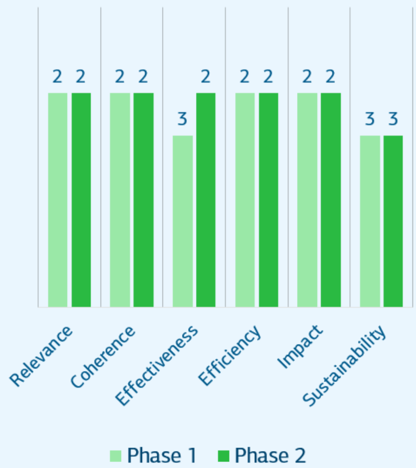
Ex-post evaluation

Promotion of vocational training, Ghana

Title	Promotion of vocational training (phases I and II)
Sector and CRS code	Vocational training / 113300
BMZ number	2010 66 976 / 2012 65 438
Client	BMZ
Recipient and implementing agency	Phase I: Ministry of Finance and Economic Planning; Phase II: Ministry of Finance / Council for Technical and Vocational Educational Training (CTVET)
FC financing volume and instrument	Phase I: EUR 10 million; Phase II: EUR 10 million / BMZ budget funds
Project duration	Phase I: 2012–2022; Phase II: 2018–2023
Reporting year	2025 **Year of random sample** 2024

Overall rating

Successful



1: very successful – **6:** completely unsuccessful

Project objectives and implementation

The objective at the outcome level was to improve access to needs-based vocational training for owners of micro and small enterprises in the informal sector, as well as their trainees and employees. At the impact level, access to formally recognised continuing vocational training was intended to improve the target group's work, employment and income situation. The voucher system that was established not only strengthens demand for vocational training but also provides incentives for improving the teaching quality through the requirement for training providers to obtain accreditation in advance.

Key findings

Despite initial challenges in the conceptual design of the project, both phases were relevant for the implementation of Ghana's national vocational training strategy and had a significant impact. Overall, they are assessed as "successful":

- The demand-based financing of education vouchers for dual vocational training for beneficiaries from the informal sector was innovative and in line with the Ghanaian government's reform objectives for the vocational training system. (Relevance)
- There was a high degree of coherence in the German development cooperation (DC) programme and between financial cooperation (FC) and technical cooperation (TC) measures.
- The effectiveness of the project can be assessed as good, as over 16,000 beneficiaries from the informal sector received formally recognised, market-oriented continuing vocational training, of whom over 70% were women and around 86% obtained a certificate.
- Considering the innovative nature of the project, the voucher system was set up at a reasonable cost. (Efficiency)
- In view of national budget constraints, there is a risk that the voucher system will not be continued in its established form once external funding ends and that demand for competency-based training (CBT) will decline due to the comparatively higher costs. (sustainability)

Conclusions

- Innovative projects require a lot of time in the design phase; piloting and continuous adjustments were essential for the project's success.
- Strengthening the supply side through TC prior to the establishment of the voucher system was an important prerequisite for the success of the project.
- The opportunity to obtain formally recognised continuing education certificates creates new career prospects for employees in the informal sector.
- Experience gained in setting up a voucher system for continuing vocational training measures in Ghana can be transferred to the allocation of education vouchers in other regions.

Contents

Abbreviations

BMZ	Federal Ministry for Economic Cooperation and Development
COTVET	Council for Technical and Vocational Education and Training
CTVET	Commission for Technical and Vocational Educational Training
DAC	Development Assistance Committee
EPE	ex-post evaluation
EUR	Euro
FC	Financial cooperation
FC E	FC Evaluation
GDP	Gross domestic product
GIZ	German Society for International Cooperation
HDI	Human Development Index
MSMEs	Micro, small and medium-sized enterprises
MCP	Master craft person
MV	Module proposal
OECD	Organisation for Economic Co-operation and Development
PA	Project appraisal
PCR	Project completion report
PV	Project proposal
TEU	Technical Examinations Unit
TVET	Technical and Vocational Education and Training
TC	Technical cooperation
USD	US dollar
WB	World Bank

Overview

General conditions and classification of the project

Over the past two decades, Ghana has made great strides towards establishing democratic structures under a multi-party system. Elections are generally peaceful, and freedom of press and freedom of expression are considered to be good. Economically, Ghana achieved growth rates of up to 14% (2011) thanks to high commodity prices and the discovery of oil reserves, according to the EIU. After a coronavirus-related slump, the positive growth trend is continuing with growth rates of between 3% and 6%. However, since 2022, the country has been in a debt crisis, combined with the restructuring of external debt, very high inflation (according to the EIU, over 50% in 2022; 24% in 2024) and a sharp devaluation of the currency.

According to the UNDP, the proportion of Ghanaians living in multidimensional poverty[1] has been reduced from 32% (2011) to around 25% (2022). However, the prevalence in rural areas is more than twice as high as in urban centres, and the north of the country is largely disconnected from economic growth and poverty reduction. The debt crisis is hampering the state's ability to further reduce poverty. The Ghanaian economy is structurally dominated by the service sector (2011: 41% of GDP, 2024: 44%), which together with agriculture accounts for around 80% of jobs. MSMEs are central to economic development, the labour market situation and poverty reduction. The informal sector plays a key role in this, absorbing a large proportion of the approximately 300,000 young people who enter the labour market each year. In 2011, the informal sector's contribution to GDP was estimated at around 20-40%, and its share of employment at around 86%. The competitiveness and productivity of informal businesses suffer from the low level of education of their employees and an inefficient, poorly market-oriented vocational training system. In addition, many low-income employees in the informal sector have little access to formal vocational training and are dependent on workplace-based knowledge transfer (*traditional apprenticeship*), which is usually unable to keep pace with technological developments.

With its *Private Sector Development Strategy* (PSDS – 2010–2015), the Ghanaian government set itself the goal of significantly improving the productivity and competitiveness of the private sector and, to this end, fundamentally reforming the vocational training system, among other things. The aim of the associated TVET policy was to create a more demand-oriented and labour market-relevant vocational training provision, including the informal sector.

The FC project "Promotion of Vocational Education and Training" (GTVP – Ghana TVET Voucher Programme) is part of the overarching development cooperation programme "Training and Sustainability for Good Jobs"[2] in Ghana. In addition to various FC and TC projects in the area of private sector promotion and financial system development, the German development cooperation (DC) programme supports the Ghanaian vocational training policy of *the Ministry of Education* in cooperation with the *Commission for Technical and Vocational Educational Training* (CTVET – formerly COTVET) as a subordinate institution and project implementing agency for the evaluated project. The FC project now comprises five phases. In the current fourth phase, the voucher approach of the first two phases is being continued and extended to other regions of the country. Phases I and II, implemented from 2012 to 2023, are being evaluated jointly as they are similar in design, build on each other and have an identical rationale.

