Achievement: 125%</b>	<ul style="list-style-type: none"> <li>• Specific: yes</li> <li>• Measurable: yes (depending on the availability of a baseline)</li> <li>• Achievable: yes</li> <li>• Relevance: relevant for measuring dimension 1</li> <li>• Time-bound: The target value of the indicator can be achieved at the end of the project term.</li> </ul>

<sup>6</sup> The project encompasses project objective and theory of change (ToC = GIZ results model = graphic illustration and narrative results hypotheses) with outputs, activities, instruments and results hypotheses as well as the implementation strategy (e.g. methodological approach, CD-strategy, results hypotheses).

Source: gender-differentiated determination of number of students enrolled (monitoring system of project and partners)		
<p><b>6.</b> The percentage of women in vocational education in the promoted courses is to increase by 20%.</p> <p>Baseline value: 22% (3,512) / 35% 1,114 (Fayum, Assiut) Target value: 42 % Source: gender-differentiated determination of number of students enrolled (monitoring system of project and partners)</p>	<p>The percentage of women in the promoted courses increased to up to 27% (6,955 / 35% 1,065 Fayum and Assiut)</p> <p><b>Achievement: 38%</b></p>	<ul style="list-style-type: none"> <li>• Specific: yes</li> <li>• Measurable: yes (depending on the availability of a baseline)</li> <li>• Achievable: yes</li> <li>• Relevance: relevant for measuring dimension 1</li> <li>• Time-bound: The target value of the indicator can be achieved at the end of the project term.</li> </ul>
<p><b>6.</b> 75% of the 100 training companies surveyed confirm that the promoted dual education courses meet their needs in content and organisation.</p> <p>Baseline value: 30% (based on Aswan, 10th of Ramadan City, Sadat City – an expanded survey is required for transfer to the 3 other governorates) Target value: 75 training companies (grades 1 or 2 on a scale of 1-6) Source: Qualitative and quantitative survey of randomised representative sample of 100 companies, using a scale from 1 to 6</p>	<p>Unchanged, as the collection of data could not be carried out due to the Covid-19 pandemic protection measures. However, results from other qualitative studies suggest that training companies have been increasingly positive about the main dimensions (content and organisation of dual vocational training) since the project began.</p> <p><b>Achievement: 100% (assumed)</b></p>	<ul style="list-style-type: none"> <li>• Specific: yes</li> <li>• Measurable: yes</li> <li>• Achievable: yes</li> <li>• Relevance: relevant for measuring dimension 1</li> <li>• Time-bound: The target value of the indicator can be achieved at the end of the project term.</li> </ul>
<p><b>4.</b> 69% of the 4,500 graduates of the 6 promoted locations are in dependent employment or self-employed 6 months after graduation.</p> <p>Baseline value: 64% Target value: 69% of 4,500 (3,105) Source: Tracer studies on the outcome of graduates</p>	<p>74% of 5,848 graduates of 6 promoted locations (equivalent to 4,327) were employed or self-employed 6 months after graduation (1,075 were successfully surveyed)</p> <p><b>Achievement: 139% (assumed)</b></p>	<ul style="list-style-type: none"> <li>• Specific: yes</li> <li>• Measurable: yes. Time and effort required to assess outcome 6 months after graduation (project has limited timeframe)</li> <li>• Achievable: yes</li> <li>Relevance: relevant for measuring dimension 1</li> <li>• Time-bound: The target value of the indicator can be achieved at the end of the project term.</li> </ul>

**Evaluation basis for effectiveness dimension 2:** (The activities and outputs implemented by the projects successfully contribute to the achievement of the projects' objectives.) The ToC visualised in the results model in Figure 3 formed the basis for the evaluation. The ToC describes how the projects intended to achieve results and outcome. Three hypotheses of the results model were compared to actual results during the evaluation.

- 'The public-private sector dialogue platforms, established through the intervention of the project supports evidence-based policy-making that improves the quality and effectiveness of the Egyptian Dual System'.
- 'The application of the seven quality tools for in-company training through the dissemination of the Quality Pioneer Initiative (QPI) contributes to the improvement of services of in-company training as part of the dual system.'
- 'The developed coaching mechanism assures that acquired knowledge and skills are applied.'

**Evaluation basis for effectiveness dimension 3:** (No project-related (unintended) negative results have occurred – and if any negative results did occur, the project responded adequately. The occurrence of

additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized.) EEDS neither systematically monitored unintended results nor documented respective adaptations of the design. The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized in case of activities referring to EPP III and TCTI. External factors were identified and updated in the course of report writing but not systematically monitored and documented.

**Evaluation design (for all evaluation dimensions):** As a result of the respective discussions with the project management and teams it was decided that the analysis followed the evaluation questions in the matrix. The existing monitoring data was adequate to assess effectiveness dimension 1. The updated ToC provided a very good basis for the assessment of results and the establishment of causal links to the project objective, instruments and implementation strategies by applying plausibility criteria (effectiveness dimension 2). The applied method of contribution analysis was based on the jointly formulated hypotheses. Unintended results and external factors (effectiveness dimension 3) were not monitored systematically and information gathered through general document review and interviews or FGDs. The evaluation design reflected the actual availability of data and collection possibilities. Additional data collection regarding alternative hypotheses was not taken into account due to the complexity of the evaluation situation.

**Empirical methods (for all evaluation dimensions):** The same empirical methods as outlined in chapter 3 were applied for this criterion. Under the effectiveness criterion the monitoring data was analysed for dimensions 1 and 3 and the contribution analyses used to answer questions of dimension 2. Information on unintended results derived from project review, interviews with GIZ, target group and FGDs.

### Analysis and assessment regarding effectiveness

#### The project achieved the objective (outcomes) on time in accordance with the project objective indicators (effectiveness dimension 1)

EEDS achieved or even overachieved its planned outcomes according to outcome indicators 1 and 4. The increase of students in the DS exceeded the envisaged 30% by achieving 125% (**outcome indicator 1**). With regard to **outcome indicator 4**, not just 64% of 4,500 graduates, but 74% of 5,848 graduates were employed or self-employed six month after graduation, which corresponded to an achievement of 139%. However, there were some reservations about **outcome indicator 3** because the necessary survey to prove the fulfilment of the indicator could not been completed due to the security measures due to Covid-19. Nevertheless, other assessments and surveys completed by EEDS during the implementation period showed that training enterprises were satisfied with the contents and organisation of the DS (ENROOT 2020). Based on the results of interviews and document review, the evaluation team therefore assess the achievement with 100%.

The only indicator EEDS could not fulfil was **outcome indicator 2** 'the percentage of female students in promoted courses increase by 20%'. EEDS only achieved an increase from 22% to 27% (equivalent to an achievement of 38%). EEDS did not push ahead with an expansion into female-dominated occupations (such as the textile industry) due to the very poor working conditions. In addition, the very strong increase in the total number of apprentices reduced the percentage gains in the area of female apprentices. One also needed to consider the external factor of culture and traditions (GIZ EEDS 2020h, 2020i, ENROOT 2020).

As for EPP, the operational orientation of EEDS in Egypt was aimed at improving the living conditions of the population. The project did not work, or only marginally, along existing conflict lines, nor did it make deliberate efforts to work on conflict prevention. With this strategy, EEDS attempted to avoid being dragged into existing conflicts or even intensifying these conflicts (do no harm approach). Still, escalating and deescalating factors were identified in the course of the evaluation and respective contributions of EEDS to either of them were analysed.



### **Proximate escalating factors (similar to EPP)**

Due to the armed conflict against Wilayat Sinai, an armed non-state actor that has pledged loyalty to the Islamic State in North Sinai Governorate, GIZ Egypt decided not to interfere and/or work in the area. Further, EEDS took utmost care to abide by the travel restrictions imposed by the Egyptian Government and to seek cooperation with government to avoid any tensions.

Regarding mitigating the escalation of repressive political organisation and rivalries among different government factions, EEDS applied a conflict-sensitive monitoring system. EEDS also organised dialogue platforms to bring about a balance of interests among different stakeholder groups through better institutionalisation, coordination and cooperation among the main actors. In spite of these efforts, there was a problem of ongoing rivalry between MoETE and MoMM, which should actually be partners in order to maximise the benefits derived from the project (GIZ Egypt 2017, GIGA 2018, Int\_10 with GIZ, Int\_4 with GIZ, Int\_18 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ).

Another potential escalating factor could be identified: Egypt being a source, transit and destination country for migrants, was sought to be addressed by MZ through including additional funds and some new measures and activities (e.g. Perspektive Heimat EUR 4.9 million). However, no specific strategy to reach the programme's target group had been put in place. The low number of returnees to Egypt indicated that the Perspektive Heimat programme was not fully applicable to the Egyptian conditions. Thus, part of the money was used to finance other project actions (Int\_2–3 with GIZ, Int\_4 with GIZ, Int\_Int\_13–14 with GIZ).

### **Structural escalating factors**

One of the main structural escalating factors is the economy: Egypt's faltering economy included rising inflation, a weak Egyptian pound and high levels of unemployment. These economic factors have had the potential to lead to widespread unrest, having already resulted in nationwide protests. EEDS contributed to sustainable economic development in a number of ways, including political dialogue, promoting multi-stakeholder solutions for the DS sector and improve quality and quantity of qualified graduates for the labour market – thus strengthening economic decision-making and economic growth opportunities (GIGA 2018, GIZ Egypt 2017, GIZ EEDS 2020i, Int\_10 with GIZ, Foc-Dis\_5 with GIZ, Int\_4 with GIZ).

Another factor is the political environment: the major anticipated risks for the achievement referred to the fragile political context, frequent changes within the relevant ministries staff changes, and the risk of social unrest because of the increasing instability. Further competing attitudes and mistrust between ministries could be observed as well as between the public and the private sectors. In addition, restrictive measures against the civil society, the work of NGOs respectively could also be mentioned here. Finally, increasing influence of the military within the DS school had to be considered as a potential escalating factor (GIGA 2018, GIZ Egypt 2017, GIZ EEDS 2020i, Int\_10 with GIZ, Foc-Dis\_5 with GIZ, Int\_4 with GIZ).

Finally, rapid urbanisation and climate change can be mentioned as structural escalating factors, affecting negatively both water and food security in Egypt and may sooner or later trigger political unrest. Environmental dimensions were particularly taken into account in the course of specific educational sectors such as solar energy in Aswan (GIGA 2018, GIZ Egypt 2017, Int\_4 with GIZ, Int\_3 with PS, Foc-Dis\_7 with beneficiaries).

### **Deescalating factors**

Some deescalating factors to which EEDS measures and interventions contributed were identified in the course of the evaluation. Gradual narrowing of existing gender-gaps regarding female participation in technical dual education and employment. A specific indicator on women participation existed (outcome indicator 2). Further, EEDS elaborated a gender strategy, identifying specific activities and applied targeted measures to increase female participation in respective courses. However, in the sense of avoiding negative unintended



results, courses relating to the textile industry were not boosted due to weak working conditions. Nevertheless, an increase of women participation could be observed (GIZ EEDS 2015, 2019b, 2020h, 2020i, Int\_2–3 with GIZ, Int\_4 with GIZ).

Overall, EEDS achieved the objective (outcome) on time in accordance with the project objective indicators. Gaps in achievements mainly referred to external factors or the consideration of potential unintended negative results, which were not systematically monitored. Escalating and deescalating factors were identified, however not systematically documented and monitored through a PCA. Nevertheless, the project reacted accordingly, not to strengthen escalating factors and to promote deescalating factors. The effectiveness dimension 1 scored **38 out of 40 points**.

## **The activities and outputs of the project contributed substantially to the objectives (outcomes) (effectiveness dimension 2)**

The second effectiveness dimension refers to the analysis of causal links between activities, outputs and outcomes of the project. Three hypotheses were selected from the ToC and further developed in a participatory process with the respective component teams. Templates were used for presenting the evidence on the selected hypotheses from the ToC.

Table 21 Hypothesis 1: confirmed

‘The public-private sector dialogue platforms, established through the intervention of the project supports evidence-based policy-making that improves the quality and effectiveness of the Egyptian Dual System’

<b>Hypothesis 1: (activity – output – outcome)</b>	<b>Capacity development on collective leadership and collaboration of the public and private sector, establishment of a system of dialogue platforms, capacity development of member institutions to elaborate policy recommendations and set the framework for an effective dual system. Improved capacities of the private and public sectors, increased quality services of DS schools and training companies – increased attractiveness to apply for DS schools, and more suitable students in the DS of adequate quality.</b>
<b>Contribution to outcome</b>	<p>EEDS supported of the two main players in the dual system, the public and the private sector through training on leadership, collaboration (result 1.1) forming the basis for the establishing of a dialogue platform (result 1.2) for the relevant actors in the dual system sector. 122 persons from member institutions of the platform were trained in communication and collaboration (result 1.3), to enable them to discuss challenges and potentials of the DS sector. 13 meetings took place at national level, 93 at regional level. These multi-actor meetings aimed at mutually elaborate evidence-based solutions and policies to improve the quality of the DS sector, to interlink DS schools, curricula and policies to labour demand and to include the private sector adequately in the dual system as training providers as well as future employers. For example, roles and responsibilities of the different actors were set (result 1.4). All in all, six DS relevant recommendations of the implementation level or of the regional coordination bodies were anchored in strategic decision-making processes of the MoETE.</p> <p>Through these activities under component 1, EEDS contributed to output A (increased capacities of public and private sector actors) and output B (the quality of in-company training is improved), which increased the attractiveness for students and leads to the outcome of an increased number of students in the dual system of adequate quality (outcome).</p> <p>Stakeholder and target groups confirmed the importance of the dialogue platform as basis for effective cooperation among public and private sectors – as well as the importance of the cooperation between the two players for demand-driven TE (DS education respectively) as one foundation of employment promotion as well as skilled labour force supply. However, there were also critical voices, mentioning tensions among the relevant ministry (MoETE), the target group (RUDS, DS schools) and the private sector. On the one hand, training companies were blamed for non-compliance with the quality criteria of training, bad treatment of apprentices and a ‘cheap labour’ attitude; on the other hand, the private sector complained about mistrust, about not being involved in all relevant decisions (e.g. suspension of</p>

	training during Covid-19) and the bad reputation and defamatory statements from the governmental side with regard to the treatment of apprentices. Nevertheless, the overall perception of the dialogue platform as a basis for improving the DS was very positive.
<b>Risks/unintended results</b>	Competing approaches (ATS, DS, TE). Delay for approvals and setting frameworks after decision-making. Attitude and approach of some DS companies (unintended results). Tensions among members of the dialogue platform. Willingness of private sector to contribute (social corporate responsibility).
<b>Alternative explanation</b>	General positive development in the DS sector. Commitment of the government to support the DS sector. General economic development (requirement for labour force) to attract students to join DS schools.
<b>Sources:</b> GIZ EEDS 2015, 2018, 2020i, Int_2–3 with GIZ, Int_4 with GIZ, WS_7 with GIZ, Int_3 with PS, Foc-Dis_5 with PS, Foc-Dis_7 with PS, Foc-Dis_3 with target group, Int_8 with target group, Int_13 with target group, Foc-Dis_2 with target group, Foc-Dis_17 with stakeholder.	

## Synergies within EEDS

Using the platform as a basis for evidence-based policy-making, **component 1** formed the backbone for the other components with a tight link of **result 1.2** to **component 2** (teachers' training, set of quality criteria and the QPI). Policies' formulation under **result 1.3** also formed the ground for the ECTQM approval under **component 2**, the implementation and teachers training packages under **component 3** and finally also for the approvals of activities for inter-company interventions under **component 4**. It is worth mentioning here, that the achievements and lessons learnt of all outputs retroactively contributed to the result **1.4**, the elaboration of policies.

Table 22 Hypothesis 2.2: partly confirmed

'The application of the seven quality tools for in-company training through the dissemination of the Quality Pioneer Initiative (QPI) contributes to the improvement of services of in-company training as part of the dual system'.