Brief description

In order to improve access to needs-based vocational training for employees in the informal sector and increase their employability, a voucher system was introduced as part of the project, enabling beneficiaries to participate in training measures at accredited training providers via education vouchers while continuing to work. The accreditation of private and state vocational schools (*training providers* – TPs) approved for the programme was not part of the FC funding. It was carried out in advance of the voucher allocation by the Ghanaian Vocational Education and Training Commission (CTVET, formerly COTVET) on the basis of defined quality standards that corresponded to the newly introduced *competence-based training* (CBT)[3] approach.

The target group of the FC project consisted of the owners of micro and small enterprises in the informal sector (*master craft persons* – MCP) as well as their trainees and employees. In Phase I, the project focused primarily on five trades (construction/welding, motor vehicle repair, consumer electronics, tailoring, cosmetics/hairdressing) in four regions (Ashanti, Greater Accra, Volta and

[1] The basis for this is the UNDP's Multidimensional Poverty Index 2024 (mpireport2024en.pdf). In addition to income, the index also takes into account the dimensions of education, health and standard of living (e.g. access to clean drinking water and sanitation facilities) to measure poverty, thereby measuring the proportion of people in a country who experience poverty in several areas of life.
[2] At project appraisal: German development cooperation (DC) programme "Sustainable Economic Development".
[3] CBT is a modular training approach in vocational education and training that focuses on the development of specific skills and abilities relevant to the pursuit of a particular occupation and, in addition to theoretical modules, places an emphasis on the immediate practical application of what has been learned in realistic contexts. The approach focuses on learning rather than teaching.

Northern Region). In phase II, it was expanded sectorally and regionally and implemented in 11 of the country's 16 regions in accordance with the new political structure introduced in 2018.

By involving specialised associations (*Training Associations* – TAs) in the selection of training providers and the support of voucher recipients, as well as financing (IT-) equipment and monitoring tasks for the associations and the project executing agency CTVET, the project also contributed to strengthening the vocational training system as a whole. It created incentives for training providers to improve the practical and theoretical quality of their training and further education programmes, as participation in the project and thus voucher-based income was only possible after successful CBT certification. Another important component of the intervention was the appraisal and certification of acquired skills in accordance with the national TVET qualifications framework (*National Proficiency Level* (NP) I and II). To this end, the *Technical Examination Unit* (TEU) responsible for this (part of CTVET since 2020) received financial support from the project.

The project was a pilot and is assessed innovative in the Ghanaian vocational training landscape, as it introduced education vouchers for the first time and supported a competence-based, dual training approach for the informal sector for the first time.

Breakdown of total costs

	Phase I (plan)	Phase I (actual)	Phase II (plan)	Phase II (actual)
Investment costs (total) in million EUR	11.68	10.14[4]	11	10.71
Own contribution in EUR million	1.68	1.08	1	0[5]
External financing in EUR million	10	9.06	10	10.71
of which BMZ funds in EUR million	10	9.06	10	10.71

1 : Cost breakdown

[4] The remaining funds from Phase I were used for Phase II for the same purpose.
[5] The Ghanaian government's partner contribution was not paid until the project was completed and was only received in 2024. It is now being used for the ongoing follow-up phase IV.

Map of the project region

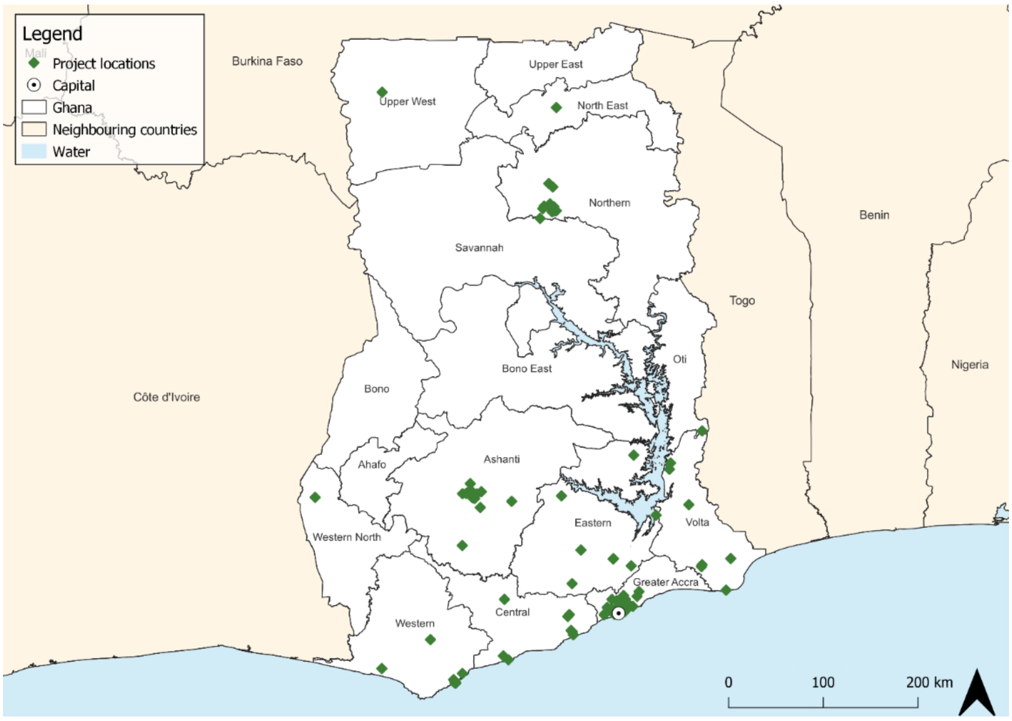


Figure1 *: Map of project locations*
Source*: openstreetmaps.org, edited by KfW (2025)*

Strengths and weaknesses of the project

The strengths include in particular:

- High political visibility and relevance of the project among partners and target group
- High demand for vouchers
- Good adaptability to changing conditions
- Professional voucher management system that enables efficient voucher allocation and is continuously improved
- Transparent voucher values differentiated by sector
- Complementarity between FC and TC
- Good cooperation between the project executing agency, voucher management unit (VMU), KfW and consultant
- Demand-oriented approach that also acts as a lever for improving supply side

The weaknesses include in particular:

- Initially very weak capacity of the project executing agency to implement the project and conduct the accreditation of training providers
- High monitoring requirements for quality assurance of teaching and support for training participants, combined with correspondingly high costs, at the same time the monitoring activities are considered to help reduce the risk of corruption.
- Uncertainty about the medium to long-term prospects for continuing the voucher approach, which depends on budget allocations in a tight budgetary situation or external financing (donors, companies)
- Lengthy payment processes have caused financial difficulties for some training providers
- Complex certification process
- Dropout rates were not assessed on an aggregated level (in the sense of "less than xx% of voucher recipients dropped out of the training").

General conclusions/lessons learned

- Innovative projects require a lot of time in the design phase and a high degree of flexibility for conceptual adjustments during implementation; piloting was essential for project success.
- Strengthening the supply side through German TC prior to setting up the voucher system was an important prerequisite for the success of the FC measure.
- The nationwide expansion of the FC project with the limited resources available, leads to the fact that individual regions can no longer be adequately served despite a high demand and a good supply situation; there is no industry and/or regional quota as yet.
- A high proportion of women was achieved by increasing demand for and promoting training courses that traditionally have a high proportion of women.
- The opportunity to obtain formally recognised continuing education certificates creates new career prospects for employees in the informal sector.
- Demand-based vocational training funding can make an important contribution to improving the range of educational opportunities available.

Rating according to OECD DAC criteria

Relevance

1. Alignment with policies and priorities

At the time of the project appraisal (PA), the Ghanaian government's *Private Sector Development Strategy* (PSDS – 2010–2015) pursued the goal of significantly improving the productivity and competitiveness of the private sector, creating around 500,000 new jobs in the private sector and increasing incomes, especially in rural, marginalised regions. Vocational training for a steadily growing number of secondary school graduates was considered central to this goal. The vocational training strategy (*Ghana Skills and Technology Development Programme*) and the *TVET Policy* (2012) aimed to strengthen institutional capacities in the areas of skills development and technology development and to fundamentally reform the vocational training system towards an output- and market-oriented system. In addition to institutional reforms, this included greater consideration of the informal sector, the introduction of *competency-based training* (CBT) standards, and intensified competition between training institutions for high-quality educational programs through demand-oriented financing mechanisms. An important basis for improving the quality of vocational education and training was the National Qualifications Framework for Technical and Vocational Education and Training (NTVETQF), which came into force in 2012.

The high priority that Ghana attaches to vocational education and training is also reflected in the fundamental structural reforms that the vocational education and training system has undergone since the start of the project. The vocational training authority COTVET (project executing agency), founded in 2006, was converted by law into CTVET (Vocational Training Commission) in 2020 and its mandate extended to include the management of the entire Ghanaian vocational training system. This counteracted the fragmentation of the system by bringing all the key regulatory bodies for vocational education and training under the umbrella of CTVET. Furthermore, the *Education Regulatory Bodies Act* (2020) consolidated the previously fragmented ministerial responsibilities in the vocational education and training sector and strengthened CTVET as a regulator. Since the project review, the vocational training system has thus undergone important steps towards modernisation and standardisation. Finally, the *Strategic Plan for TVET Transformation* – 2018-2022 reaffirmed the paradigm shift from a supply-oriented to a demand-oriented vocational training system, in which training content is geared to the actual market needs and the introduction and application of quality standards and new financing approaches, involving the target group and companies, promote competition between training institutions.

The FC project is in line with the education policy and reform efforts of the Ghanaian government, and its relevance for the implementation of Ghana's TVET strategy and reform is perceived as very high by all stakeholders involved.

As part of the development cooperation programme, the FC project is in line with the BMZ's core strategy of "Sustainable Economic Development, Training and Employment". Which aims to improve access to, and the quality and relevance of, vocational training programmes, thereby strengthening the innovative capacity and productivity of the economy through the increased integration of women, marginalised groups and the informal sector, supporting decent work and, where possible, promoting the transition from the informal to the formal economy. The FC modules are therefore also aligned with the priorities of the German Federal Government.

The project's objectives were also in line with the objectives of the Agenda 2030, in particular SDG 4 (access to education), SDG 8 (decent work and economic growth) and SDG 5 (gender equality), but also SDG 1 (poverty reduction) and SDG 10 (reduced inequalities).

2. Alignment with the needs and capacities of stakeholders and beneficiaries

At the time of the project review, the formal vocational training sector comprised around 230 public and 438 private training and educational institutions offering around 130,000 fee-based training spots. The public funding was essentially supply-oriented, quality standards were virtually non-existent, and they often did not comply with the actual labour market needs. To date, training has generally been full-time, meaning that there is no possibility to earn income during the time of the training. This effectively excludes low-income workers from vocational training, and access is particularly difficult for the informal sector.

In addition to the formal vocational training system, *traditional apprenticeships* play an important role in vocational training. Depending on the occupation, they last between one and four years and take place exclusively in the workplace without any theoretical modules. Their quality depends heavily on the skills of the master craftsmen and -women and is not subject to any regulation in terms of duration, content or working conditions. Support from professional associations is available on request, but these often have limited capacity and are not subject to quality standards. Informal training is financed by the trainees, their parents and the companies concerned. The fees payable by trainees vary but are usually substantial for low-income households. However, the achievements of traditional training are hardly recognised in the formal sector.

For the target group, high-quality, formally recognised training was and remains crucial for a good income and skilled employment. The core problem, namely that young people and workers in the informal sector lack access to high-quality, labour market-relevant vocational training and that insufficient skills limit the development opportunities of micro and small enterprises, is still relevant today. In addition, the evaluation has shown, that the lack of access to and quality of vocational training particularly limits the employability of disadvantaged young people.

By focusing on micro and small entrepreneurs from the informal sector, as well as their trainees and employees, the project addressed a target group of considerable size that is particularly disadvantaged in terms of access to vocational training. The target group usually acquires its vocational skills informally in the *traditional apprenticeship*-system, has little access to the formal vocational training system and state support measures, and comes predominantly from low-income families. Women are considered particularly vulnerable. They should be given special consideration, particularly in the selection of occupational fields. Individual training institutes involved in the FC project are equipped to include people living with disabilities, although the inclusion of people with disabilities in the training programmes was not a focus in phases I and II. Regionally, the Volta Region and the Northern Region, which were part of the project from the outset, are considered particularly marginalised. Overall, the selection of the target group, the promotion of vulnerable groups and the consideration of gender impact potential are assessed as appropriate, even though the evaluated phases of the programme did not yet provide for the promotion of women in traditionally male-dominated occupations.