<b>Hypothesis 2.2: (activity – output – outcome)</b>	<b>Creating a dialogue platform between private and public sectors, initiate the QPI to set criteria and instruments for quality in in-company training, development of expansion plans and measures (such as visibility measures) – quality of in-company training is improved –attractiveness for students to join the DS sector is increased, more students in the DS educational system of adequate quality</b>
<b>Contribution to outcome</b>	In-company training is the second pillar of DS education, ensuring practical and labour-market-oriented experience of students and linking students to the 'real' labour market. The standardisation of quality requirements and the availability of instruments for a continuous improvement of services forms one pillar for the overall improvement of the DS system.  As a first step to increase the quality of in-company training, EEDS supported the dialogue platform between private and public sectors for the mutual elaboration of ideas and solutions for the DS sector (result 2.1). Based on their collaboration, quality criteria were discussed (standards should be set in EPP III) and the QPI with seven tools were initiated in 200 training companies in nine governorates (result 2.4). 80% of the training companies use the developed tools. The seven tools were measured and were part of expansion plans (result 2.5).  Training companies appreciate the availability of the QPI tools, and realised the positive effects of their implementation. However, most of the companies apply only some of the tools. There is no standardised quality control system to ensure its application. In this regard, specifically DS schools and RUDS complain about gaps in the quality of training in some of the companies. Further there is no standardised system between DS schools and training companies for coordinating the apprentices.

<b>Risks/unintended results</b>	QPI not implemented in all companies or only partly implemented. Companies have own 'agenda' (attitude, approach). RUDS does not have full legitimacy and capacity for follow-up.
<b>Alternative explanation</b>	General financial situation and motivation of the government to support the DS sector and increase its quality. Economic development and requirement of labour force for DS graduates. Willingness of the private sector to contribute to technical (DS) education (cost-benefit).
<b>Sources:</b> GIZ EEDS 2020c, 2020d, 2020i, 2020m, ENROOT 2020, Int_4 with GIZ, Int_2–3 with GIZ, WS_8 with GIZ, Foc-Dis_3 with target group, Foc-Dis_8 with target group, Int_8 with target group, Int_13 with target group, Foc-Dis_2 with target group, Foc-Dis_3 with PS, Int_11–12 with PS, Foc-Dis_7 with PS, Foc-Dis_17 with stakeholder.	

## Synergies within EEDS

**Component 2** was highly interlinked with the other EEDS components. The elaboration of quality criteria for teaching (**result 2.2**), QPI (**result 2.4**) as well as the implementation of ECTQM (**result 2.3**) depended on the development of policies (**component 1**) and contributed to its capacity development. The elaborated teaching criteria (**result 2.2**) were considered in the development of training modules under **component 3**. The seven quality tools of the QPI (**result 2.4**) formed one part of the training of trainers for inter-company training under **component 4**, and for the preparation of quality standards of **result 2.6**. The expansion plans (**result 2.5**) for their part also referred to the capacity development of stakeholders of **component 4**, and more directly linked to the dialogues platforms established at local level through Regional Technical Amanas (**component 1**).

Table 23 Hypothesis 3.2: partly confirmed

'The developed coaching mechanism assures that acquired knowledge and skills are applied.'

<b>Hypothesis 3.2: (activity – output – outcome)</b>	<b>Needs assessment, development of responding training modules, implementation of training, establishment of a coaching mechanism for follow-up – increased quality of services in DS schools and training companies, increased number of apprenticeship positions of adequate quality and increase capacities of staff of the DS system – attractiveness increases to join the DS sector, more students in the DS educational system of adequate quality</b>
<b>Contribution to outcome</b>	<p>Within its component 3, EEDS was supporting capacity development of various actors in the DS sector. Therefore, EEDS conducted needs assessments (result 3.1), prepared training modules according to needs (result 3.3, result 3.5), introduced the quality management tool of ECTQM (result 3.2) and conducted in-company training (result 3.4). For sustainability purposes and to follow-up training effects, EEDS developed and established a coaching system, including an e-learning system for outreach (result 3.7) as well as an online M&amp;E tool to assess and follow up training effects (result 3.8). As part of the Capacity Development Strategy (GIZ EEDS 2019a – original 2016), 404 people from school management and teaching staff, 506 people from company training and 84 from training coordination were trained and/or coached in a demand-oriented manner with regard to DS education. At least 79% of the participants apply their newly acquired skills in the management of the dual system of vocational training.</p> <p>The establishment of a coaching mechanism as one pillar of capacity development to follow up training and support in the application of acquired knowledge and skills led to an increased quality of services in DS schools and training companies (output B, C and D). In turn, the better quality of DS services led to better reputation and therefore to an increase in apprenticeship positions of adequate quality as well as improved capacities of staff in the dual system (outcome).</p> <p>Although coaching is a proven tool for follow-up of training and for further capacity development (internalising and application of new knowledge), the system failed to established a relevant entity with a respective mandate to systematically follow-up and to initiate consequences according to findings.</p>
<b>Risks/unintended results</b>	ECTQM not fully implemented, consequent (re)actions were partly missing, consequences of teachers' observations are questionable as no responsible

	entity was set. QPI was not implemented in all companies or only partly implemented, coaching was not applicable as structures and responsible entities were not fixed. RUDS did not have full legitimacy and capacity for follow-up.
<b>Alternative explanation</b>	General financial situation and motivation of the government to support the DS sector and increase its quality Economic development and requirement of labour force of DS graduates Willingness of the private sector to contribute to technical (DS) education and own capacity development (cost-benefit).
<b>Sources:</b> GIZ EEDS 2015, 2018, 2019a, 2020i, WS_10 with GIZ, Int_4 with GIZ, Foc-Dis_16 with stakeholder, Int_5 with target group, Foc-Dis_3 with target group, Foc-Dis_6 with target group, Int_13 with target group, Foc-Dis_8 with target group.	

All three hypotheses were confirmed, although hypotheses 2.2 and 3.2 only partly. In addition hypothesis 2.2 was only partially confirmed because although QPI tools were assessed as valid tools to improve the quality of in-company training, the tools were not comprehensively applied. Also, there was no control system to follow up or measure the application. RUDS did not have an official mandate to do so. In addition, no structure between DS schools and training companies was established to mutually administer apprentices and compare and follow up quality criteria versus quality delivery.

Hypothesis 3.2 was only partly confirmed because a standardised system for follow-up of capacity development measures was not established and there was no entity with a respective mandate, role and responsibility.

For all hypotheses risks and unintended results were identified, as well as alternative explanations, however the substantial contribution of the project's interventions to the objective achievement (outcome) was plausible and of much higher relevance than risks and alternative explanations. Therefore, this effectiveness dimension 2 scores **25 out of 30 points**.

**No project-related (unintended) negative results have occurred – and if any negative results did occur, the project responded adequately. The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized (effectiveness dimension 3):**

In the course of the evaluation interviews and FGDs some unintended negative results could be identified by the evaluation team

Some students were disappointed with the training quality they received in the companies or they reported about exploitation by their training companies ('cheap labour attitude') (Foc-Dis\_3 with target group, Int\_8 with target group, Int\_13 with target group, Int\_5 with PS). Others became frustrated when they couldn't find a job after graduation (GIZ EEDS 2020c, 2020d, Foc-Dis\_9 with beneficiaries, Foc-Dis\_7 with beneficiaries, Int\_13 with target group, Foc-Dis\_3 with target group). Otherwise, students also accept working in their training companies outside the official apprenticeship hours, which had to be seen as 'child work' without being properly insured. This happened especially after the decision of MoETE to suspend apprentices during Covid-19 – although EEDS had developed a child-protection strategy (Int\_2–3 with GIZ, Int\_13–14 with GIZ, Foc-Dis\_5 with PS, Foc-Dis\_7 with PS, Foc-Dis\_3 with target group, Int\_13 with target group, GIZ EEDS 2019e). Further graduates did not hesitate to accept a job in the informal sector because of the better pay, or they continued their academic career. In both cases the local market was losing the accessibility to qualified labour. Also, where graduates have entered the informal sector, they run the risk of not being employed officially with all their related rights (Int\_2–3 with GIZ, Int\_4 with GIZ).

EEDS also had to react that students underwent health risks during their apprenticeship and health and safety

became an important topic within the DS system (Int\_2–3 with GIZ, Int\_4 with GIZ, Int\_15 with GIZ, GIZ EEDS 2020i, Foc-Dis\_10 with beneficiaries, Int\_23–24 with stakeholders).

Further, over the course of the project, the establishment of institutions and capacity development of important players (RUDS, Technical Amanas) without adequate institutionalisation and funding led to tensions between these institutions and MoETE (Int\_4 with GIZ, Foc-Dis\_15 with stakeholder, Foc-Dis\_17 with stakeholder, Foc-Dis\_8 with target group). Other tensions appeared between MoETE and MoMM due to the different mandates, which are important for both EPP and EEDS to link education with employment and between MoETE and the private sector (Int\_4 with GIZ, Int\_15 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_20 with stakeholder, Foc-Dis\_16 with stakeholders, Int\_3 with PS, Int\_11–12 with PS, Foc-Dis\_5 with PS).

Finally, the inclusion of activities without being commissioned (EPP III, TCTI) or without a real link to project's objectives (Perspektive Heimat) led to high work load of staff. The required increased number of beneficiaries in the course of increased budget went hand in hand with a decrease in quality or sustainability orientation (Int\_10 with GIZ, Int\_4 with GIZ, Int\_19–20 with GIZ, GIZ EEDS 2020h).

### **Unintended or not formally agreed positive results**

As positive unintended results, the involvement of the private sector in the form of public-private partnerships with Siemens – the Siemens academy as well as the integrated Development Partnership with the Private Sector (iDPP) – were mentioned. Furthermore, the opportunity to actively participate in the educational reform Technical Education 2.0 of the Egyptian Government through the early implementation of EPP III and TCTI activities were assessed by the project teams as added value and an unintended – or better, not formally agreed upon – effect (Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_4 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_3 with PS).

Direct and indirect target groups mentioned personal changes of participants within the project, such as increased social competence, self-esteem and higher motivation as unintended results, leading partly to voluntary social activities by students within their communities (Foc-Dis\_10 with beneficiaries, Foc-Dis\_9 with beneficiaries, Foc-Dis\_7 with beneficiaries, Int\_5 with target group, Int\_10 with target group).

It was also mentioned that young women's increased education possibilities opens the door for their own income, and a reduction in early marriage (Int\_5 with target group, Int\_19–20 with GIZ). These aspects contributed to an increased social cohesion. Although at the first implementation phase the factor of health and safety was not considered by the training companies, as a consequence of occurring accidents, standards were implemented and the awareness of health and safety increased through the implementation of Occupational Health and Safety trainings (Foc-Dis\_3 with target group, Foc-Dis\_9 with target group, Int\_8 with target group, Foc-Dis\_10 with beneficiaries), also through the inter-company training.

### **External factors and risks**

External factors that might have been hampering (risks) or supporting (assumptions) results were considered by the projects and were partly documented in the project progress reports. Flexibility and effectiveness in regard to dealing with changes and challenges in the projects' context was subject to the evaluation.

Unintended (or additional/ not formally agreed) positive changes have occurred and partly been monitored. External factors / risks were taken into account by the project and risk mitigating measures developed. Project-related unintended negative effects occurred which were not monitored however partly mitigating measures were developed. Particularly because of the latter aspect, this dimension scored **25 out of 30 points**.

Table 24: External factors and risks (almost similar to EPP)

External factors and risks	Dealing with factors
General development in the country	Crises plan is available to react appropriately
Numerous personnel changes in important partner authorities and a considerably increased control requirement, especially on the part of the national authorities, and an increased centralization of decisions have led to delays in project implementation	Close cooperation and communication with partners, full transparency with regard to all necessary approvals and permissions Acceptance of delays and preplanning when necessary
Mistrust of political partners towards the international organisations may hinder the implementation of the activities	Full transparency in communication and cooperation, mutual planning processes, work through cluster
Module-relevant data collection and surveys were only partly possible due to limited access and mistrust of relevant authorities	Minimisation of data collection, transparent communication
There is a risk that instability in the region will increase and the government will give priority to security concerns. This can lead to a reduction of necessary investments in the implementation of relevant national strategies and policies	Tight follow-up of country's developments
With regard to employment, there is a risk that the local labour market will not have adequate absorption capacities. This in turn results in the risk of creating frustration among the students, despite the quality of the training	Cooperation with EPP to address also DS students for entrepreneurship training
The danger of contradiction of competing approaches	Donor communication and transparent communication with authorities took place, specifically also through the cluster coordinator
Source: GIZ EEDS 2020h, 2020i, Foc-Dis_5 with GIZ, Int_10 with GIZ, Int_4 with GIZ, Int_2–3 with GIZ, Int_19–20 with GIZ, Int_22 with GIZ	



Table 25: Rating of OECD/DAC criterion: effectiveness EDDS

Criterion	Assessment dimension	Score and rating
<b>Effectiveness</b>	The project achieved the objective (outcome) on time in accordance with the project objective indicators. <sup>7</sup>	38 out of 40 points
	The activities and outputs of the project contributed substantially to the project objective achievement (outcome). <sup>6</sup>	25 out of 30 points
	No project-related (unintended) negative results have occurred – and if any negative results did occur, the project responded adequately.	25 out of 30 points
	The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized.	
<b>Overall score and rating: Enhancement of the Egyptian Dual System (EEDS)</b>		Score: <b>88 out of 100 points</b> Rating: Level 2: successful

## 4.10 Impact: Enhancement of the Egyptian Dual System

### Evaluation basis and design for assessing impact

**Evaluation basis for impact dimension 1:** (The intended overarching development results have occurred or are foreseen by the end of the programme.) EEDS addressed two of the core problems in the country – the high unemployment rate of young people and the lack in a qualified labour force for the local market (between supply and demand). EEDS formed part of the DC programme Sustainable Economic Development for Employment with the aim: ‘Institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt are improved.’ The programme comprised four indicators and EEDS contributed to the first three. As the programme objective seemed to be more on outcome than impact level, the evaluation also assessed the impact according to the SDGs and the markers. The following sources were used to define the criteria against which the impact was measured: project proposals, modified offers, overall programme and project progress reports, the final report, and the impact matrixes. In addition, the analysis of the core problems under the criterion of relevance provided an orientation.

**Evaluation basis for impact dimension 2:** (The project contributed to the intended overarching development results.) Causal relationships between the outcome of EEDS and its impact were examined to clarify to what extent the project made a systematic and plausible contribution to improvements of institutional and individual capacities for sustainable and employment-oriented economic growth in Egypt, as defined in the results model. A contribution analyses based on ToC and hypotheses were used. External factors and framework conditions were considered as positive or negative influences on the project’s impact (contribution gap) based on interviews and FGDs. Likewise, synergies and added values between the components of EEDS, as well as between EEDS and other projects were analysed.

<sup>7</sup> The first and the second evaluation dimensions are interrelated: if the contribution of the project to the objective achievement is low (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.



**Evaluation basis for evaluation dimension 3:** (No project-related (unintended) negative results at impact level have occurred – and if any negative results did occur, the project responded adequately.) The occurrence of additional (not formally agreed) positive results at impact level got partly, however not systematically monitored. Additional opportunities for further positive results were seized, mainly referring to EPP III and TCTI. The evaluators focused on the question whether achieved results reached or surpassed the outcome level in interviews and FGDs.

Relevant documentation (monitoring and project progress reports, context analyses, gender analysis, and other assessments) were analysed and information gathered from discussions and meetings during the inception phase.

**Evaluation design (for all evaluation dimensions):** Here the evaluators referred to the same section in the effectiveness section. Activities were assessed in their causal links to the project results at impact level. The actualised results model (ToC) provided a sound basis for this procedure.

**Empirical methods (for all evaluation dimensions):** The same empirical methods as outlined in the effectiveness section were applied here. In addition, reference was made to the description of empirical methods in chapter 3, which is linked to all five criteria.

### **Analysis and assessment regarding impact**

#### **The intended overarching development results have occurred or are expected (impact dimension 1).**

The TC project EEDS was part of the DC programme ‘Sustainable Economic Development for Employment’ in Egypt with the aim to improve the human resources and institutional prerequisites for employment-effective and sustainable economic growth in Egypt. An integrated approach was developed by the German Development Cooperation for employment promotion. In this context EEDS contributed to the programme’s objective indicators 1 ‘Selected experts or bodies assess the ability of Egyptian institutions (e.g. partner ministries, financial intermediaries, Federation of Egyptian Industry, NCHRD) to promote employment-oriented growth on a scale of 1–6, two grades higher’ This was done through the capacity development of stakeholders at national and local levels, to enable effective dialogue (component 1), and the initialisation of ECTQM – the 13 criteria for teaching quality and the seven tools of the QPI (component 2). It further included intensive training of stakeholders including teachers, school management, in-company trainers and RUDS staff (component 3) and finally training of inter-company trainers (component 4). In addition, online systems and e-learning tools for outreach were developed (component 3 and 4). At the time of the evaluation, the rating was 1 point higher. Another rating will be completed in 2021. Plausibility of the contribution of EEDS towards this indicator can be explained but not mathematically proved. It is expected that this indicator will be fully achieved.