At the time of the project review (2012), the Ghanaian vocational training system was not yet geared towards implementing the CBT approach. No vocational school was accredited for CBT, there were insufficient appraisal and certification capacities, and curricula had yet to be developed. There was also no experience with the allocation of education vouchers. In addition to the logistical effort required for CTVET, criteria for the selection of the four project regions and five occupational fields were as follows: poverty orientation and regional balance, the potential for the participation of girls and women, availability of potential training institutes. This seems conceptually appropriate and was done in close coordination with the GSDI programme of the TC (see also 5. "Internal coherence").

At the time of the project appraisal for Phase I, the project executing agency was still in the start-up phase (founded in 2006, operational since 2008) with limited staff capacity and until today it continues to receive advisory support from TC and the World Bank. Against this background, it seems appropriate that the VMU for the FC project, which was set up with the support of the international consultant, even though located on the premises of CTVET, in phases I and II was financed through the FC consulting contract.

The project's focus on financing CBT courses at the lower qualification levels of the national qualifications framework (*National Proficiency* (NP) I+II), which are tailored to the informal sector, appears appropriate in principle, as both quality standards and the specific needs of the target group are taken into account. However, as CBT-based training is more expensive than other training courses due to the materials required, and NP I + II in particular is aimed at lower income groups, students do not usually enrol in NP I and NP II courses outside of donor-funded programmes.

Eligible applicants should have at least a *junior high school diploma* or a basic command of spoken and written English or a Ghanaian language. Eligible MCPs (with up to ten trainees and 15 employees) should belong to a professional association registered with COTVET, and trainees and employees should work for an MCP that belonged to a (local) professional association. MCPs with trainees and employees were only eligible to participate if they also allowed their employees access to further training. As membership of a professional association involves costs, this represented a barrier to entry. However, the professional associations were to take on an important marketing and monitoring function and be strengthened by the project not only in this respect but also in their educational mandate for the target group. We therefore consider the criteria for participation to be appropriate. The high relevance of the project was confirmed at the level of the professional associations.

The demand for continuing vocational training in the informal sector remains high throughout the country, especially among trainees.

3. Appropriateness of design

The design of the FC project to achieve the outcome-level objectives, with the dimension of improving access to needs-based vocational training for employees in the informal sector, is coherent and appropriate to address the above-mentioned core problem, taking into account the innovative nature of the project.

The development of the various elements of a voucher management and monitoring system: the procurement of the necessary IT equipment for selected professional associations, CTVET and accredited training institutes in four regions and five occupational sectors, the selection of beneficiaries according to pre-agreed criteria, and the development and signing of service contracts between CTVET and the selected associations and institutes (activities) aimed at establishing a functioning voucher management and monitoring system for the provision of voucher-funded vocational training based on competence-based training programmes for approximately 14,000 people from the informal sector. The selected beneficiaries were to be able to redeem the vouchers they received at an accredited training provider of their choice (output). By redeeming the vouchers and thus taking advantage of improved access to needs-based vocational training, they should receive high-quality further training and, upon successful completion, a formal qualification/certificate at the first level of the TVET qualifications framework (NP I and II) (outcome). At the impact level, this should strengthen the vocational skills of the beneficiaries and improve the work, employment and income situation for employees and workers in the informal sector. With the possibility of acquiring a formal vocational training certificate, it can be assumed that the beneficiaries will not only have better opportunities for improved working and income situations in the informal sector, but also an enhanced access to the formal labour market. This should also improve overall employability, especially for trainees.

The initial conditions, such as the vocational training system's lack of alignment with CBT (see also "2. Alignment with the needs and capacities of the beneficiaries and stakeholders"), were adequately addressed through the piloting of the voucher approach at selected schools, support for the certification authority, capacity building and the development of CBT standards within the framework of the TC project, and a focus on five occupational groups and four regions. In Phase IV, the concept was further optimised through the recognition of prior learning, the pedagogical training of trainers in the workplace and further training measures for CBT teachers. The concept envisaged to first train the owners of micro and small enterprises in the informal sector (MCPs) and then their trainees and employees. As this was important for the acceptance of the training courses and the willingness to release trainees for school, this seems appropriate. Training MCPs is also likely to improve the quality of training in the workplace.

The exclusive promotion of CBT training through the demand-based voucher system was intended to create incentives on the supply side for the introduction of higher-quality, competence-based vocational training and to promote competition between training providers in order to achieve significant results in terms of quality improvement and standardisation as part of the reform of the Ghanaian education system. Participation in the project was therefore only possible for training institutes after successful CBT accreditation. In addition, cooperation with professional associations was intended to strengthen their role in the vocational training landscape. With the initial introduction of a dual vocational training approach, the project also aimed to modernise *traditional apprenticeship*-training in the informal sector.

The outcomes and impacts of the project on the Ghanaian vocational training system, including training institutes, professional associations and CTVET, are not reflected in the target system. As the interrelationships are very complex and multifaceted, tend to arise indirectly from the voucher approach and would be difficult to measure (quantitatively) using indicators introduced retrospectively, the EPE decided not to include this dimension in the results system retrospectively. Potential impacts were assessed qualitatively (see also ‘14. Contribution to overarching developmental impacts’).

During the project review and final inspection, some indicators were not at the right level and were adjusted for the EPE. At the impact level, two indicators that were measured using follow-up studies but were not yet included in the target system were added for the EPE. The target values assigned to the indicators were appropriate in some cases but not all. For example, the target group size had to be revised downwards due to conceptual adjustments made during the implementation of the FC project. The target of 25,000 training participants for phase I announced during the project appraisal (2012) proved to be too ambitious after the pilot phase and detailed planning of the project and was adjusted to 8,000 for phase I and 6,000 for phase II in line with the requirements for CBT training at formal training providers.

The project was fundamentally designed to make a contribution to the German DC programme objective. As there is a relatively large gap between the programme objective at the impact level and the FC project outcome level, the impact target for the EPE was adjusted slightly. For a detailed appraisal of the target system, see the annex: Target system and indicators.

Even though environmental aspects were not a priority in the project, there is no indication that the design is not based on a holistic approach to sustainability. The focus on the informal sector strengthens the education, income and employment opportunities of poorer workers. However, the implementation of the project concept has so far been based on the provision of external funds. At the time of the project appraisal, there was no mechanism in place to ensure the sustainable financing of the voucher system. For current considerations, see sustainability.

4. Adaptability – response to change

Since the CBT approach had not yet been tested at the time of the project appraisal and the Ghanaian education system has undergone fundamental reforms since then, the project design had to be adjusted several times during the course of the project to take account of the changed institutional framework and training standards. Conceptual adjustments were also necessary in order to find a transparent financing mechanism. The originally planned and tested distribution of vouchers via a mobile phone service provider, the assumption that certification costs should be covered by the beneficiaries and the three-month training period announced at the time of the project appraisal proved to be impracticable or inappropriate.

MCPs were supposed to use the education vouchers to complete the same training modules at the training institution as their trainees and employees. The modules were generally more relevant for trainees (and employees) than for MCPs. For MCPs, the practical level of the courses was sometimes below their skills, while the general, theoretical modules often exceeded their skills and educational level. Therefore, the *recognition* of *prior learning* (RPL) was piloted in phase II.

All adjustments to the project design required during implementation appear appropriate and relevant to the success of the project. During the Covid-19 pandemic, all vocational schools were closed from March to September 2020 and the FC project could not be resumed until December 2020. Overall, the FC project proved capable of responding appropriately to external and internal challenges, however this caused significant delays in Phase I. Due to the innovative nature of the project, the need for adjustments of the implementation modalities was already anticipated during the project appraisal.

Rating summary of relevance: Phases I and II: successful (2)

Due to the pilot nature of the project, the relevance for both phases is summarised as good. The project aimed to contribute to solving a core problem in Ghana and was in line with the objectives of the Ghanaian government, the German federal government and the international community. The concept was sensibly developed further during the course of the project to meet the needs of those involved. It has high relevance both for the different levels of the vocational training system (professional associations, schools, CTVET) as for the target group.

Coherence

5. Internal coherence

Embedded in the German DC programme "Training and sustainable growth for good jobs" (at project appraisal: "Sustainability in economic development"), the two phases of the FC project are part of the "Vocational training" field of action. The FC and TC projects subsumed under this field of action address the qualification needs of the labour market. They complement each other, are conceptually and operationally interlinked in a meaningful way, and contribute to the overarching objective of improving the training, employment and income situation in the Ghanaian private sector, especially in MSMEs. There is also complementarity with the FC projects in financial system development and private sector promotion, which are also part of the German DC programme.

There is a very high degree of complementarity with the TC project – *Ghana Skills Development Initiative* (GSDI) – which aims to improve the framework conditions for skills-oriented training and further education measures and, among other things, advises CTVET on the implementation of quality assurance mechanisms in vocational education and training. This included supporting the partner in developing CBT standards, training teachers, and advising and supporting training providers and associations that later participated in the FC project. The TC measures thus laid important foundations for the voucher project. In the current follow-up phase, the FC project continues to receive policy support from GSDI, e.g. through the development of guidelines for the recognition of prior learning or for the training of trainers in the workplace.

The FC project was fundamentally designed to be consistent with the international norms and standards to which German DC is committed. It contributed directly to the realisation of the human right to education by providing disadvantaged groups in the informal sector with access to high-quality vocational training that would otherwise be inaccessible to them. By improving the employability and formalisation of skills for workers in the informal sector, the project supported the right to decent work that provides a living wage and created prospects for improving the income situation of the beneficiaries. Finally, the project was designed to promote gender equality by paying special attention to women, who at the time of the project appraisal in 2012 accounted for only 20% of vocational school students and, according to a 2022 household survey, earned on average around 34% less than men. The current follow-up phase IV of the project also promotes the advancement of women in traditionally male-dominated professions and the inclusion of people with disabilities in the training programmes. According to the schools visited, lessons on environmental and climate protection were not yet systematically integrated in the curricula, but there are now increasing efforts in Ghana to include ecological aspects as a cross-cutting theme in the curricula, as the expansion of environmentally friendly vocational training is an explicit goal of the government and part of Ghana's TVET strategy.

6. External coherence

The measures complement and support the partner CTVET's own efforts (subsidiarity principle). The FC project is conceptually designed to strengthen Ghanaian structures and initiatives and not to establish parallel systems. Even though working groups and steering committees between CTVET and the relevant development partners (including KfW, GIZ, the World Bank (WB) and the EU) only met at irregular intervals, CTVET is fundamentally committed to harmonising the various support measures and has significantly improved its capacities since the implementation of the TVET reform.

As COTVET/CTVET was in the process of building up its staff and undergoing various restructuring measures in phases I+II, the VMU responsible for distributing the vouchers was linked to the international consultant. We consider this to be appropriate given the pilot and innovative nature of the project. In the current phase IV of the FC project, the VMU is being gradually transferred to CTVET, which will ensure even greater coherence. Although the VMU staff are currently still financed by the FC, they are now employed by CTVET. The transfer of the electronic *voucher management system* to CTVET is planned.

As part of its *Ghana Jobs and Skills Programme* (GJSP), the World Bank (WB) has adopted the voucher approach developed through the FC project and is using equivalent implementation structures to provide vouchers for higher levels of training and new occupational fields. As GJSP focuses on higher levels of education, it enables the target group of the FC project, among others, to further expand their vocational training. Even before and during the implementation of phases I and II, the WB provided complementary support to the FC in curriculum development, the accreditation of training providers and capacity building at CTVET.

Curriculum coherence is ensured through the prior accreditation of public and private training institutions by CTVET. All funded courses are based on the National TVET Qualifications Framework (NTVETQF), ensuring the best possible coherence in this regard. The NTVETQF sets qualification and certification benchmarks for 22 sectors. CBT curriculum development is based on this framework, and CTVET is responsible for accrediting the curricula.

Rating summary of coherence: Phases I and II successful (2)

The voucher project is fundamentally designed to be coherent with programmes run by other development partners (in particular GIZ and WB) and supports the partner's own efforts. CTVET's efforts to harmonise the various donor programmes and its focus on uniform qualification standards are convincing. In summary, we assess the coherence as successful.

Effectiveness

7. Achievement of objectives

The project's outcome-level objective, which was adjusted as part of the EPE, was to improve access to needs-based vocational training at accredited training providers for owners of informal sector SMEs and their trainees and employees.

The achievement of the outcome-level target is measured within the framework of the EPE using the indicators shown in the following table and can be summarised as follows (see Appendix 2 for details):

Indicator	Status at time of PA	Target value in EPE (PA)[6]	Actual value at PCR	Actual value at EPE
(1) Skilled workers/teachers and holders of MSMEs in the informal sector were trained in accredited vocational training institutions	0	Phase I PA: 25,000 (30% women) PCR/EPE: 8,000 (of which 35% women) Phase II PA: - PCR/EPE: 6,000 (35% of whom are women)	Phase I 10,217 Phase II 5,335	Phase I 10,493 (of which 7,405 (71%) women Phase II 5,851 (of which 4,728 (80%) were women) Proportion of women significantly exceeded Target partially achieved
(2) Participants have obtained a formal qualification at national competence level I in accordance with the national vocational qualifications framework (NP I).	0	Phase I PA: - PCR/EPE: 60% Phase II PA: - PCR/EPE: 80%	Phase I 83 Phase II 62	Phase I 87 (9,092 people) Phase II 84 (4,941 people) Target achieved

[6] The target values follow the logic applied during project monitoring, whereby participants who attend courses at both training levels (NP I and NP II) are counted twice and were not redefined for the EPE vis-à-vis the PCR and the concept adjusted during the course of the project.