Apart from this, EEDS contributed to the NaWi objective indicator 2 ‘Egypt improves its score in at least 2 of the 4 following pillars of the Global Competitiveness Index: 5th Higher Education and Training, 7th Labor Market Efficiency, 11th Business Sophistication, 12th Innovation.’ This was achieved through the promotion of evidence-based policy-making and the dialogue platform (involving public and private sector), the support to the management system of DS schools as well as quality within training companies under components 2 and 3. The indicator had already been achieved in the 2017 report, scoring higher for all four pillars. EEDS contribution towards this indicator is plausible but cannot be numerically proved.

The contribution to indicator 3 ‘31% of the trained workers from funded institutions have found a job corresponding to their qualifications within 6 months after graduation’ resulted from the improved quality of DS education for students to be better prepared for the labour market and increase their employability. 74% of 5,848 beneficiaries were successfully interviewed (GIZ EEDS 2015a, 2018, 2020i, Foc-Dis\_5 with GIZ, Int\_4

with GIZ, Int\_19–20 with GIZ, Int\_10–13 with stakeholder, Foc-Dis\_15 with stakeholder, Int\_19 with stakeholder).

From the perspective of stakeholders, EEDS has had a high impact on the national strategic references: EEDS contributed to the Sustainable Development Strategy: Egypt's Vision 2030 (Ministry of Planning, Monitoring and Administrative Reform 2015), MoETE Technical Education 2.0 Principles, Pillars, Priorities and Planning (MoETE 2019) and the Egypt Youth Employment National Action Plan (ILO and Ministry of Manpower 2010), as the main references. EEDS interventions to support DS education referred to the first dimension of the sustainable development strategy, the 'economic dimension' and contributed to the objective 'Achieve sustainable inclusive growth' through support to increase the participation of women in the labour force. Also to achieve an economy that can reduce poverty rates and achieve the objectives 'Create decent and productive job opportunities' and 'Decrease the unemployment rate and multiply the productivity rates' (Ministry of Planning, Monitoring and Administrative Reform 2015, Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_10 with GIZ, Int\_10–13 with stakeholder, Int\_19 with stakeholder, Int\_20 with stakeholder).

In reference to the initialisation of the DS in Egypt, the German Development Cooperation had already left a remarkable footprint over its 15 years history of the MKI-DS, followed by the further TE projects. Finally, EEDS provides a continuation of the DS approach through the follow-on projects of EPP III and TCTI. These projects will focus on support towards the Technical Education Reform 2.0 (MoETE 2019). EEDS worked already in line with the first pillar of transformation 'Transformed quality of education', the third pillar 'Transformed teachers through training and qualification', and indirectly the sixth pillar 'Transformed image of Technical Education through changing social perception' (GIZ EEDS 2020i, GIZ Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_19–20 with GIZ EPP III 2019a, GIZ TCTI 2019b). Further, EEDS has had a direct effect on the Youth Employment Plan, published by the Ministry of Manpower, while promoting DS education on national, regional and local levels (ILO and Ministry of Manpower 2010, Int\_20 with stakeholder).

However, although the cooperation among public and private sector has improved, some tensions between the actors arose during the course of project implementation, as roles and responsibilities were not always clear and officially institutionalised and not all actors felt fully involved in decision-making processes or not fully accepted as equal partners. Further the competing approaches had led to ambiguous feelings and behaviour of members of the different 'parties' or from different 'hierarchies' (Int\_20 with stakeholder, Int\_19 with stakeholder, Foc-Dis\_15 with stakeholder, Foc-Dis\_18 with stakeholder, Int\_3 with PS, Foc-Dis\_5 with PS, Int\_11–12 with PS, Int\_13 with target group, Foc-Dis\_1 with target group).

### *Contribution to SDGs and markers*

Through its multi-stakeholder approach, EEDS succeeded to promote the cooperation between the two main actors, the public and private sectors, as a foundation for labour-market-oriented DS education and economic growth contributing to SDG 17 (partnerships for the goal) and the PD/GG marker ((GIZ EEDS 2015a, 2015b, 2019b, 2020a, Int\_4 with GIZ, Int\_19 with stakeholder, Int\_21–22 with stakeholder Foc-Dis\_17 with stakeholder, Foc-Dis\_16 with stakeholder, Foc-Dis\_3 with PS, Int\_11–12 with PS, Foc-Dis\_7 with PS, Foc-Dis\_3 with target group, Int\_8 with target group).

EEDS considered gender equality and contributed to SDG 5 (gender equality) and the GG marker. The elaborated gender analysis of 2016 (GIZ Egypt 2016) formed the basis to select economic sectors with high employment potential for female youth. Gender aspects were considered when developing information, teaching and learning materials. A balanced gender distribution was taken into account during the implementation of the projects and included in the development of the indicators, e.g. module indicator 2 'The percentage of women in vocational education in the promoted courses is to increase by 20%' (Foc-Dis\_5 with GIZ, Int\_13–14 with GIZ, GIZ Egypt 2016).

EEDS contributed to the demand-oriented quantitative and qualitative improvement of DS sector at the macro, meso and micro level as well as national, regional and local levels. Because of better quality DS education, more students were attracted to enrolling in the DS schools as they would then be well prepared for the labour market in the DS sector. This improved their future perspectives and opportunities to enter the labour market, which went hand in hand with increased self-esteem and self-perception, therefore contributing to overarching social cohesion and poverty reduction (GIZ EEDS 2015a, 2015b, 2016, 2017, 2018, GIZ EPP 2015a, 2015b, 2016, 2017, 2018a, Foc-Dis\_5 with GIZ, Int\_22 with GIZ, Int\_19 with stakeholders, Foc-Dis\_15 with stakeholders, Int\_5 with target group, Int\_3 with PS, Foc-Dis\_4 with PS, Foc-Dis\_10 with beneficiaries, Foc-Dis\_7 with beneficiaries). Thereby EEDS contributed to SDG 1 (poverty reduction) and the PO marker.

Furthermore, EEDS was aligned with the BMZ strategy 'Human Rights in the German Development Policy' published in 2011 and contributed to the right to education highlighted in the UN General Declaration of Human Rights (Article 13) and stated under SDG 4 (quality education). Labour-market-oriented dual technical education increased the employability of young people and their access to a secured income and decent work (BMZ 2011, UN 2015) which is also stated in SDG 8 (decent work and economic growth). However, it must be said that gender equality could not be fully achieved due to cultural and traditional restrictions with regard to girls' technical education. In addition, the LNOB principle was not applicable as national regulations to enter dual schools limit the access for all – especially marginalised and less-educated youth (Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_2–3 with GIZ, Foc-Dis\_7 with beneficiaries).

To a lesser degree, EEDS contributed to SDG 7 (affordable and clean energy) through inclusion of specific courses having environmental aspects.

Although the allocation of impacts directly to EEDS is limited, considering the amount of other active donors in the field of TE and competing approaches to DS (such as ATS or competency-based approach) and the high effect of external factors, the contribution of EEDS to the improved DS system in Egypt is unique; and the contribution of EEDS to the overall DC programme, the Agenda 2030, the SDGs and the national strategies were assessed as plausible. The rating for this impact dimension 1 is therefore scored with **38 out of 40**.

## **The outcome of the project contributed to the occurred or foreseen overarching development results (impact dimension 2).**

The second impact dimension refers to the analysis of causal links between EEDS outcome and the impact.

Table 26 Hypothesis 2.1 confirmed

'The implementation of a school-based quality management system, through ECTQM, gradually enhances the management structures of DS schools leading to more effective training or better quality of services for the apprentices within the Egyptian Dual System, subsequently better image of the DS education in Egypt.'

<b>Hypothesis 2.1: (activity – output – outcome – impact)</b>	<b>Elaboration of ECTQM as ongoing quality management tool, training of relevant staff and implementation, elaboration of extension plans, quality improvement of services in DS schools – increased number of students in DS sector of adequate quality – increased institutional (DS schools) and individual (students) capacities for sustainable employment-oriented economic growth in Egypt</b>
<b>Contribution to impact</b>	The ECTQM method was elaborated as capacity development and 'self-improvement' of management structures tool (result 2.3) based on results of a dialogue platform (result 2.1) including the two main actors of DS: the public and private sectors. This ensured that both perspectives were included and a mutual acceptance of the implementation of the ECTQM as management quality tools. Training on the ECTQM application took place with 340 participants from staff, teachers and management. 50 multipliers were trained to act as trainers on ECTQM. The first rounds of ECTQM management assessment took place including respective measures for improvement in 19 DS schools. A monitoring system for follow-up was initialised. This was to increase the quantity and quality of services for students, leading to a higher employability of students, on the one hand, and to enlarge the qualified labour force on the other, with an impact on sustainable economic growth in Egypt.

	<p>School management, teachers, as well as private sector and beneficiaries confirmed the increased quality in DS schools that apply ECTQM. The introduction of the 13 quality criteria for teaching of the opening of a 'complaints box' for students were mentioned as examples. Through the training of multipliers and the implementation of a monitoring system, sustainability should be ensured. All respondents who applied ECTQM link the increased quality of services with an improved image of the DS sector in general. This was also confirmed by the private sector.</p> <p>One risk for the successful continuation of ECTQM as a management quality tool is the motivation of school staff and management, specifically considering the frequent change of staff. Further, it is questionable whether schools would be able to provide funds for the realisation of identified measures in future.</p>
<b>Risks/unintended results</b>	<p>Capacity and motivation of actors to apply ECTQM.</p> <p>Continuous implementation of ECTQM to ensure quality improvement ((re)action to results).</p>
<b>Alternative explanation</b>	<p>General economic and educational development of the country.</p> <p>ECTQM is only one pillar for improved service quality and only one part to increase the image of DS.</p>
<p><b>Sources:</b> GIZ EEDS 2018a, 2018b, 2020i, WS_8 with GIZ, Int_2–3 with GIZ, Int_4 with GIZ, Int_17 with stakeholders, Int_19 with stakeholders, Int_23–24 with stakeholders, Int_5 with target group, Foc-Dis_3 with target group, Foc-Dis_6 with target group, Int_10 with target group, Foc-Dis_10 with beneficiaries, Foc-Dis_9 with beneficiaries.</p>	

## Synergies within EEDS

**Component 2** was highly interlinked with the other components of EEDS. The elaboration of quality criteria for teaching (**result 2.2**), QPI (**result 2.4**) as well as the implementation of ECTQM (**result 2.3**) depended on the elaboration of policies (**component 1**) and contributed to its capacity development. The elaborated teaching criteria (**result 2.2**) were considered in the development of training modules under **component 3**. The seven QPI quality tools (**result 2.4**) formed one part of the training of trainers for inter-company training under **component 4**, and for the elaboration of quality standards of **result 2.6**. The expansion plans (**result 2.5**) for their part also referred to the capacity development of stakeholders of **component 4**, and more directly linked to the dialogues platforms established at the local level through Regional Technical Amanas (**component 1**)

Table 27 Hypothesis 4 partly confirmed

'Inter-company training contributes by enriching apprentices' (as a problem-solving measure) which contributes again to an increased quality of the dual system.'

<b>Hypothesis 4. (activity – output – outcome – impact)</b>	<b>Develop guidebooks for inter-company training, training of trainers on the cascade model, implementation of inter-company training – testing of inter-company training as systemic element of the DS – increase number of DS students of adequate quality – enhance employability of students through increased capacities (individual) for sustainable economic growth with parallel capacity development of training centres to deliver quality services as demanded by the labour market</b>
<b>Contribution of outcome to impact</b>	<p>Inter-company training was established as a method to cover training components of the dual system, required by the labour market but covered by neither the DS schools nor the training companies, but rather additional external actors. Training guidebooks were prepared (result 4.1) and capacity development for stakeholders (results 4.4) and for training of trainers (4.2) conducted for 64 persons. This was to create ownership and ensure sustainability. Inter-company training on welding and mechanics took place (result 4.7) or on subjects such as health and safety (result 4.3) in 14 schools for 14 different trades in four pilot areas (Alexandria, Gizeh, Assiut, Assuan). An e-learning tool was launched for outreach purposes and also to attract the younger generation (result 4.8).</p> <p>An evaluation of inter-company training proved that students who participated at inter-company training showed a better performance than the control group and felt better prepared for the labour market and its demands. Further, the private sector confirmed the appropriateness of inter-company training as one pillar to</p>

	prepare qualified labour force as basis for sustainable economic growth.  Inter-company training was piloted by EEDS in four regions. Lessons learnt were accumulated in recommendations for a future. Implementation, which include a long-term financing strategy, an appropriate stakeholder setting (who has the mandate) as well as general regulations (roles and responsibilities) including aspects of study plan and certification.
<b>Risks/unintended results</b>	No long-term financial plan (who will pay for inter-company training). Gap in stakeholder setting and regulations (e.g. include inter-company training in the official study plan). Certification of inter-company training should be part of the formal DS certificate.
<b>Alternative explanation</b>	None identified. Inter-company training is only piloted by EEDS.
<b>Sources:</b> GIZ EEDS 2019c, 2019d, 2020g, 2020i, WS_9 with GIZ, Int_2–3 with GIZ, Int_4 with GIZ, Int_3 with PS, Int_17 with stakeholder, Int_5 with target group, Int_10 with target group, Int_13 with target group, Foc-Dis_3 with target group, Foc-Dis_9 with target group, Foc-Dis_10 with beneficiaries, Foc-Dis_9 with beneficiaries, Foc-Dis_7 with beneficiaries	

### Synergies within EEDS

Component 4 was interlinked with the others, for example with **component 1** through the capacity development of stakeholders and drawing up of recommendations for policy decisions. The training of trainers' methodology (**result 4.2**) benefited from the 13 criteria for teaching quality developed by **component 2** as well as the training modules of component 3. The identification of seven quality instruments (QPI) from **component 2** supports the elaboration of the e-learning tool (**result 4.7**).

On the basis of the two hypotheses, the evaluators conclude that EEDS contributed to the foreseen overarching development results. However, the evidence for intended changes of impact could not be fully proved for hypothesis 4 as inter-company training was 'only' implemented as a pilot with reasonable results. However, it lacked the necessary institutionalisation to have a sustainable impact (this was not anticipated by the project, implementing a pilot). Relevant project contributions to impact can be plausibly assumed, specifically for the follow-on project. This impact dimension 2 scores **25 out of 30 points**.

**No project-related negative results at impact level have occurred – and if any negative results did occur, the project responded adequately. The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized (dimension 3).**

This dimension was analysed with similar results as for EPP under section 4.4.

Due to the complexity of the strategic approach, the goals and indicators formulated in the results matrix could only be selective and some additional results (partly anticipated in the narrative and partly by using windows of opportunity) have been achieved. Most of these additional results, however, have already been analysed in section 4.9 under the criterion of effectiveness. Contributions to cross-cutting issues, too, were incorporated in the intervention strategy and therefore closely related to the module or project indicators. The project has significant direct effects on participatory development and good governance, poverty alleviation, human rights and gender equality.

Based on the document review (GIZ EEDS 2015a, 2018a, 2020i) and the results of interviews and FGDs the evaluators assessed that no project-related negative results at impact level had occurred.

EEDS had worked intensively on adequate risk analysis and mitigation measures (mainly with regard to the political partners) to address any potential negative results occurring, based on context analyses, PÖK and gender analyses (GIZ Egypt 2015, 2017, GIGA 2018).

As no PCA was available, detailed escalating and deescalating factors had to be identified and were compared with results of the iPCA elaborated for TCTI (GIZ TCTI 2019c). Escalating and deescalating factors have already been analysed under section 4.9 and referred – according to the evaluators – on outcome level rather than impact level (Int\_10 with GIZ, Foc-Dis\_5 with GIZ, Int\_4 with GIZ).

Summarising the above-mentioned contributions to cross-cutting issues, the existing risk monitoring and response and the absence of project-related negative results on impact level, but also considering the missing iPCA as fundamental document in a fragile country and the absence of a systematic monitoring system for unintended or not formally agreed results, Impact dimension 3 is scored with **25 out of 30 points**.

Table 28: Rating of OECD/DAC criterion: impact

Criterion	Assessment dimension	Score and rating
<b>Impact</b>	The intended overarching development results have occurred or are foreseen (plausible reasons). <sup>8</sup>	38 out of 40 points
	The outcome of the project contributed to the occurred or foreseen overarching development results. <sup>7</sup>	25 out of 30 points
	No project-related (unintended) negative results at impact level have occurred – and if any negative results did occur, the project responded adequately.	25 out of 30 points
	The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized.	
<b>Overall score and rating: Enhancement of the Egyptian Dual System (EEDS)</b>		<b>Score: 88 out of 100 points</b> Rating: Level 2: successful

## 4.11 Efficiency: Enhancement of the Egyptian Dual System

### Evaluation basis and design for assessing efficiency

**Evaluation basis for efficiency dimension 1 – Production efficiency:** (The project's use of resources is appropriate with regard to the outputs achieved.)