(3) Participants have obtained a formal qualification at national competence level II in accordance with the national vocational qualifications framework (NP II).	0	Phase I PA: - PCR/EPE: 20%	Phase I 0	Phase I 0.4% of all participants; 41% of participants in an NP II course (47 people)
		Phase II PA: - PCR/EPE: 40%	Phase II 23	Phase II 34% of all participants; 78% of participants in an NP II course (1,997 people) Target value not achieved

***Table2** : Outcome target achievement*
***Source**: Project documents from KfW and project partners (2025)*

In phase I, the project focused on the Ashanti, Greater Accra, Volta and Northern regions and five trades (see above under "Brief description of the project"). In Phase II, the Eastern, Western and Central regions were added, which have since been subdivided into further sub-regions. There was no regional or sector-specific distribution key and therefore no regional targets (see also under "Relevance – 3. Appropriateness of design").

In phase I, 10,493 participants (target: 8,000) attended voucher-funded continuing education courses, and in phase II, 5,851 (target: 6,000). As the phases were implemented in close succession, Phase I reached significantly more participants than planned and Phase II almost reached the target number, we consider Indicator 1 to have been fulfilled overall. Due to Covid-19, the training institutes had to temporarily suspend operations, which delayed the completion of the courses. Otherwise, even more vouchers could have been issued. A total of 9,092 participants (Phase I) and 4,941 participants (Phase II) achieved a National Competence Level I (NP I) qualification. Indicator 2 was thus fulfilled for both phases. Significantly fewer people than planned achieved a Competence Level II (NP II) qualification, particularly in Phase I. In Phase I, 47 people received an NP II certificate (out of a total of 116 participants), and in Phase II, 1,997 people (out of a total of 2,567 participants). For indicator 3 in Phase I, therefore, the result fell well short of the target value, while in phase II, 34% of all voucher recipients received an NP II certificate, compared to the target of 40%. Indicator 3 was therefore not met in either phase.

In both phases, over 70% of participants were women. The target proportion of women of 35% was thus significantly exceeded. This was mainly due to an above-average number of women receiving further training in the female-dominated occupational fields of tailoring and cosmetics/hairdressing. On the one hand, demand was particularly high in these sectors, and on the other hand, according to CTVET, the professional associations were already well organised and more active in mobilising students than those in the more male-dominated sectors. In the male-dominated sectors, most beneficiaries were trained in consumer electronics, followed by motor vehicle repair and construction/welding. Although further occupational fields were added in phase II, delays in curriculum development and limited funds meant that training could only be provided in the additional field of plumbing. As the availability of accredited vocational training providers was still low in this field, only around 1% of beneficiaries came from the plumbing sector.

While on average around 50% of participants were MPCs and around 50% were trainees, the proportion of employees was less than 1%. This is mainly due to the number of employees in the informal sector being significantly lower than that of the other two groups. After completing their training in the informal sector, trainees usually try to set up their own businesses, and many MCPs do not have any employees. It is also likely to be more difficult for employees to give up working hours and thus income in order to attend vocational training.

As the voucher approach was new and to increase acceptance of further training among the target group, MCPs were usually trained first, followed by their trainees. This is understandable and meant that more MCPs than trainees participated in the project in phase I. In phase II, there were more trainees. It can be assumed that without the voucher scheme, the beneficiaries would not have completed practice-oriented vocational further training. In theory, trainees would have had access to free vocational training in public TVET institutions since January 2023. However, this training is not dual in nature, does not generally correspond to the CBT approach and is considered to be of low market relevance in terms of quality . All interviews confirmed that the FC project has significantly improved access to formally recognised educational qualifications for the target group from the informal sector.

Thanks to very close monitoring of attendance by the training coordinators of the professional associations in cooperation with the voucher management team, the dropout rate was low (according to the voucher management team and the training institutes visited). The number of participants who dropped out of a training course can be determined indirectly via the VMS for the individual institutes, but there was no systematic monitoring of dropout rates and no aggregated data was available for phases I and II.

In addition to participating in further training courses, participants should - after successfully completing a full CBT programme - have the opportunity to obtain a certificate that corresponds to the National Qualifications Framework and is therefore recognised not only in the informal but also in the formal sector. The possibility of obtaining a certificate was a strong incentive for participants to complete the training courses. The Technical Examination Unit (TEU) (now part of CTVET) was responsible for issuing the certificates. Given the initially very weak capacities of the TEU, which were only gradually expanded during the implementation of the project, there were significant delays in the appraisal of performance requirements and the issuance of certificates, with the result that the target number of NP II qualifications could not be achieved (see above). Since certification at NP I level was a prerequisite for starting CBT courses at NP II level, only a few vouchers for NP II courses could be issued, particularly in phase I. In the meantime, the certification department has also increased its decentralised staffing levels, so that processes were already slightly accelerated in phase II.

Due to the demand-driven approach of the project, there was no target for the number of participating training institutes or professional associations. There was also no regional distribution key. According to progress reports and *the Voucher Management System* (VMS), the project worked with a total of around 130 training institutes and 85 professional associations in phases I and II. The Greater Accra and Ashanti regions were the most strongly represented. The involvement of professional associations in the selection of beneficiaries and the development of training standards in the run-up to the voucher project strengthened their role in the vocational training system (e.g. greater involvement in vocational training legislation) and contributed to a significant increase in membership for most of them. This was confirmed by all the associations interviewed. At the same time, this meant that voucher recipients were generally unable to choose their own training institute, which some participants complained about.

Discussions with the heads of selected schools showed that, for financial reasons, some schools had difficulties meeting the specified CBT standards in terms of equipment and materials. Access to CBT-certified trainers was also limited. Employers' limited knowledge of CBT methods and insufficient equipment and consumables made it difficult to apply what had been learned in the workplace.

The dual training approach promoted by the FC project (20% school, 80% workplace training) has not yet been implemented at the training facilities visited outside the FC (or World Bank) project. The approach was very well received by the beneficiaries of the FC project, but according to the evaluation team's assessment, it has not yet had any spillover effect on other training courses.

The subsidised training modules for the informal sector cover the two lowest levels of the national qualifications framework, while many of those who attend formal vocational training at a vocational school enter directly into higher qualification levels. This makes it difficult to compare qualification levels with formal vocational training.

In discussions with the apprentices, there were no indications that the further training was associated with a significant loss of salary; rather, the apprentices sometimes had to work longer on other days in order to complete products. One reason for this is that in the informal sector, salaries are often not paid during training, but only small expense allowances or board and lodging. In phases I and II, the problem was that the meal and transport allowances were too low for some. In the case of the MCPs, on the other hand, the fear of loss of income was in some cases a reason for not participating in the training (see also 11). In order to meet the needs of the target group, the courses were designed in a modular format and generally lead to a qualified degree in 6-12 months, as a longer (regular) loss of income would be unacceptable, especially for MCPs. Some courses take place in the morning, others in the afternoon or evening.

8. Contribution to the achievement of objectives

The project enjoys high political visibility nationwide. With demand-side financing of newly introduced CBT-based vocational training courses via vouchers, a new, innovative model of vocational training financing has been introduced in Ghana. Among other things, this also served as a lever for the government's planned expansion of CBT-based training and further education provision and the accreditation of vocational training providers on the basis of defined quality standards. In addition to the objectives achieved at target group level described above (see "7. Achievement of (intended) objectives"), the FZ project has thus also made a significant contribution to the formalisation, standardisation and quality improvement of vocational training in Ghana.

Discussions and school visits on site have confirmed the anticipated positive effects. Many schools are also benefiting from the improved equipment for other courses, which they were able to finance thanks to the education vouchers. However, as the FC project addresses the informal sector and lower qualification levels, for the supported training courses, participants without vouchers rarely sign up for cost reasons.

As the voucher system was set up as an innovative pilot project, there was no regional distribution key for allocating the funds between the participating regions. This facilitated implementation but meant that the distribution was sometimes perceived as non-transparent and, in some areas, incentives for training demand were created that could not be fulfilled.

9. Quality of implementation

The two phases of the FC project were implemented in parallel and in a coordinated manner so that, after a delayed start in phase I, it was possible to respond quickly to the high demand for CBT-based continuing education. We appraise this as very positive.

The beneficiaries were selected by the VMU set up at CTVET as part of the project in close cooperation with professional associations, which had to be accredited by CTVET. Voucher processing (application, payment, monitoring, reporting) was carried out via a digital VMS set up as part of the project, which is professionally designed and continuously reviewed and improved. All implementation modalities are recorded in a *Voucher Manual*, which is also regularly reviewed and adapted as necessary. The support provided to CTVET by an implementation consultant was crucial for setting up the VMS, coordinating the various stakeholders, and ensuring quality assurance and monitoring. It will remain necessary in the follow-up phase despite the gradual transfer of systems and responsibilities (VMS, database for registration and accreditation) to CTVET. With the exception of occasional data transfer problems between training institutions and CTVET and a rather complex invoicing process, the VMS was assessed as good and efficient by all participants.

Another important quality feature of the project is the voucher values, which are differentiated according to occupational group, based on actual training costs, determined on the basis of cost studies and can serve as sectoral benchmarks. Taking into account exchange rates and inflation, they have been reviewed and adjusted annually since Phase II. No inflation adjustment was made in Phase I.

When selecting beneficiaries, it became apparent that the involvement of professional associations helped to attract participants to further training and as a supportive framework condition for leave of absence of trainees for further training. On the other hand, the influence of the associations of individual schools was perceived as too great and the selection of participants was sometimes perceived as non-transparent. This led in some cases to pupils coming from very far away. The voucher-based travel and meal allowances were then insufficient and had to be covered by the training institutes. In addition, the professional associations usually selected the schools for the beneficiaries, which does not correspond to what is intended in the demand-based approach. The selection of the training coordinators, who were contracted by the professional associations and were responsible for acquiring beneficiaries and monitoring, was also perceived as non-transparent. The satisfaction of the schools and beneficiaries with the coordination was mixed.

In order to monitor the desired increase in the quality level of CBT courses, a close-knit monitoring system was established as a central component of the performance-based financing mechanism. A central component of this monitoring system was GPS-supported photo monitoring of the attendance of participants (and teachers) at the courses via the VMS. Since 2020, the handling of data security and personal data in the VMS has been regulated in a separate guideline (*VMS-related Data Security and Data Protection*). Above a certain number of days of absence, contractually agreed deductions were made from the voucher value. In phases I and II, however, only the schools suffered a loss of income in these cases, while the training coordinators of the professional associations responsible for monitoring received their full salaries. This was perceived as unjustified and was adjusted accordingly in phase IV.

While the beneficiaries were generally very satisfied with the training and praised the access to modern equipment and concepts, the quality of teaching varied between institutions. In one institution visited, for example, the practical part of the training could not be completed in full in some courses because higher grades were given priority in the use of laboratories/technical rooms and courses took place in parallel. Even though it was not part of the funding, continuing training in the workplace, which accounts for around 80% of the dual approach, also posed a challenge. The CBT training courses in the institutions enabled training on modern machines, which were often not available in the workplace for cost reasons. As a result, it was not possible to further consolidate some of what had been learned in the workplace. In the current phase IV of the project, limited pedagogical training for CBT teachers and pedagogical training modules for trainers in the workplace are to be offered to further improve the quality of teaching.

The upstream accreditation process, which only allowed training institutions that met defined quality standards to participate, provided consistent performance incentives and led to a demand-driven expansion and improvement in the quality of vocational training provision (market stimulation). Overall, the project has thus contributed to improvements on the supply side as well as improving access to continuing vocational training for employees in the informal sector (demand side).

Many of the training institutes involved were able to significantly improve their infrastructure thanks to the funds they received through the vouchers. This ranged from the installation of new computer and technology rooms to new building sections, classrooms and dormitories, and the purchase of land to expand the educational facility. In all the schools visited, the equipment was in good condition and was also used by other pupils who did not attend the school through the voucher project. In addition, many schools were able to hire new staff (job creation). According to the institutions and CTVET, the training provision has thus improved significantly overall.

At the level of the project executing agency and regulator CTVET, a new IT system developed as part of the project has significantly accelerated and improved the accreditation and registration process for professional associations and training institutes. At the start of the voucher project (July 2017), only one training institute was accredited; by August 2023, there were 217. Successful registrations and accreditations have significantly improved CTVET's recognition as a regulator and, thanks to the corresponding fees, its financial situation.