Cost data was provided as per the cost-commitment reports, however without the 'Soll-Ist' analyses, as both projects had been commissioned before the establishment of the *KOMP*. Because costs had not been allocated to outputs during project implementation, the project team could only make an educated guess to allocate costs to respective outputs as percentages. Where costs could not be attributed to outputs, a balanced distribution to all outputs was made. For costs arising from the implementation of EPP III or TCTI activities, additional outputs were created by the EEDS team and indicators set, although the achievements could not be reported against these indicators.

As a consequence, the evaluation team could not make any significant conclusions regarding efficiency

<sup>8</sup> The first and the second evaluation dimensions are interrelated: if the contribution of the project outcome to the impact is low or not plausible (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.



dimension 1. To compensate for these limitations, the evaluators included questions about optimisation and maximisation potentials of the project interventions in all interviews and FGDs.

**Evaluation basis for efficiency dimension 2 – Allocation efficiency:** (The projects' use of resources is appropriate with regard to achieving the projects' objective (outcome).)

The analysis of this evaluation dimension was only partly based on cost data, rather following the evaluation questions of the evaluation matrix. During the evaluation it was analysed through interviews and FGDs to what extent more results were achieved through cooperation/synergies and/or leverage of additional resources, with the help of other ministries, bilateral and multilateral donors and organisations (e.g. co-financing) and/or other GIZ projects.

**Evaluation design (for both efficiency dimensions):** The analysis of the data followed the analytical questions in the evaluation matrix and to a limited extent the efficiency tool. Evaluation indicators for efficiency (in the evaluation matrix) were piloted and mandatory in this pilot phase; however, the tool could only partly be applied allowing only limited conclusions.

**Evaluation methods (for both efficiency dimensions):** The analysis of documents (monitoring, financial monitoring, project documentation, etc.) was used for the evaluation of both dimensions. Open interviews and FGDs were conducted with GIZ, stakeholder and target group, especially to answer questions related to the projects' objective and the outcome level in efficiency dimension 2 (e.g. management, instrument mix, partner and stakeholder engagement; synergies, visibility). We also draw attention to the evaluation methods described under in 4, which were used for all five OECD/DAC criteria.

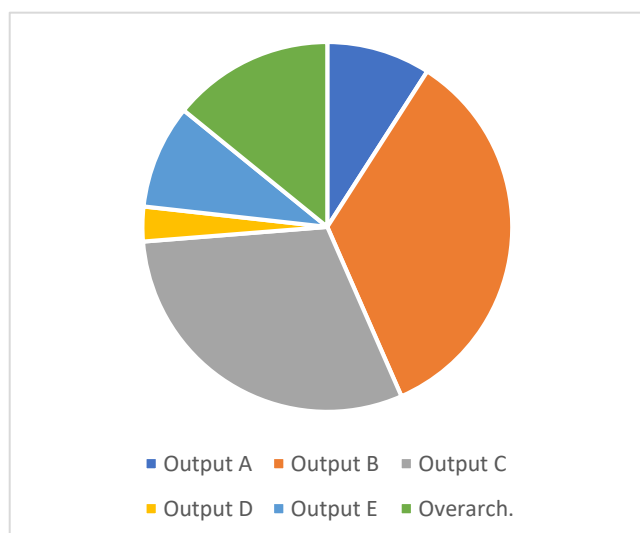
### **Analysis and assessment regarding efficiency**

**Production efficiency: The project's use of resources is appropriate with regard to the outputs achieved (efficiency dimension 1)**

The EEDS budget was not designed with cost–output allocation in mind. The requirement to attribute costs to outputs (KOMP) was only introduced after the project had started and was never retrospectively established nor adjusted. Following the commissioning of one modified offer in 2016 and a simple modified offer in June 2018, the total EEDS project duration was 4 years and 7 months (from December 2015 to June 2020) with a German contribution of up to EUR 14.9 million, including EUR 4.9 million from the Perspektive Heimat programme approved in June 2018. During EEDS implementation a number of deviations occurred, by far the biggest in construction costs which were more expensive than expected. Future projects should be more conservatively calculated. In retrospect, the deviations among outputs cannot be assessed properly, as budget had not been planned according to outputs. Some deviations occurred within the new 'Leistungspaket' for the EEDS study tour, as there was less interest among actors' participation than anticipated (Int\_18 with GIZ, Int\_16–17 with GIZ).



Figure 5: EEDS Total costs according to outputs and overarching costs



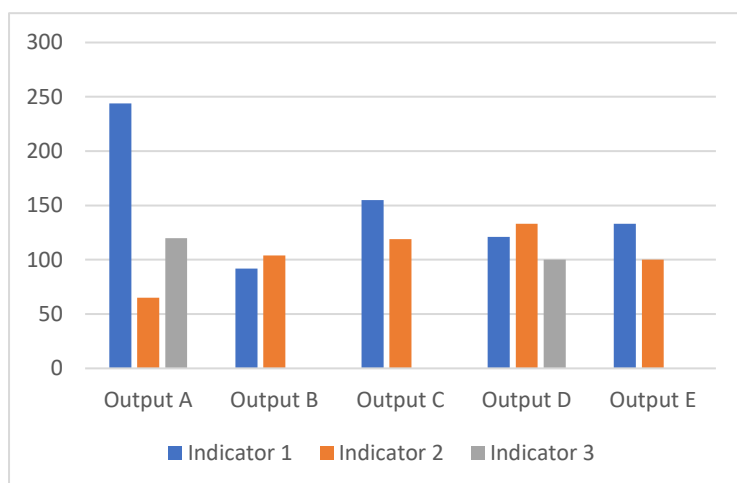
By January 2020, EEDS had spent EUR 12,204,960.25 in total. The main areas of expenditure were staff costs with almost EUR 6 million, other direct costs at around EUR 1.3 million and procurement and equipment with almost EUR 1 million. In addition, GIZ overheads and administration costs came to more than EUR 1.1 million (GIZ EEDS 2020l).

The cost distribution against the outputs showed that most funds went to output B (34%) and C (30%) followed by output A and E with both 9% and output D with only 3% (see Figure 5). Overarching costs totalled 14%.

This could be explained by the fact that output B and

output C highly focused on capacity development; the development of structures, tools and materials; conducting adequate training and mechanisms for following up DS schools and the private sector to improve the quality of DS schools; and in-company training. This is also reflected in the proportion of staff allocated to output B (40% of seconded and 31% of national staff) and to output C (61% of national staff). Output E was conceptualised as a pilot only, using fewer resources (2% seconded staff and 8% national staff), while output D was covered with third party personnel (85%).

Figure 6: EEDS Achievements in % against output indicators



The results of the document analyses and interviews (Figure 6) showed that most EEDS output indicators were largely met, except for output indicator A2 'A national coordination committee composed of public and private actors of the Egyptian dual system has met four times a year.' (achievement only 65%) and output indicator Output B1, 'The quality of practical and theoretical teaching of school-based technical education in the dual system has improved by 0.5 according to predefined criteria in the schools supported by the project.'

The evaluation team could not find any proof that reallocation of funds from outputs with overachievement could have increased the achievements. You could argue, that more training could have increased the quality of training (indicator B1), but output B already covered the majority of funds with 34%, and staff: 40% seconded and 31% national). Further, training alone would not guarantee increased teaching quality, as training has to be absorbed and behavioural change of teachers needs time, acceptance within the structure and also resources. For the other indicators it was assessed that higher funding would not have necessarily increased the achievements as the gaps resulted from external factors rather than GIZ intervention. Therefore, given the impossibility of retrospectively allocating financial and human resources to specific outputs, the applicability and significance of the efficiency tool was questioned and the expected gains in managerial oversight were limited from the evaluation team's perspective.

Altogether, the evaluators concluded that the cost–output relationship within EEDS was mostly positive and that the distribution through the outputs was pertinent regarding relative weight of their contribution to the attainment of the different output indicators and contribution to the outcome. EEDS's use of resources was appropriate with regard to its achievements (production efficiency). One small limitation of note was that a lot of money went into building the EEDS project infrastructure. As far as it could be assessed by the evaluators, considering the challenges in applying the efficiency tool and the cost–output relationship, the utilisation of resources has been largely efficient. Therefore, the production efficiency dimension **scores 60 out of 70 points**.

**Allocation efficiency: The projects' use of resources is appropriate with regard to achieving the projects' objective/outcome (efficiency dimension 2)**

*Maximisation opportunities*

Questions of maximisation opportunities were included in interviews and FGDs, with the following results: EEDS commissioned Internationaler Bund (IB) with EUR 2.5 million to implement component three but project management did not find the quality of delivery convincing, which also occurred with other local and international consultants. EEDS management assumed that better quality could have been achieved by employing more staff instead of hiring consultants, as better follow-up and control would have been possible.

Funds could possibly have been used better by central guidance on logistics, training etc. (as different components and even EPP partly addressed same target group). Although general policies were elaborated by GIZ Egypt, they were not necessarily implemented as expected. For example, the policy for allowances was not consistent; instead of paying daily allowances, which was not permitted, so-called transport allowances were paid instead. This was also done to 'compete' with other donors who pay high daily allowances to participants.

In addition, framework contracts through the country office would have been helpful for items such as fixed costs for transport, training venues etc. to avoid tendering each time, saving time and resources. In reference to steering and cluster coordination, this could have been more proactively and efficiently organised. Most of the meetings were on a voluntary basis, without standardised agenda, changing participants and very often without the decision-making person present. A more systematised way with clear roles and responsibilities could have increased the efficiency of meetings and therefore the whole cluster coordination (Int\_2–3 with GIZ, Int\_4 with GIZ, Int\_16–17 with GIZ, Int\_18 with GIZ, Int\_19–20 with GIZ).

Another point raised was the issue of 'quality against quantity' in regard to capacity development measures and interventions. It was found that putting emphasis on quality instead of quantity (less but longer and more specialised training) would have increased the likelihood of a qualitative multiplication of these measures and thus enhanced sustainability. Closely connected with quality, the team observed the need to develop selection criteria for trained staff (GIZ EEDS 2020h, Int\_20 with stakeholder, Int\_14 with stakeholder, Int\_23–24 with stakeholder, Foc-Dis\_3 with target group, Foc-Dis\_6 with target group).

*Resource allocation*

As KOMP was not applied when EEDS was planned and implemented, the outcome–resources ratio and alternatives were not systematically considered during the design and implementation process. The budget was not planned according to outputs – rather, it was allocated to outputs during the annual planning (from one 'pot'). Scaling up took place in terms of increased numbers and added governorates. One modified offer of 2016 and a simple modified offer from November 2017 were approved and EEDS project duration extended to 4 years and 7 months (from 12/2015 to 6/2020) with a German contribution of up to EUR 14,900,000, including EUR 4.9 million from the Perspektive Heimat programme.

Over the course of the first modified offer, the module objective indicators 1 and 4 as well as the indicators for the outputs A (increase in target values), B (discontinuation of qualification measures), C (expansion from three to six project locations), D (introduction of new dual training offers replaced by further training of vocational training personnel) were adjusted after the increase. Output E was added (a pilot project of inter-company training instruction at two locations). Within the framework of the Perspektive Heimat programme, the increased budget was accompanied by an adjustment of the module objective indicators 1 and 4 as well as the indicators for the outputs C (expansion from six to nine project locations), D (increase in the number of persons to be trained) and E (a pilot phase at a third location was defined). The additional funds were used in particular for a regional extension of the existing project activities to the governorates of Fayum and Assiut, where irregular migration is more frequent. In addition, the target group was extended to school-age returnees and pupils in transition to vocational training (GIZ EEDS 2020h). Early on, the low number of returnees to Egypt indicated that the Perspektive Heimat programme did not work the way it was set up and part of the money was used to finance other measures within the EEDS module. TCTI interventions were included without being commissioned as a result of the 'Bildungsinitiative' promised by Dr Müller during his visit to Egypt in 2017. The repeated upscaling caused considerable strains on the steering, monitoring and management of the programme, as well as on human resource procedures. At the same time, it enabled the German development cooperation to get a foot back into the DS education in Egypt as a recognised development partner (Foc-Dis\_5 with GIZ, Int\_10 with GIZ, Int\_18 with GIZ; Int\_19–20 with GIZ).

#### *Project steering structure*

EEDS developed a detailed steering structure, which was difficult to implement: steering within the cooperation system was always difficult, as the partners could not differentiate between project steering and that of the dual system. Ministries and Ias did not understand that GIZ is not an actor but advisor. Steering meetings took place but more and more high-level members failed to participate – even for planning sessions. Low-level staff attended sessions and high-ranking decision-makers only appeared for the final meeting giving speeches. A weekly digest letter was regularly sent to the deputy minister (Int\_18 with GIZ).

Internally, the EEDS project steering was organised through different series of fixed meetings at the following levels:

- Component heads
- Component teams
- Management team meeting with cluster coordinator and component heads (every 6 to 8 weeks)
- EEDS and EPP
- Meetings at central and governorate level as required

From the programme's cluster perspective, the internal GIZ cooperation in terms of customised communication and monitoring was perceived as good. New commissioning of EPP III was done by a combined appraisal mission for EEDS and EPP II that took into consideration common interfaces between cluster and project. Regular exchange among project managers and projects took place. Temporarily up to 11 working groups were established; during the interview phase of the evaluation process five working groups were operational, dealing with issues relevant to the projects. Centrally, further professional training was organised for about 100 staff members. The programme and cluster structure had been in place since 2017/18, but the mutual orientation as a 'strategic approach for the sector' was additionally introduced in 2019. This improved steering mechanism resulted in a combined appraisal for EPP III and TCTI (Int\_19–20 with GIZ, Int\_4 with GIZ; Int\_18 with GIZ, Foc-Dis 5 with GIZ).

#### *Synergies through cooperation*

As EEDS follows a unique approach with the dual system, cooperation with other donors and actors were limited, specifically compared with cooperation opportunities for EPP. Synergies were partly reflected within the NaWi cluster, specifically with EPP (ECTQM, use of labour market analyses (RLMOs), communication and

coordination while working with the same target group and partners). EEDS also cooperated with ILO in connection with health and safety training (GIZ EEDS 2020i, Int\_2–3 with GIZ, Int\_4 with GIZ, Int\_18 with GIZ).

Donor coordination meetings with MoETE took place, mutual statements were developed and a mutual reform guidance established (e.g. technical office, working groups for all key topics). On the negative side, alternative strategies were prepared by the ministries, for example in quality management, where MoETE came up with a new system in competition to ECTQM. This had earlier been commonly agreed upon and introduced by the development partners. Another critical issue was the competing approaches from several donors in reference to technical education (DS, ATS, competency-based approach), which should have been avoided if the communication between donors had been less noncommittal and more binding.

As part of an innovative solution, a grant agreement with the Collective Leadership Institute was signed to implement the method of cooperation and collaboration among different players at both the national and regional levels (Int\_13–14 with GIZ) (Int\_4 with GIZ, Int\_18 with GIZ Int\_19–20 with GIZ, Int\_19 with stakeholder, Foc-Dis\_16 with stakeholder, Int\_3 with PS, Foc-Dis\_7 with PS).

#### *Leverage of additional funds*

Scaling up took place in terms of increased funds to cover more governorates and increase the number of beneficiaries. Two modified offers were submitted by EEDS in the course of project implementation. Funding came from BMZ. There was no leverage of additional funds from other donors (GIZ EEDS 2020h).

All in all, the evaluators conclude that the added value of the intervention with the German Development Cooperation programme has been remarkable. Good results have been achieved by EEDS in close cooperation with the political partner and target groups. Synergies have been created with other donors in the field. The project was competently managed and innovations and digital solutions were developed in a highly complex and fragile context. There were some weaknesses specifically regarding the financial administration and cost–result ratio consideration, as well as partly referring to competing activities and approaches towards other donors and the usage of synergy potentials.

Overall, the allocation to the efficiency dimension is scored with **25 out of 30 points**.

Table 29: Rating of OECD/DAC criterion: efficiency EEDS

Criterion	Assessment dimension	Score and rating
<b>Efficiency</b>	The project's use of resources is appropriate with regard to the outputs achieved. [Production efficiency: Resources/Outputs]	60 out of 70 points
	The project's use of resources is appropriate with regard to achieving the projects objective (outcome). [Allocation efficiency: Resources/Outcome]	25 out of 30 points
<b>Overall score and rating: Enhancement of the Egyptian Dual System (EDDS)</b>		<b>Score: 85 out of 100 points</b> Rating: Level 2: successful

## 4.12 Sustainability: Enhancement of the Egyptian Dual System

### Evaluation basis and design for assessing sustainability

**Evaluation basis for sustainability dimension 1:** (Prerequisite for ensuring the long-term success of the projects results are anchored in (partner) structures.) No exit strategy was defined for EEDS (or EPP) as the follow-up project EPP III (including TCTI) was already commissioned at the time of the evaluation and implementation of follow-up activities had already started before the official commissioning. To assess content and extent of sustainability aspects within EEDS the evaluation team referred to project documents such as the project concept note, and progress and final reports (GIZ EEDS 2015a, 2018a, 2020h, 2020i) as well as interviews and FGDs.

**Evaluation basis for sustainability dimension 2:** (Forecast of durability – results of the project are permanent, stable and long-term resilient.) At an individual level (i.e. quality of graduates, employability), the institutional and systemic factors (e.g. quality of DS schools, in-company training, service providers for inter-company training, anchoring of structures in partners' systems, economic situation) were assessed whether they foster or impair the sustainability of the achieved outcomes and impacts. Furthermore, it is discussed what else could be done in the follow-on project to facilitate beneficial measures and mitigate adverse factors. The evaluators referred to project documents (GIZ EEDS 2015a, 2018a, 2020h, 2020i, GIGA, 2018, GIZ Egypt 2017), as well as interviews and FGDs with stakeholders, target group and beneficiaries.

**Evaluation design:** No particular evaluation design was used to analyse the questions regarding the sustainability criterion: the analysis followed the evaluation questions of the evaluation matrix. The evaluation primarily was based on analysis and verification of project and contextual documentation. This was complemented by semi-structured interviews with focused open questions on the strategies and mechanisms chosen by the project partners for ensuring continuity of the results and for sustaining the impact, also with regard to the follow-on project.

**Empirical methods:** The same empirical methods as outlined in section 4.9 were applied here. In addition, reference was made to the description of empirical methods under chapter 4, which refer to all five criteria.

### Analysis and assessment regarding sustainability

#### Prerequisite for ensuring the long-term success of the projects results are anchored in (partner) structures (sustainability dimension 1)

There was no predecessor project for EEDS, but the project was able to build on the good reputation of the Dual System, implemented by the MKI-DS as well as the relationships and partner structures established through EPP I (Adams 2010, GIZ EPP I 2016a, 2016b). EEDS interventions and measures included sustainability aspects in the sense of political dialogue, capacity development of relevant institutions and innovative solutions for quality management, but sustainability within a 5-year project period might be too ambiguous. Thus, EEDS set a sound basis for the follow-on project TCTI to be included in the follow-on project EPP III until it becomes an independent project in 2021.

Similar to EPP, there was no precise exit strategy prepared for EEDS, as it was known that a follow-on project would be commissioned. In the coming years, the German Development Cooperation will combine its activities for vocational training and the labour market in the priority area of 'Sustainable Economic Development for Employment' in the two programmes: Private Sector Promotion, and Vocational Training and Development of the Labour Market. The latter will comprise TC and financial cooperation modules and follow the objectives of the BMZ regional strategy (BMZ 2018) and the priority areas of the Country Strategy 2018. The module objective of TCTI reads as, 'The employment situation of young adults in Egypt has improved quantitatively and

qualitatively.’ A central prerequisite for this – in addition to the existence of jobs or opportunities for self-employment – is the improved employability of young men and women. Module objective and outputs of TCTI are going to build on EEDS, thus creating synergies, scaling up and capacity development for implementing institutions. TCTI will continue to work on systemic framework conditions for dual vocational training – in line with the Technical Education Reform Strategy – Technical Education 2.0 (MoETE 2019). Therefore, capacities and quality management of MoETE will be further strengthened (EEDS component 1 and 2) and the foundations for an independent certification and accreditation system will be laid. This will be complemented by additional staff training and research (EEDS component 2 and 3) including a newly founded academy for initial and continuing training. Further cooperation between representatives of the private sector and state institutions in the management and organisation of dual vocational training will be improved and the conditions for conducting dual vocational training in line with the new quality standards and guidelines will be enhanced through the use of quality instruments in vocational schools and companies (EEDS component 1, 2, 3 and 4).

The use of these outputs will lead to significant improvements in the quality and labour-market relevance of DS education, more in line with market and demand. Students/trainees will acquire relevant technical and social skills that sustainably improve their life and career prospects due to increased employability (GIZ TCTI 2019a, 2019b, 2019c, 2019d).

#### *Multi-stakeholder approach*

The multi-stakeholder approach implemented by EEDS allowed ownership and created a platform for policy dialogue, while promoting sustainable cooperation between the two main actors – public and private sectors (GIZ EEDS 2020i, Int\_4 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, Int\_21–24 with stakeholder, Int\_19 with stakeholder, Foc-Dis\_16 with stakeholder, Foc-Dis\_17 with stakeholder, Foc-Dis\_18 with stakeholder, Int\_3 with PS, Int\_7 with PS, Foc-Dis\_4 with PS, Foc-Dis\_8 with target group). In principle, TCTI can build on the established structure and relationships. However, TCTI will have to consider setback such as tensions between the actors, as roles and responsibilities have not always been clear, not all actors felt fully involved in decision-making processes or fully accepted as equal partners, and a lack of commitment from high-level personnel (Int\_20 with stakeholder, Foc-Dis\_17 with stakeholder, Foc-Dis\_18 with stakeholder, Int\_3 with PS, Foc-Dis\_5 with PS, Foc-Dis\_7 with PS, Foc-Dis\_8 with target group).

#### *Involvement of private sector*

The project team assessed high involvement of private sector actors as a precondition for impact-oriented DS education and for sustainable economic growth in Egypt (Foc-Dis\_5 with GIZ, Int\_4 with GIZ, Int\_18 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ, WS\_7 with GIZ). This was confirmed by stakeholders, the target group and the private sector (Int\_19 with stakeholder, Foc-Dis\_17 with stakeholder, Int\_5 with target group, Foc-Dis\_8 with target group, Int\_11–12 with PS, Foc-Dis\_5 with PS).

Some respondents even requested a higher involvement and decision-making responsibility from the private sector (Int\_3 with PS, Foc-Dis\_7 with PS, Foc-Dis\_6 with target group), while others reported on tensions between the public and the private sectors, specifically between the private sector and MoETE. For example, tensions arose because of the suspension of students during the Covid-19 crises without consulting the training companies, the institutionalisation of competing approaches, such as the ATS or the competency-based approach, the lack of including other relevant ministries such as MoMM, the Ministry of Investment and International Cooperation Ministry of Industry, Trade and Small Industries (Int\_22 with GIZ, Int\_4 with GIZ, Foc-Dis\_16 with stakeholder, Int\_20 with stakeholder, Int\_5 with PS, Int\_3 with PS, Foc-Dis\_8 with target group, Foc-Dis\_13 with target group, Foc-Dis\_5 with PS).

#### *Institutionalisation*

EEDS project results have been partly anchored in the partner structures. This is indicated, for example, by the institutionalisation of dialogue platforms to link up the private and the public sectors and to elaborate DS education policies based on valid data, the inclusion of ECTQM as a quality management tool, the inauguration of quality criteria for teaching and in-company-training, and capacity development for RUDS staff. The establishment of digital tools and systems could also be assessed as an aspect of institutionalisation.

TCTI will build on these structures, while considering the hampering factors such as further qualification needs



for the sustainable implementation of ECTQM and QPI or the gaps in institutionalisation of RUDS and the missing framework conditions for inter-company training (GIZ EEDS 2020i, TCTI, 2019d, WS\_7 with GIZ, WS\_8 with GIZ, WS\_9 with GIZ, Int\_4 with GIZ, Int\_18 with GIZ, Int\_2–3 with GIZ, Int\_5 with target group, Foc-Dis\_5 with target group, Foc-Dis\_6 with target group, Foc-Dis\_8 with target group Foc-Dis\_16 with stakeholder, Foc-Dis\_17 with stakeholder, Foc-Dis\_18 with stakeholder, Foc-Dis\_9 with beneficiaries, Foc-Dis\_8 with beneficiaries).

### *Capacity development*

Based on the capacity development strategies, EEDS put a high focus on improvement of institutional and actors' knowledge and skills at the national and regional levels to ensure sustainability (GIZ EEDS 2019a). In all components, capacity development was an integral part of the activities (GIZ EEDS 2020i, WS\_7 with GIZ, WS\_8 with GIZ, WS\_9 with GIZ, WS\_10 with GIZ, Int\_4 with GIZ, Int\_19–20 with GIZ). Respondents strongly confirmed the positive effect of capacity development activities, however, they also mentioned that a focus had been laid on quantity of training rather than quality. Further, a more precise selection of training participants according to specific criteria, would have ensured efficiency and sustainability (GIZ EEDS 2020h, Foc-Dis\_6 with target group, Int\_10 with target group, Int\_13 with target group, Foc-Dis\_7 with PS, Int\_14 with stakeholder).

### *Policy framework*

To ensure that results are used continuously, EEDS also supported the elaboration of policies and frameworks. This referred mainly to the implementation of quality standards, implementation and monitoring tools, or the increase of reward for apprentices as motivation to join this educational path. Laws and regulations are, however, still pending for the institutionalisation of RUDS, the follow-up of quality monitoring within schools as well as companies, and the regulatory framework for inter-company training (Int\_4 with GIZ, Int\_18 with GIZ, Foc-Dis\_8 with target group, Foc-Dis\_17 with stakeholder, Foc-Dis\_18 with stakeholder, Foc-Dis\_16 with stakeholder).

### *Available resources for scaling up*

The availability of resources to continue the implementation of or even scaling up were assessed very differently by the respondents. On the part of government authorities, it was questionable whether enough resources would be available to continue the implementation with the expected quality. The ongoing implementation of ECTQM with respective management improvement measures depend on additional funds. Resources were not ensured for coordination institutions such as RUDS. The continuation of the inter-company training is not ensured.

Although the private sector might cover some of the expenses in the sense of corporate social responsibility, it cannot be assumed that the financing will be provided by the partners. Rather, it will probably depend on ongoing international support (Int\_20 with stakeholder, Int\_19 with stakeholder, Foc-Dis\_17 with stakeholder Foc-Dis\_9 with target group, Int\_6 with target group, Int\_3 with PS, Int\_4 with PS).

The close cooperation with national and local actors and orientation towards their demand and needs and the regular and comprehensive coordination with others in the intervention area were success factors for EEDS. Apart from close cooperation with other GIZ projects EPP and Promotion of Small and Medium Enterprises, coordination with other donors took place through the cluster coordination with a tight focus on coherence.

Effective cooperation occurred with the ILO in reference to health and safety training, which is continuing in TCTI (GIZ EEDS 2020i, GIZ TCTI 2019d, Int\_4 with GIZ, Int\_19–20 with GIZ, Int\_22 with GIZ).

### *Escalating and deescalating factors*

The consideration of escalating and deescalating factors – although not mentioned as such and not described in a comprehensive iPCA – has been described already under section 4.9 and will be considered also in the follow-on project TCTI.

Summarising the specific context of EEDS contributions to the DS sector in Egypt, the achievements in establishing structures striving to improve the dual education system on several levels and considering the fragile context in which the project was implemented, the sustainability dimension 1 scores **45 out of 50 points**.

**Forecast of durability – results of the project are permanent, stable and long-term resilient (sustainability dimension 2)**

EEDS has been seeking to strengthen the DS sector and supporting institutions at national and local levels through political dialogue and institutionalised capacity development measures. EEDS was designed in line with national strategies and long-term plans, cooperating tightly with national and local authorities, thus laying the foundation for ownership and sustainable continuation. EEDS focused on sustainable elements within its four components while considering sustainability for the target group and final beneficiaries. Key findings proved that through its capacity development strategy and the consideration of institutionalisation and the implementation of innovative quality management tools, EEDS responded to the country's main challenges, relating to stakeholders, target groups and beneficiaries.

EEDS succeeded in building a solid platform for sustainable, stable and long-term development in the DS sector in Egypt, with the final objective to boost the country's economy.

The lack of an exit strategy can be partly explained by the continuation of project elements within TCTI (under EPP III). Yet, for those activities that might not continue, exit options should have developed. Risks and potentials to sustainability including adequate mitigation measures were identified in the project offers and project progress reports and were analysed and documented. Risks were mainly linked to the general political and economic developments, and were similar to EPP.

Table 30: External factors/risks and mitigation measures for sustainability

<b>External factors / risks and risk mitigating measures for sustainability</b>	
The partner structure, its political orientation and its personnel were volatile	Close and regular coordination with the partner's management staff to anticipate changes
The course of political developments and the future economic situation was difficult to assess and might have hampered the results of the project	Contingency plan for the continuation of the module activities with recourse to national experts. Institutionalisation of results in local structures
The government's economic policy orientation towards state control and large-scale projects has had a negative impact on the importance of promoting SMEs. This might hamper sustainability of entrepreneurship education as well SME training companies	Raising awareness of the partners in the employment dialogues. Including relevant line ministries
Module-relevant data collection for steering purposes (considering sustainability aspects) and surveys could only be carried out to a limited extent due to access restrictions to data and official distrust	Data minimisation, transparent and early communication of the nature and purpose of necessary surveys and studies to the partners
Labour-market policy, employment services and labour-market information were neglected as a result of a strategic reorientation of the MoETE, contradicting the project's approach	Close and regular coordination with the management staff of the partner promotes the inclusion of labour market orientation in the strategic reorientation
<b>Sources:</b> GIZ EEDS 2015a, 2018, 2020i, Foc-Dis_5 with GIZ, Int_10 with GIZ, Int_4 with GIZ, Int_18 with GIZ, Int_19–20 with GIZ, Int_22 with GIZ	

There were limits to the sustainability outlook on the above-mentioned external factors and relating to EEDS not having an exit strategy. Considering it was known for a long time that TCTI will basically follow on, all components were in one way or another carried over a 'TCTI Bridge' with regard to measures not reflected in the outputs. With this sense of connectedness, the forecast of durability scored **30 out of 50 points**.

Table 31: Rating of OECD/DAC criterion: sustainability EDDS

Criterion	Assessment dimension	Score and rating
<b>Sustainability</b>	Prerequisite for ensuring the long-term success of the project: Results are anchored in (partner) structures.	45 out of 50 points
	Forecast of durability: Results of the project are permanent, stable and long-term resilient.	30 out of 50 points
<b>Overall score and rating: Enhancement of the Egyptian Dual System (EDDS)</b>		Score: <b>75 out of 100 points</b> Rating: Level 3: moderately successful

### 4.13 Key results and overall rating: Enhancement of the Egyptian Dual System

The project's **Relevance** is **very successful**. EEDS was in line with relevant national and international **strategic reference frameworks** and complied with the Agenda 2030 (BMZ 2019) the Sustainability Development Goals (UN 2015b) and contributed to 5 of the 17 SDGs. To a limited extent, EEDS was also in line with the Agenda 2030 core principle of LNOB and no lost generation. As part of the DC programme 'Sustainable Economic Development for Employment', EEDS emerged with a unique 'Dual System'. Proven plausible links between activities, outputs and outcomes were reflected in the ToC and hypotheses used for the contribution analyses. EEDS responded to changes within the working environment, referring mainly to political and economic changes, through a flexible and transparent approach as well as to requirements of the German Development Cooperation (BMZ) through modification of its offers (without major changes in its approach and strategy). Altogether, relevance scored **92 out of 100 points (Level 1 – very successful)**.

The project's **effectiveness** is **successful**. The quality of indicators set by EEDS was adequate for assessing the effectiveness. Outcome indicators were even overachieved (Indicator 1 and 4), assumed to be achieved (indicator 3) and only an increased number of females in the supported courses could not be achieved (indicator 2, achievement only 38%). This was because supporting courses which opened a high employability for women were not more supported due to the inadequate working conditions (do no harm, avoiding negative unintended results). From three selected hypothesis one could be confirmed and two partly confirmed, although with only minor limitations. EEDS applied a context-sensitive monitoring system. External factors that might have been hampering (risks) or supporting (assumptions) results were not systematically monitored, but were considered. EEDS also reacted partly to unintended negative results within the project period. Altogether, the effectiveness dimension scored **88 out of 100 points (Level 2 – successful)**.

The project's **impact** is also **successful**. EEDS contributed to the development cooperation programme and its objective indicators 1 (support the capacity of Egyptian institutions to promote employment-oriented growth), indicator 2 (improved higher education) and indicator 3 (employment promotion). EEDS was in line with the Agenda 2030 by contributing to five SDGs and responded to the obligations defined in the *markers* including gender equality, good governance and poverty orientation. But the principle of LNOB was applied only to a limited extent. There was also evidence that intended results have been achieved at target group and beneficiary level as well as at national and local level. From the two selected hypothesis one could be confirmed and one partly confirmed. Contributions to cross-cutting issues were incorporated in the intervention strategy and therefore closely related to the module or project indicators (e.g. module indicator 2). Adequate

risk analysis and mitigation measures (mainly with regard to the political partners) were in place and based on the analyses of the evaluators; there were no unintended results impact level. Altogether, the impact dimension for impact was scored **88 out of 100 points (Level 2 – successful)**.

The project's **efficiency** is **successful**. EEDS budget was not designed with cost–output allocation in mind, KOMP was not applied. The complexity of the project, the inclusion of EPP III and TCTI activities without allocating separate project numbers or budget lines made it difficult to administer the budget. Challenges and deviations occurred in the field of construction, which turned out to be higher than expected. Otherwise deviation appeared in the '*Leistungspaket*' for the study tour as fewer participants were interested and joined. Funds were adequately allocated towards the outputs. Maximisation might have been achieved by employing more staff instead of commissioning external experts and by centralising the steering for logistics. Other than this, the evaluators could not prove that a reallocation of funds from one to another output (as far as this could be assessed considering the retrospective allocation of funds to the outputs) would have increased the achievements, specifically bearing in mind that most of the output indicators were fulfilled. Scaling up took place through budget increase from the German Development Cooperation or funds from the BMZ. No additional funds were leveraged. The steering structure of the project was adequate and mainly efficient: synergies between EPP and other GIZ projects as well as with other actors/donors could be partly utilised. Donor coordination meetings took place. However, synergy potentials within EEDS as well as with other projects were not fully realised and working processes could have been facilitated. Altogether, the efficiency dimension scored **85 out of 100 points (Level 2 – successful)**.

The project's **sustainability** is **moderately successful**. EEDS could partly built on past projects such as the MKI-DS and EPP I and created a profound basis for TCTI (included in EPP III) to build on: apart from developing promising and cooperative relationships with the political partners and the private sector, EEDS followed a sustainability orientation on several levels: multi-stakeholder approach for ownership and policy dialogue; involvement of the private sector as essential partner for DS education; institutionalisation of procedures and structures in the partners' systems; capacity development of involved actors on national and regional and local level; and promoting adequate laws and regulations to ensure quality improvement of the DS. Potential escalating and deescalating factors – although not described in a comprehensive PCA, were considered and the project had adequate measures in place. An exit strategy was never elaborated, as it was clear from the beginning that a follow-on project would be commissioned. Bearing in mind that EEDS considered itself as a 'predecessor project' rather than a sustainable project in the sense of 'connectedness', sustainability, or the forecast durability of project results, it scored **75 out of 100 points (Level 3 – moderately successful)**.

Table 32: Overall rating of OECD/DAC criteria and assessment dimensions EDDS

Criterion	Score: EEDS	Rating: EEDS
Relevance	92 out of 100 points	Level 1 = very successful
Effectiveness	88 out of 100 points	Level 2 = successful
Impact	88 out of 100 points	Level 2 = successful
Efficiency	85 out of 100 points	Level 2 = successful
Sustainability	75 out of 100 points	Level 2 = moderately successful
<b>Overall score and rating for all criteria Enhancement of the Egyptian Dual System (EDDS)</b>	<b>86 out of 100 points</b> Average score of all criteria (sum divided by 5, max. 100 points see below)	<b>Level 2 = successful</b>

Table 33: Rating and score scales

100-point scale (score)	6-level scale (rating)
92–100	Level 1 = highly successful
81–91	Level 2 = successful
67–80	Level 3 = moderately successful
50–66	Level 4 = moderately unsuccessful
30–49	Level 5 = unsuccessful
0–29	Level 6 = highly unsuccessful

# 5 Conclusions and recommendations

## 5.1 Factors of success or failure

The two projects subject to this evaluation, EPP and EEDS, were both part of the development cooperation (DC) programme, Sustainable Economic Development for Employment in Egypt. This DC measure aimed to improve the institutional and human resource-related conditions for sustainable and employment-boosting economic growth in Egypt by adopting an integrated approach to employment promotion. The external factors relevant for success or failure were very similar and overlapping for both projects. Thus, they have been jointly summarised here.

These factors included different aspects that range from external factors beyond the projects' immediate range of responsibility (e.g. changes in the political and institutional environment) as well as aspects related to the quality of implementation and to managerial aspects such as the overall managerial set-up and the quality of the cooperation management and steering structures.

The most important external factors that have influenced the success of both projects were:

### *Positive*

Both projects are seen as relevant by all stakeholders involved, and to be meaningfully contributing to sustainable economic development in Egypt, which led to high commitment of authorities, partners and target groups.

### *Negative*

The reduction to a single political partner was requested by the BMZ. Yet, there have been discussions about the need to get other ministries (Ministry of Manpower and Migration, Ministry of Investment and International Cooperation, Ministry of Industry, Trade and Small Industries) involved, and there were indications that the government on its own was not flexible enough to adequately respond to an ever-changing demand. Further, in the course of changes in the political context, governmental structures limited open progressive discussions and development together with the private sector and civil society, specifically after the inauguration of a new anti-terror law in 2015 and the new NGO law. Political relations between the Egyptian authorities and international donors and implementing organisations on the ground have been deteriorating and are characterised by distrust. The high turnover and rotation among the staff of relevant ministries, which went hand in hand with governmental changes, resulted in a considerably increased workload to repeat introductions, getting partners involved in the process and increased control requirements. Especially on the part of the national authorities, centralisation of decisions led to delays in project implementation. On several occasions, this led to approvals and agreements from partners having been delayed.

Furthermore, the generally weak capacities of stakeholders and target groups were tackled by both projects through capacity development of personnel of governmental institutions on different levels, including TE and DS schools, training companies as well as the private sector to improve quality and labour-market orientation of the TE and DS sector, and thus strengthening economic development.

Apart from the governmental structures, the security situation had an impact on project implementation. The primacy of national security highly dominated other relevant issues and interests. The decision-making powers of ministries were limited by the security apparatus. The state was oriented towards centralism and authoritarianism, which prevents any meaningful collaboration with civil society actors and hampers



cooperation at regional and local levels.

Another hampering factor was the general economic situation: Egypt's faltering economy included rising inflation, a weak Egyptian pound, low competitiveness, high unemployment and high consumption of resources. Young people had little opportunities and support to access labour-market policy measures (such as career guidance and job entry programmes) for integration into the labour market.

To some extent, cultural and traditional attitudes also affected the success of the projects. Women were more likely than men to exit and later re-enter the workforce for family reasons; there was a general 'crowding' of females into fewer occupations than men; and, of course, the gender inequalities operating outside the labour market and embedded in societal attitudes.

And finally, we should mention the air pollution in Cairo, which causes tremendous strains on health and well-being of all people who have to live and work there.

Whereas the above-mentioned factors were mostly beyond the scope and control of the projects, the following factors were related to the quality of implementation and/or managerial aspects:

Both projects, EPP and EEDS, developed concepts and approaches to achieve high participation, ownership and motivation of stakeholders and partners in the development and implementation of activities, including capacity development measures of relevant stakeholders and target groups. They created (EEDS) or benefited (EPP) from dialogue platforms for evidence-based policy-making and facilitated the capacity development of actors of the public and private sectors as required in their capacity development strategies. In doing so, inclusive and impact-oriented approaches were applied. The focus of all projects' measures was put on dialogue and cooperation among actors, combined with capacity development of stakeholders and target groups.

Both projects, EPP and EEDS, showed utmost flexibility with regard to partners' requests and adaptation of the projects to changed framework conditions. This flexibility was accompanied by a general openness for innovation, for example on application of digital solutions and high motivation of staff. Examples were the digital ECTQM documentation, the YouTube Channel 'Egypt at work', Candy Career, the School to Work Website, a self-assessment app, an ORACLE database for jobseekers and vacancies, digital data collection tools, ALMP-specific engagement tools or Yepaa. The importance of digital tools became further evident and underlined in the course of the spread of Covid-19 and, subsequently, the remote evaluation process.

### *Critical aspects*

During implementation, both projects had to make various adjustments to the project design due to added client requests, resulting in changed project planning and large budget extensions. Associated changes were managed but also revealed some limits to coping strategies and gaps in terms of knowledge and skills to cope with this rapid expansion (e.g. monitoring project results and managing finances). At times, the boundaries of project participation got blurred, resulting in the high workload of staff (especially in the third year) and limited time for cooperation, communication and monitoring. This in turn meant having limited time to exploit synergy potentials within components and with other projects having to put emphasis more on quantity than on quality (high implementation pressure) and neglecting sustainability aspects.

## **5.2 Conclusions and recommendations**

The report closes with a set of overarching conclusions and recommendations summarised as follows:

### **Conclusion 1 – Relevance:**

Both projects, EPP and EEDS, responded to the partner country's needs, were aligned to national and international strategies and were able to adapt to changes in the framework conditions. Project interventions were mostly appreciated by stakeholders, including political and implementing partners, and target groups. Critical aspects were the 'overload' of donors in the TE sector and/or competing approaches on the part of MoETE or other actors.

### **Recommendation 1 → BMZ, GIZ EPP III, TCTI**

Continue capacity development measures and seek to further consolidate labour-market-oriented technical/dual education and employment creation. This has to go hand in hand with more streamlined donor communication (if not capacity development of relevant ministries on donor coordination). One aspect could also be the inclusion of all beneficiary groups, with more emphasis on cross-cutting issues, in particular aspects of gender equality, and LNOB (e.g. inclusion of people with disabilities). Environmental aspects could also be enlarged in the future project design. Further consideration of human rights aspects in the sense of child labour, adequate working conditions, and health and safety (e.g. also health insurance), would also be beneficial.

### **Conclusion 2 – Effectiveness**

The quality of indicators set by both projects, EPP and EEDS, was adequate for assessing effectiveness. Outcome indicators were mostly achieved or even overachieved. One notable exception refers to female participation in the DS sector (EEDS) and (female) employment respectively (EPP). In response to the context of fragility in Egypt, a conflict-sensitive monitoring system was applied, albeit not systematically and not based on an integrated PCA. External factors that might have hampered (risks) or supported (assumptions) results were considered, but not systematically monitored. Unintended results occurred but were not monitored, although the projects partly reacted appropriately with mitigation measures.

### **Recommendation 2 → GIZ EPP III/TCTI**

For future projects the establishment of a comprehensive monitoring system including aspects of external factors, escalating and deescalating factors as well as unintended results. Systematic and standardised processes to monitor external factors, escalating and deescalating factors as well as unintended results, based on an integrated PCA is highly recommended.

### **Conclusion 3 – Impact**

Both projects added to the achievement of the German Development Cooperation programme objective and intended results have been largely achieved at target group and beneficiary levels as well as at national and local levels. It was possible to prove contributions to cross-cutting issues. Adequate risk analysis and mitigation measures (mainly with regard to the political partners) were in place and based on the analyses of the evaluators, no unintended result at impact level occurred.

### **Recommendation 3 → GIZ EPP III / TCTI**

For future projects, ensure that the strategic orientation clearly defines and reflects the scope and boundaries of project involvement, based on a realistic assessment of what impact can be achieved or contributed to by the project in the given context and circumstances. Reassess the need to work with several ministries; take an informed decision as to which ministries are best suited to partner which for impact-oriented project implementation.

## **Conclusion 4 – Efficiency**

Budgets for both projects had not been designed with cost–output allocation in mind. KOMP was not applied. High complexity and the inclusion of activities of EPP III and TCTI without separate project number or budget line made it difficult to administer the budget. Some challenges and deviations occurred, leading to a strict financial management being necessary, in particular for EPP to successfully overcome financial gaps. Reallocation of funds from one output to another would likely not have increased achievements, as most of the output indicators were achieved anyway.

The steering structure of the projects within the NaWi cluster was adequate but could be more standardised and systematised. Synergies between EPP, EEDS and other GIZ projects as well as with other actors occurred and were partially exploited. Regular donor coordination meetings took place, with limited contribution/ownership from the relevant ministries. Implementing partners and other relevant stakeholders were included in strategic planning and orientation.

### **Recommendation 4 → GIZ EPP III / TCTI**

For future projects, apply KOMP early on to allow for more systematic monitoring and meaningful application of existing efficiency tools, for example, the follow-the-money approach.

### **Recommendation 5 → GIZ EPP III / TCTI, other actors, donors**

Continue coordination with other donors for mutual information exchange and to discuss issues of competing approaches, for example, related to quality management, dual system, applied technology schools, competing and competency-based approaches by other donors; strive for greater harmonisation and establish a co-existing structure for different approaches and systems.

### **Recommendation 6 → GIZ EPP III / TCTI**

Exploit energy potentials within the own components by establishing a structured way of communication and cooperation (e.g. regular meetings, guidelines, setting mutual goals).

## **Conclusion 5 – Sustainability**

Both projects applied a sustainability orientation at various levels: Multi-stakeholder approach for ownership and policy dialogue, involvement of the private sector as an essential partner for demand-driven technical education, institutionalisation of procedures and structures in the partners' systems, national, regional and local-level capacity development of involved actors, the promotion of structure for policy recommendations, laws and regulations and, finally, digital and innovative solutions. Through their respective capacity development strategies, consideration of institutionalisation and implementation of innovative solutions, EPP and EEDS responded to major challenges of the country, with reference to stakeholders, target groups and beneficiaries. Both projects worked in line with national strategies and plans; therefore, partial sustainability in the long term can be assumed and further strengthened in EPP III, TCTI.

### **Recommendation 7 → GIZ EPP III/TCTI, relevant partners**

Establish systems for the follow-up of capacity development measures/quality criteria including institutions with an official mandate for follow-up and ensure the monitoring or assessment results lead to an adequate response. This applies for ECTQM and coaching systems (both projects), QPI and teacher-quality criteria, or the usage of RLMOs analyses (EPP).

### **Recommendation 8 → GIZ EPP III/TCTI/relevant partners**

Establish a system for follow-up of students and graduates. This applies to a follow-up with graduates (career

guidance, placement offers or entrepreneurship education).

**Recommendation 9 → GIZ EPP III/TCTI, relevant partners**

Support project partners in the institutionalisation of relevant institutions including clear description of roles and responsibilities and funding. This refers to RUDS, NCHRD, inter-company training, as well as to RLMOs and STWTUs.

**Recommendation 10 → GIZ EPP III/TCTI, private sector**

To ensure the availability of financial resources, the involvement of the private sector and its responsibilities could be enlarged, referring also to social corporate responsibility.

**Recommendation 11 → GIZ EPP III/TCTI**

Finally, the definition and formulation of an exit strategy is necessary to prepare partners adequately for the end of the projects. This includes discussions on institutional capacities, human knowledge and skills and regulations as well as available financial resources.

**Additional conclusion**

The general decision of the German Development Cooperation to separate the projects for private sector development and technical education/dual system education can be understood as necessary considering the size of the respective projects and to reduce their complexity. Nevertheless, both aspects are highly interlinked, necessary and important for economic growth.

**Recommendation 12 → GIZ EPP III / TCTI**

In reference to the efficiency, impact and sustainability of planned activities, the realisation of synergy potentials should be ensured; not only through 'voluntary' communication and cooperation, but also through a standardised system with a mutual goal and objective of the cooperation. However, the system should not 'overload' the projects with additional bureaucratic guidelines and regulations.

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## Annex: Evaluation matrix

OECD-DAC Criterion RELEVANCE (max. 100 points)						
Assessment dimensions	Filter - Project Type	Evaluation questions	Evaluation indicators	Data collection methods (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	Data sources (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	Evidence strength (moderate, good, strong)
<p>The project concept (1) is in line with the relevant strategic reference frameworks.</p> <p>Max. 30 points</p>	Standard	Which strategic reference frameworks exist for the project? (e.g. national strategies incl. national implementation strategy for 2030 agenda, regional and international strategies, sectoral, cross-sectoral change strategies, if bilateral project especially partner strategies, internal analysis frameworks e.g. safeguards and gender (2))	The projects refer to international and national strategies, and contribute to the SGDs and the agenda 2030	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, Country strategies (e.g. Egyptian Vision 2030). Agenda 2030 and SDGs. Interviews with political partner and relevant line ministries, Interviews with Cluster Coordinator and AVs	strong
	Standard	To what extent is the project concept in line with the relevant strategic reference frameworks?	The projects are in line with international and national strategies, and contribute to the SGDs and the agenda 2030	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, Country strategies (e.g. Egyptian Vision 2030). Agenda 2030 and SDGs. Interviews with political partner and relevant line ministries, Interviews with Cluster Coordinator and AVs	strong
	and Fragility	To what extent was the (conflict) context of the project adequately analysed and considered for the project concept (key documents: (Integrated) Peace and Conflict Assessment, Safeguard Conflict and Conflict Sensitivity documents)?	The conflict context of the projects is adequately analyses and considered for the projects concepts	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, context analyses, gender analyses, POK. Interviews with political partner and relevant line ministries, Interviews with Cluster Coordinator and AVs	moderate
	Standard	To what extent are the interactions (synergies/trade-offs) of the intervention with other sectors reflected in the project concept – also regarding the sustainability dimensions (ecological, economic and social)?	The projects reflect interventions/synergies with other sectors	document review, interviews	Projects offers and modified offers, NaWI reports and module reports to BMZ, GIZ country portfolio. Interviews with political partner and relevant line ministries, Interviews with Cluster Coordinator and AVs, potentially interviews with other stakeholders (EU, ILO, USAID)	good
	Standard	To what extent is the project concept in line with the Development Cooperation (DC) programme (If applicable), the BMZ country strategy and BMZ sectoral concepts?	The projects are in line with the strategy of the DC and BMZ	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, BMZ country strategy for Egypt and other realted BMZ documents, Interviews with Cluster Coordinator and AVs	strong
	Standard	To what extent is the project concept in line with the (national) objectives of the 2030 agenda? To which Sustainable Development Goals (SDG) is the project supposed to contribute?	Projects are in line with the national objectives of the agenda 2030.	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, Agenda 2030 and SDGs. Interviews with Cluster Coordinator and AVs	strong

	Standard	To what extent is the project concept subsidiary to partner efforts or efforts of other relevant organisations (subsidiarity and complementarity)?	Projects are subsidiary to partner efforts or other relevant organisations	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, Interviews with political partner and relevant line ministries, Interviews with Cluster Coordinator and Avs, potentially interviews with other actors such as ILO, EU, USAID, UNIDO	strong
<p>The project concept (1) matches the needs of the target group(s).</p> <p>Max. 30 points</p>	Standard	To what extent is the chosen project concept geared to the core problems and needs of the target group(s)?	The chosen projects concepts are geared to the core problems and needs of the target groups.	document review, interviews, FGD with target group and beneficiaries	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, impact chain and monitoring data, Interviews with EPP and EEDS team, Interviews and FGDs with target group and beneficiaries	strong
	Standard	To what extent does the project concept consider results from EPP I with regard to the needs of the target group	The chosen projects concepts are geared to the core problems and needs of the target groups considering results from the predecessor project	document review, interviews	Predecessor project reports, interviews with cluster coordinator, EPP team	strong
	Standard	How are the different perspectives, needs and concerns of women and men represented in the project concept?	The different perspectives, needs and concerns of women and men are appropriately represented in the projects concepts.	document review, project monitoring system, interview	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, impact chain and monitoring data, Interviews with EPP and EEDS team, Interviews and FGDs with target group and beneficiaries	good
	and Fragility	How were deescalating factors/ connectors (4) as well as escalating factors/ dividers (5) identified (e.g. see column I and II of the Peace and Conflict Assessment) and considered for the project concept (please list the factors)? (6)	Deescalating and escalating are identified adequately and considered for the project concept	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, context analyses, gender analyses, PÖK. Interviews with political partner and relevant line ministries, Interviews with Cluster Coordinator and Avs. No PCA	moderate
	Standard	To what extent was the project concept designed to reach particularly disadvantaged groups (LNOB principle, as foreseen in the Agenda 2030)? How were identified risks and potentials for human rights and gender aspects included into the project concept?	The projects concepts are designed to reach particularly disadvantaged groups as foreseen in the Agenda 2030 (LNOB) and the identified risks and potentials for human rights and gender aspects are included into the project concepts.	document review, project monitoring system, interviews and FGDs	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, impact chain and monitoring data, Interviews with EPP and EEDS team, Interviews and FGDs with target group and beneficiaries	moderate
	and Fragility	To what extent were potential (security) risks for (GiZ) staff, partners, target groups/final beneficiaries identified and considered?	Potential security risks are identified by the projects and considered during the implementation	document review, interviews	Projects offers and modified offers, annual NaWI reports and module reports to BMZ, context analyses, gender analyses, PÖK. Interviews with Cluster Coordinator and target groups	good
	Standard	To what extent are the intended impacts regarding the target group(s) realistic from today's perspective and the given resources (time, financial, partner capacities)?	The intended impacts are realistic from today's perspective and the given resources (time, financial, partner capacities).	document review, interviews, projects monitoring system	Annual NaWI reports and module reports to BMZ, impact chain and monitoring data, Interviews with EPP and EEDS team, Interviews and FGDs with target group	strong

<p>The project concept (1) is adequately designed to achieve the chosen project objective.</p> <p>Max. 20 points</p>	Standard	<p>Assessment of current results model and results hypotheses (theory of change, ToC) of actual project logic:</p> <ul style="list-style-type: none"> <li>- To what extent is the project objective realistic from today's perspective and the given resources (time, financial, partner capacities)?</li> <li>- To what extent are the activities, instruments and outputs adequately designed to achieve the project objective?</li> <li>- To what extent are the underlying results hypotheses of the project plausible?</li> <li>- To what extent is the chosen system boundary (sphere of responsibility) of the project (including partner) clearly defined and plausible?</li> <li>- Are potential influences of other donors/organisations outside of the project's sphere of responsibility adequately considered?</li> <li>- To what extent are the assumptions and risks for the project complete and plausible?</li> </ul>	<p>The activities, instruments and outputs are adequately designed to achieve the project objective. The underlying results hypotheses of the project are plausible. The chosen system boundary (sphere of responsibility) of the project (including partners) is clearly defined and plausible. The potential influences of other donors/organisations outside of the project's sphere of responsibility are adequately considered. The assumptions and risks for the programme are complete and plausible.</p>	document review, projects monitoring system, interviews	Results matrix, results hypothesis, modified ToCs, stakeholder analysis, monitoring data, annual NaWi and module reports projects financial sheets (instruments), iPCAs, gender analyses, interviews with EPP and EEDS team,	strong
	Standard	To what extent does the strategic orientation of the project address potential changes in its framework conditions?	The strategic orientation of the project addresses changes in its framework conditions.	document review, interviews, programme and partner monitoring system	Results matrix, results hypothesis, ToC, stakeholder analysis, annual BMZ and EU reports, iPCA, modification of programme proposal and DoA, Mid Term Evaluation Report. Interview with management team	strong
	Standard	How is/was the complexity of the framework conditions and guidelines handled? How is/was any possible overloading dealt with and strategically focused?	The complexity of the framework conditions and guidelines is handled adequately, any possible overloading was dealt with.	document review, interviews	Projects offers and modified offers, annual NaWi reports and module reports to BMZ, impact chain and monitoring data, updated stakeholder maps, Interviews with political partner and line ministries, Interviews with EPP and EEDS team,	strong
<p>The project concept (1) was adapted to changes in line with requirements and re-adapted where applicable.</p> <p>Max. 20 points</p>	Standard	What changes have occurred during project implementation? (e.g. local, national, international, sectoral, including state of the art of sectoral know-how)?	The changes which occurred during projects implementation are documented.	document review, interviews	Projects offers and modified offers, annual NaWi reports and module reports to BMZ, monitoring data, updates stakeholder maps, Interviews with political partner and line ministries, Interviews with EPP and EEDS team, FGDs with target group and beneficiaries	good
	Standard	How were the changes dealt with regarding the project concept?	The projects concepts were adapted to changes.	document review, interviews	Projects offers and modified offers, annual NaWi reports and module reports to BMZ, Interviews with political partner and line ministries, Interviews with EPP and EEDS team	strong

(1) The 'project concept' encompasses project objective and theory of change (ToC, see 3) with activities, outputs, instruments and results hypotheses as well as the implementation strategy (e.g. methodological approach, CD-strategy, results hypotheses)

(2) In the GIZ Safeguards and Gender system risks are assessed before project start regarding following aspects: gender, conflict, human rights, environment and climate. For the topics gender and human rights not only risks but also potentials are assessed. Before introducing the new safeguard system in 2016 GIZ used to examine these aspects in separate checks.

(3) Theory of Change = GIZ results model = graphic illustration and narrative results hypotheses

(4) Deescalating factors/ connectors: e.g. peace-promoting actors and institutions, structural changes, peace-promoting norms and behavior. For more details on 'connectors' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 55/135.

(5) Escalating factors/ dividers: e.g. destructive institutions, structures, norms and behavior. For more details on 'dividers' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 135.

(6) All projects in fragile contexts, projects with FS1 or FS2 markers and all transitional aid projects have to weaken escalating factors/dividers and have to mitigate risks in the context of conflict, fragility and violence. Projects with FS1 or FS2 markers should also consider how to strengthen deescalating factors/ connectors and how to address peace needs in its project objective/sub-objective?

OECD-DAC Criterion EFFECTIVENESS (max. 100 points)						
Assessment dimensions	Filter - Project Type	Evaluation questions	Evaluation indicators	Data collection methods (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	Data sources (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	Evidence strength (moderate, good, strong)
The project achieved the objective (outcome) on time in accordance with the project objective indicators.(1)  Max. 40 points	Standard	To what extent has the agreed project objective (outcome) been achieved (or will be achieved until end of project), measured against the objective indicators? Are additional indicators needed to reflect the project objective adequately?	Projects objectives and specific objectives have been achieved. Additional indicators were set if necessary.	document review, projects monitoring systems, interviews, workshops,	Impact chain, projects monitoring data, annual NaWi and module reports, workshops and discussions with M&E focal points and EPP and EEDS team, interviews with Avs	strong
	and Fragility	For projects with FS1 or FS2 markers: 'To what extent was the project able to strengthen deescalating factors/ 'connectors'? *	The project is strengthening deescalating factors / connectors	document review, projects monitoring systems, interviews, workshops,	Impact chain, projects monitoring data, annual NaWi and module reports, workshops and discussions with M&E focal points and EPP and EEDS team, interviews with Avs	moderate
	Standard	To what extent is it foreseeable that unachieved aspects of the project objective will be achieved during the current project term?	All aspects of the projects objective will be achieved during the current project term.	document review, projects monitoring systems, interviews, FGDs	Impact chain, projects monitoring data, final projects reports, interviews with M&E focal points, interviews and FGDs with political partner, line ministries, target groups and beneficiaries	strong
The activities and outputs of the project contributed substantially to the project objective achievement (outcome).(1)  Max. 30 points	Standard	To what extent have the agreed project outputs been achieved (or will be achieved until the end of the project), measured against the output indicators? Are additional indicators needed to reflect the outputs adequately?	All agreed outputs as of the last modifications have been achieved.	document review, projects monitoring system, interviews, FGDs	Impact chain, projects monitoring data, final projects reports, interviews with M&E focal points, interviews and FGDs with political partner, line ministries, target groups and beneficiaries	strong
	Standard	How does the project contribute via activities, instruments and outputs to the achievement of the project objective (outcome)? (contribution-analysis approach)	The activities, instruments and outputs are successfully contributing to achieving the outcomes.	document review, projects monitoring system, interviews, FGDs	Impact chain, projects monitoring data, final projects reports, interviews with M&E focal points, interviews and FGDs with political partner, line ministries, target groups and beneficiaries	good
	Standard	Implementation strategy: Which factors in the implementation contribute successfully to or hinder the achievement of the project objective? (e.g. external factors, managerial setup of project and company, cooperation management)	Success factors and obstacles to programme implementations are identified.	document review, projects monitoring system, interviews, FGDs	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team, interviews and FGDs with political partner, line ministries, target groups and beneficiaries	good
	Standard	What other/alternative factors contributed to the fact that the project objective was achieved or not achieved?	Alternative factors to programme implementations are identified.	document review, projects monitoring system, interviews,	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team, interviews and FGDs with political partner, line ministries, target groups and beneficiaries	good
	Standard	To what extent contributed the achievement of the predecessor project to the achievements of the project objective	EPP II built on the achievements of EPP I	document review, interviews	Predecessor project reports, interviews with cluster coordinator, EPP team	strong
	Standard	What would have happened without the project?	The projects successfully contributed to the achievement of the outcomes.	document review, projects monitoring system, interviews, FGDs	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team, interviews and FGDs with political partner, line ministries, target groups and beneficiaries	strong



<p>No project-related (unintended) negative results have occurred – and if any negative results occurred the project responded adequately.</p> <p>The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized.</p> <p>Max. 30 points</p>	Standard	Which (unintended) negative or (formally not agreed) positive results does the project produce at output and outcome level and why?	The unintended results were identified (positively or negatively) and considered in the assessment and future planning.	document review, projects monitoring system, interviews,	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team, interviews and FGDs with political partner, line ministries, target groups and beneficiaries	good
	and Fragility	To what extent was the project able to ensure that escalating factors/ dividers have not been strengthened (indirectly) by the project? Has the project unintentionally (indirectly) supported violent or 'dividing' actors?	The projects ensures that no escalating factors are strengthened	document review, i nterviews	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team	moderate
	Standard	How were risks and assumptions (see also GIZ Safeguards and Gender system) as well as (unintended) negative results at the output and outcome level assessed in the monitoring system (e.g. 'Kompass')? Were risks already known during the concept phase?	Risks and assumptions as well as unintended negative results at the output and outcome level were correctly assessed in the monitoring systems.	document review, projects monitoring system, interviews,	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team	good
	and Fragility	To what extent have risks in the context of conflict, fragility and violence (5) been monitored (context/conflict-sensitive monitoring) in a systematic way?	The projects monitor risks in the context f conflit and fragility in an adequate manner	document review, i nterviews	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team	strong
	Standard	What measures have been taken by the project to counteract the risks and (if applicable) occurred negative results? To what extent were these measures adequate?	The measures taken by the projects to counteract the risks were adequate.	document review, projects monitoring system, interviews,	Projects monitoring data, final projects reports, interviews with M&E focal points, interviews with EPP and EEDS team	good
	Standard	To what extent could the project built on lessons learnt and mitigation measures implemented by the predecessor project	The projects buiolt on lessons learnt of teh predecessor project (Valid for EPP)	document review, interviews	Predecessor project reports, interviews with cluster coordinator, EPP team	moderate
	Standard	To what extent were potential (not formally agreed) positive results at outcome level monitored and exploited?	Unintended positive results at outcome level were monitored adequately to be considered for further planning.	document review, projects monitoring system, interviews,	Projects monitoring data, final projects reports, concepts of EPP III and TCTI, interviews with M&E focal points, interviews with EPP and EEDS team, with AV adn cluster coordinator	good

(1) The first and the second evaluation dimensions are interrelated: if the contribution of the project to the objective achievement is low (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.

(2) Risks in the context of conflict, fragility and violence: e.g. contextual (e.g. political instability, violence, economic crises, migration/refugee flows, drought, etc.), institutional (e.g. weak partner capacity, fiduciary risks, corruption, staff turnover, investment risks) and personnel (murder, robbery, kidnapping, medical care, etc.). For more details see: GIZ (2014): 'Context- and conflict-sensitive results-based monitoring system (RBM). Supplement to: The 'Guidelines on designing and using a results-based monitoring system (RBM) system.', p.27 and 28.

OECD-DAC Criterion IMPACT (max. 100 points)						
Assessment dimensions	Filter - Project Type	Evaluation questions	Evaluation indicators	Data collection methods (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	Data sources (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	Evidence strength (moderate, good, strong)
<p>The intended overarching development results have occurred or are foreseen (plausible reasons). (1)</p> <p>Max. 40 points</p>	Standard	To which overarching development results is the project supposed to contribute (cf. module and programme proposal with indicators/ identifiers if applicable, national strategy for implementing 2030 Agenda, SDGs)? Which of these intended results at the impact level can be observed or are plausible to be achieved in the future?	The projects contribute to regional and national strategies to improve the employability of specifically vulnerable people through improved technical education and the exploitation of the Egyptian dual system.	document review, projects monitoring system, interviews	Projects offer and modified offers, result model, ToCs, hypothesis, annual NaWi and module reports, national country strategy papers, agenda 2030, SDGs, interviews with M&E focal points, AVs and cluster coordinator. Interview with political partner	strong

	Standard	Indirect target group and 'Leave No One Behind' (LNOB): Is there evidence of results achieved at indirect target group level/specific groups of population? To what extent have targeted marginalised groups (such as women, children, young people, elderly, people with disabilities, indigenous peoples, refugees, IDPs and migrants, people living with HIV/AIDS and the poorest of the poor) been reached?	The results achieved are in line with the hypothesis and ToCs, the target groups were reached. Marginalised groups were reached to the degree foreseen in the offers.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, result model, ToCs, hypothesis, annual NaWi and module reports, interviews with M&E focal points, interviews with EPP and EEDS team, interviews and FGDs with target groups and beneficiaries	good
The project objective (outcome) of the project contributed to the occurred or foreseen overarching development results (impact).(1)  Max. 30 points	Standard	To what extent is it plausible that the results of the project on outcome level (project objective) contributed or will contribute to the overarching results? (contribution-analysis approach)	It is plausible that the projects objectives contribute to the overarching programme objective.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, result model, ToCs, hypothesis, annual NaWi and module reports, interviews with M&E focal points, interviews with AVs, EPP and EEDS team, interviews and FGDs with target groups and beneficiaries	strong
	Standard	What are the alternative explanations/factors for the overarching development results observed? (e.g. the activities of other stakeholders, other policies)	Factors out of the projects' reach (system boundary) are identified and documented	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, result model, annual NaWi and module reports, interviews with M&E focal points, interviews with AVs, EPP and EEDS team, interviews and FGDs with target groups and beneficiaries	good
	Standard	To what extent is the impact of the project positively or negatively influenced by framework conditions, other policy areas, strategies or interests (German ministries, bilateral and multilateral development partners)? How did the project react to this?	The way the impact of the projects have been (positively or negatively) influenced by framework conditions is analysed and documented and mitigation measures took place.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with M&E focal points, interviews with AVs, EPP and EEDS team, interviews and FGDs with target groups	strong
	Standard	To what extent contributed the achievement of the predecessor project to the achievements of the project towards the overarching results?	EPP II built on the achievements of EPP I	document review, interviews	Predecessor project reports, interviews with cluster coordinator, EPP team	strong
	Standard	What would have happened without the project?	Without the programme the results would not have been achieved.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, result model, annual NaWi and module reports, interviews with M&E focal points, interviews with AVs, EPP and EEDS team, interviews and FGDs with target groups and beneficiaries	strong
	Standard	To what extent has the project made an active and systematic contribution to widespread impact and were scaling-up mechanisms applied (2)? If not, could there have been potential? Why was the potential not exploited? To what extent has the project made an innovative contribution (or a contribution to innovation)? Which innovations have been tested in different regional contexts? How are the innovations evaluated by which partners?	The projects made an active and systematic contribution to widespread impact and scaling-up mechanisms were applied or have the potential to be applied.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, result chains, annual NaWi and module reports, interviews with M&E focal points, interviews with EPP and EEDS team, interviews and FGDs with target groups	good
No project-related (unintended) negative results at impact level have occurred – and if any negative results occurred the project responded adequately.  The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized.  Max. 30 points	Standard	Which (unintended) negative or (formally not agreed) positive results at impact level can be observed? Are there negative trade-offs between the ecological, economic and social dimensions (according to the three dimensions of sustainability in the Agenda 2030)? Were positive synergies between the three dimensions exploited?	Positive or negative unintended results at impact level were observed, documented and adequately responded to.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, result model, annual NaWi and module reports, interviews with M&E focal points, interviews with AVs, EPP and EEDS team, interviews and FGDs with target groups and beneficiaries	good
	and Fragility	To what extent did the projects have (unintended) negative or escalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-state actors/institutions)? To what extent did the project have positive or de-escalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-state actors/institutions)?	The projects do not have unintended and/or escalating effects on the conflict. Unintended positive effects are systematically monitored.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, result model, annual NaWi and module reports, interviews with M&E focal points, interviews with AVs, EPP and EEDS team, interviews and FGDs with target groups and beneficiaries	good

	Standard	To what extent were risks of (unintended) results at the impact level assessed in the monitoring system (e.g. 'Kompass')? Were risks already known during the planning phase?	Risks regarding unintended negative results at the impact level were correctly assessed in the monitoring systems.	document review, projects monitoring system, interviews	Projects offer and modified offers, result model, annual NaWi and module reports, interviews with M&E focal points, interviews with EPP and EEDS team	good
	Standard	What measures have been taken by the project to avoid and counteract the risks/negative results/trade-offs (3)?	Appropriate measures to avoid and counteract the risks of negative results and trade-offs were applied by the projects	document review, projects monitoring system, interviews	Projects offer and modified offers, result model annual NaWi and module reports, interviews with M&E focal points, interviews with Avs, EPP and EEDS team	good
	Standard	To what extent could the project built on lessons learnt and mitigation measures implemented by the predecessor project	The projects built on lessons learnt of the predecessor project (Valid for EPP)	document review, interviews	Predecessor project reports, interviews with cluster coordinator, EPP team	good
	Standard	To what extent have the framework conditions played a role in regard to the negative results? How did the project react to this?	The projects responded appropriately to framework conditions which played a role with regard to negative results.	document review, projects monitoring system, interviews	Projects offer and modified offers, result model, annual NaWi and module reports, interviews with M&E focal points, interviews with Avs, EPP and EEDS team	strong
	Standard	To what extent were potential (not formally agreed) positive results and potential synergies between the ecological, economic and social dimensions monitored and exploited?	Potential unintended positive results and potential synergies between the ecological, economic and social dimensions were monitored and exploited by the projects	document review, projects monitoring system, interviews	Projects offer and modified offers, result model, annual NaWi and module reports, interviews with M&E focal points, interviews with Avs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups	strong

- (1) The first and the second evaluation dimensions are interrelated: if the contribution of the project outcome to the impact is low or not plausible (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.
- (2) Broad impact (in German 'Breitenwirksamkeit') is defined by 4 dimensions: relevance, quality, quantity, sustainability. Scaling-up approaches can be categorized as vertical, horizontal, functional or combined. See GIZ (2014) 'Corporate strategy evaluation on scaling up and broad impact: The path: scaling up, the goal: broad impact' (<https://www.giz.de/de/downloads/giz2015-en-scaling-up.pdf>)
- (3) Risks, negative results and trade-offs are separate aspects and are all to be considered.

OECD-DAC Criterion EFFICIENCY (max. 100 points)						
Assessment dimensions	Filter - Project Type	Evaluation questions	Evaluation indicators (pilot phase for indicators - only available in German so far)	Data collection methods (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	Data sources (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	Evidence strength (moderate, good, strong)
The project's use of resources is appropriate with regard to the outputs achieved.  [Production efficiency: Resources/Outputs]  Max. 70 points	Standard	To what extent are there deviations between the identified costs and the projected costs? What are the reasons for the identified deviation(s)?	Das Vorhaben steuert seine Ressourcen gemäß des geplanten Kostenplans (Kostenzeilen). Nur bei nachvollziehbarer Begründung erfolgen Abweichungen vom Kostenplan.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and Avs	moderate
	Standard	Focus: To what extent could the outputs have been maximised with the same amount of resources and under the same framework conditions and with the same or better quality (maximum principle)? (methodological minimum standard: Follow-the-money approach)	Das Vorhaben reflektiert, ob die vereinbarten Wirkungen mit den vorhandenen Mitteln erreicht werden können.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and Avs	moderate
	Standard		Das Vorhaben steuert seine Ressourcen gemäß der geplanten Kosten für die vereinbarten Leistungen (Outputs). Nur bei nachvollziehbarer Begründung erfolgen Abweichungen von den Kosten. Die übergreifenden Kosten des Vorhabens stehen in einem angemessenen Verhältnis zu den Kosten für die Outputs. Die durch ZAS Aufschriebe erbrachten Leistungen haben	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and Avs	moderate

		einen nachvollziehbaren Mehrwert für die Erreichung der Outputs des Vorhabens.			
Standard		Die übergreifenden Kosten des Vorhabens stehen in einem angemessenen Verhältnis zu den Kosten für die Outputs.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard		Die durch ZAS Aufschriebe erbrachten Leistungen haben einen nachvollziehbaren Mehrwert für die Erreichung der Outputs des Vorhabens.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard	Focus: To what extent could outputs have been maximised by reallocating resources between the outputs? (methodological minimum standard: Follow-the-money approach)	Das Vorhaben steuert seine Ressourcen, um andere Outputs schneller/ besser zu erreichen, wenn Outputs erreicht wurden bzw. diese nicht erreicht werden können (Schlussevaluierung).  Oder: Das Vorhaben steuert und plant seine Ressourcen, um andere Outputs schneller/ besser zu erreichen, wenn Outputs erreicht wurden bzw. diese nicht erreicht werden können (Zwischenevaluierung).	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard	Were the output/resource ratio and alternatives carefully considered during the design and implementation process – and if so, how? (methodological minimum standard: Follow-the-money approach)	Das im Modulvorschlag vorgeschlagene Instrumentenkonzept konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard		Die im Modulvorschlag vorgeschlagene Partnerkonstellation und die damit verbundenen Interventionsebenen konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard		Der im Modulvorschlag vorgeschlagene thematische Zuschnitte für das Vorhaben konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard		Die im Modulvorschlag beschriebenen Risiken sind hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut nachvollziehbar.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard		Die im Modulvorschlag beschriebene Reichweite des Vorhabens (z.B. Regionen) konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens voll realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard		Der im Modulvorschlag beschriebene Ansatz des Vorhabens hinsichtlich der zu erbringenden Outputs entspricht unter den gegebenen Rahmenbedingungen dem state-of-the-art.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
Standard		siehe oben			

<p>The project's use of resources is appropriate with regard to achieving the projects objective (outcome).</p> <p>[Allocation efficiency: Resources/Outcome]</p> <p>Max. 30 points</p>	Standard	To what extent could the outcome (project objective) have been maximised with the same amount of resources and the same or better quality (maximum principle)?	Das Vorhaben orientiert sich an internen oder externen Vergleichsgrößen, um seine Wirkungen kosteneffizient zu erreichen.			moderate
	Standard	Were the outcome-resources ratio and alternatives carefully considered during the conception and implementation process – and if so, how? Were any scaling-up options considered?	Das Vorhaben steuert seine Ressourcen zwischen den Outputs, so dass die maximalen Wirkungen im Sinne des Modulziels erreicht werden. (Schlussevaluierung)	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
	Standard		Oder: Das Vorhaben steuert und plant seine Ressourcen zwischen den Outputs, so dass die maximalen Wirkungen im Sinne des Modulziels erreicht werden. (Zwischenevaluierung)			
	Standard		Das im Modulvorschlag vorgeschlagene Instrumentenkonzept konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
	Standard		Die im Modulvorschlag vorgeschlagene Partnerkonstellation und die damit verbundenen Interventionsebenen konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
	Standard		Der im Modulvorschlag vorgeschlagene thematische Zuschnitte für das Vorhaben konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
	Standard		Die im Modulvorschlag beschriebenen Risiken sind hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut nachvollziehbar.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
	Standard		Die im Modulvorschlag beschriebene Reichweite des Vorhabens (z.B. Regionen) konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens voll realisiert werden.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
	Standard		Der im Modulvorschlag beschriebene Ansatz des Vorhabens hinsichtlich des zu erbringenden Modulziels entspricht unter den gegebenen Rahmenbedingungen dem state-of-the-art.	Slightly modified (simplified) efficiency tool	Projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and AVs	moderate
	Standard	To what extent were more results achieved through cooperation / synergies and/or leverage of more resources, with the help of other ministries, bilateral and multilateral donors and organisations (e.g. co-financing) and/or other GIZ projects? If so, was the relationship between costs and results appropriate or did it even improve efficiency?	Das Vorhaben unternimmt die notwendigen Schritte, um Synergien mit Interventionen anderer Geber auf der Wirkungsebene vollständig zu realisieren.	document review , interviews	Projects offer and modified offers, annual NaWi and module reports, stakeholder steering strategy, interviews with M&E focal points, interviews with Avs, EPP and EEDS team and cluster coordinator, interviews with other actors such as ILO, EU, USAID, UNIDO, interviews with political partner	good
	Standard		Wirtschaftlichkeitsverluste durch unzureichende Koordinierung und Komplementarität zu Interventionen anderer Geber werden ausreichend vermieden.		Projects offer and modified offers, annual NaWi and module reports, stakeholder steering strategy, interviews with M&E focal points, interviews with Avs, EPP and EEDS team and cluster coordinator, interviews with other actors such as ILO, EU, USAID,	good

					UNIDO, interviews with political partner	
	Standard		Das Vorhaben unternimmt die notwendigen Schritte, um Synergien innerhalb der deutschen EZ vollständig zu realisieren.		Projects offer and modified offers, annual NaWi and module reports, GIZ portfolio, interviews with M&E focal points, interviews with Avs, EPP and EEDS team and cluster coordinator,	good
	Standard		Wirtschaftlichkeitsverluste durch unzureichende Koordinierung und Komplementarität innerhalb der deutschen EZ werden ausreichend vermieden.		Projects offer and modified offers, annual NaWi and module reports, GIZ portfolio, interviews with M&E focal points, interviews with Avs, EPP and EEDS team and cluster coordinator,	good
	Standard					
	Standard					
	Standard		Die Partnerbeiträge stehen in einem angemessenen Verhältnis zu den Kosten für die Outputs des Vorhabens.		Projects offers and modified offers, projects cost-obligo report, projects HR reports, projects finance reports, workshop with projects' head of finance, M&E focal point and Avs	moderate

OECD-DAC Criterion SUSTAINABILITY (max. 100 points)						
Assessment dimensions	Filter - Project Type	Evaluation questions	Evaluation indicators	Data collection methods (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	Data sources (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	Evidence strength (moderate, good, strong)
Prerequisite for ensuring the long-term success of the project: Results are anchored in (partner) structures.  Max. 50 points	Standard	What have the projects done to ensure that the results can be sustained in the medium to long term by the partners themselves?	The projects took appropriate measures to ensure that the results can be sustained in the medium to long term by the partners themselves.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with AVs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups	strong
	Standard	In what way are advisory contents, approaches, methods or concepts of the projects anchored/institutionalised in the (partner) system?	The advisory contents, approaches, methods or concepts of the projects are anchored/institutionalised in the (partners/target groups) systems.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with AVs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups	strong
	Standard	To what extent are the results continuously used and/or further developed by the target groups and/or implementing partners?	It is plausible that the results will be continuously used and/or further developed by the target group and/or implementing partners.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with AVs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups	strong

<p>Forecast of durability: Results of the project are permanent, stable and long-term resilient.</p> <p>Max. 50 points</p>	Standard	To what extent are resources and capacities at the individual, organisational or societal/political level in the partner country available (long-term) to ensure the continuation of the results achieved?	Resources and capacities at the individual, organisational or societal/political level in the partner country are available (longer-term) to ensure the continuation of the results achieved.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with Avs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups	good
	Standard					
	and Fragility	To what extent was the projects able to ensure that escalating factors/dividers (1) in the context of conflict, fragility and violence have not been strengthened (indirectly) by the project in the long-term? To what extent was the project able to strengthen deescalating factors/connectors (2) in a sustainable way?	The projects did not strengthened escalating factors and strengthened deescalating factors on the long-term.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with Avs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups	good
	Standard	To what extent are the results of the project durable, stable and resilient in the long-term under the given conditions?	It is plausible that the results of the projects are durable, stable and resilient in the long-term.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with AVs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups and beneficiaries	strong
	Standard	What risks and potentials are emerging for the durability of the results and how likely are these factors to occur? What has the project done to reduce these risks?	Risks and potentials with regard to sustainability are identified, analysed and documented and the projects took adequate mitigation measures to reduce risks.	document review, projects monitoring system, interviews, FGDs	Projects offer and modified offers, annual NaWi and module reports, interviews with AVs, EPP and EEDS team, interviews and FGDs with political partner, line ministries and target groups and beneficiaries	strong

(1) Escalating factors/ dividers: e.g. destructive institutions, structures, norms and behavior. For more details on 'dividers' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 135.

(2) Deescalating factors/ connectors: e.g. peace-promoting actors and institutions, structural changes, peace-promoting norms and behavior. For more details on 'connectors' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 55/135.



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