Challenges with certification (see also 2. "Alignment with the needs and capacities of the beneficiaries and stakeholders" and 4. "Adaptability – response to change") and the transfer of certifications to the VMS have hampered the achievement of objectives. In addition, the payment processes to the training institutes often took a very long time, as both the Ghanaian Ministry of Education and the Ministry of Finance had to approve the disbursement of funds. Training institutes complained about this and often had difficulties pre-financing their expenses.

10. Unintended effects (positive or negative)

With the gradual expansion of the FC project to new regions and occupational sectors with limited funds available, individual training institutes that were already participating in the project and would have liked to continue and for which existed demand from potential students could no longer be assigned. One institution visited even had a contract for an NP II course with CTVET, which could not be fulfilled due to CTVET's refocusing of the project on other regions. As NP I and NP II courses are not in demand outside of donor-funded programmes due to the target group, this presented the institutions with financial challenges.

Rating summary of effectiveness: Phase I: moderately successful (3), Phase II: successful (2)

Overall, a well-functioning voucher system has been established that has reached a sizeable target group, cooperates with a large number of training providers and professional associations, and has contributed to an increase in the training quality of the subsidised courses on the basis of defined performance criteria and clearly defined sanction rules. The system is continuously being improved and is able to respond to changes and new needs. The quantitative targets were met, particularly with regard to the size of the target group and certification at NP I level. Given the bottleneck in certification, the achievement of the targets at NP II level in both phases was significantly below expectations, but visible progress was made in this regard in phase II. We therefore appraise the effectiveness of phase I as slightly below expectations and that of phase II as fully in line with expectations.

Efficiency

11. Production efficiency

The total costs for both phases were slightly lower than estimated in the planning stage. This is mainly due to the fact that the participants' originally planned own contribution could not be made (see also "Adaptability – response to change" and "Breakdown of total costs") and the Ghanaian government's own contribution was received late. For phase II, this contribution was not transferred until 2024 and could no longer be used for the evaluated phases. As a result, fewer vouchers could be financed than would have been possible with the partner contribution. The contribution will now be used for vouchers in phase IV for the same purpose.

In total, around 51% of the funds went directly to the training institutions and beneficiaries from the informal sector via vouchers, around 7% went to the professional associations for their training-related activities (acquisition of beneficiaries, participation monitoring, information and advice) and around 3% went via vouchers to the *Technical Examinations Unit* (TEU) for appraisal and certification fees. The costs for the implementation consultant and the VMU amounted to an average of around 31% of the total costs over both phases[7] (VMU: 13%; implementation consultant: 18%). Since the need for a VMU only became apparent during detailed planning and was not yet envisaged during the project appraisal for Phase I, this is significantly more than was planned for the management of voucher allocation during the project review, but appears to be reasonable in principle. In addition, the implementation period after the start of the consultant's assignment (2015 for phase I, 2018 for phase II) had to be extended by almost three years (phase I) and two years (phase II), respectively, which increased the costs for the consultant and VMU. The main reasons for the delayed implementation were the Covid-19 pandemic and the associated school closures, as well

[7] In phase I, the share of total costs formally amounted to 21%, and in phase II to 41%, which was mainly due to significantly higher costs for the VMU in phase II. The VMU was still paid for by the consultant in phases I and II and was only established during the course of Phase I. Since the phases were carried out concurrently and the VMU also distributed and managed vouchers from funds from phase I, a differentiation by phase is only of limited significance here. When phase I was appraised, only around 7% of the funds were earmarked for the international consultant and none for the VMU; when phase II was appraised, around 20% was estimated for the consultant and VMU.

as the insufficient capacities of CTVET and, in particular, the TEU, which were successively strengthened during the implementation of the project. The low capacity of the TEU significantly delayed the appraisal and certification of participants and, as a result, the implementation of training courses at NPII level. At the same time, the sharp devaluation of the Ghanaian cedi against the euro since mid-2022 made it possible to finance additional vouchers. In the current follow-up phase IV, the costs for consultants and VMU are estimated at only around 20% of the total costs, despite regional expansion, as the voucher system as such is already established. The remaining funds were spent on IT systems at CTVET, IT infrastructure for CTVET, training facilities and professional associations, and other operating costs (marketing, audit costs, etc.). There were no significant cost overruns compared to the plan, and production efficiency appears to have been achieved overall.

With a total of 16,344 training participants, the total cost per person was approximately £1,275. It should be noted that this is only a rough estimation, as in a broader sense it is not only the training participants who are beneficiaries, but also CTVET and the professional associations (see also "8. Contribution to the achievement of objectives").

The voucher values for the training courses were differentiated according to sector and training unit on the basis of a full-cost model using extensive cost studies carried out by an international consultant. A distinction was made between direct costs (materials, teachers, use of facilities, etc.) and indirect costs (overheads/administrative costs of the school). To compensate for inflation, the voucher values have been set in euros since 2018 and were valid for one year. In 2023, the voucher values for a complete training course ranged from GHS 5,420 (approx. EUR 450) to GHS 7,911 (approx. EUR 650) for the five supported sectors, depending on the sector and the status of the beneficiaries. The training institutions generally considered these amounts to be appropriate. According to the schools, students outside the voucher project usually pay less for other training courses, but then have to provide their own training materials, for example, and the training does not always follow the CBT approach. The evaluation very positively assesses the voucher project's transparent approach on the basis of the actual, effective costs, both in terms of efficiency and against the background of the project's quality standards.

During the project appraisal of phase I, it was planned that all participants would bear the costs of transport, meals and, if necessary, accommodation for the training themselves. In the course of the project, it became apparent that this was not feasible for the trainees, as they often receive little or no training allowance. Even for MSME holders (MCP) and employees, this was sometimes difficult, especially as participation in further training was often associated with a loss of income. An external interim evaluation of the project in 2021 had already concluded that the lump sums paid to trainees through the project, especially for trainees with long commutes, were too low to cover the actual costs. This was confirmed during the EPE. In the current phase IV, the amounts are being reviewed and, if necessary, increased.

The appraisal and certification fees paid to the TEU were calculated per participant and unit and, at 43.6 GHS per participant and unit, were higher than the fees per unit normally charged by the TEU. CTVET provided a rationale for this, among other things, based on the fact that the transport costs for assessments of school performance in phases I and II were high, as the TEU initially had few staff in the regions. There is now significantly more staff in the regions and the costs per unit were renegotiated and reduced in phase IV.

In addition to the training and certification vouchers, the voucher system also includes remuneration for training coordination by the professional associations for their training-related services. As this is only applied in the FC project, there are no comparative values available. However, the total costs for the professional associations appear to be very high at an average of around EUR 87 per participant in phases I and II compared to the training costs. The above-mentioned external evaluation already recommended that, at least in the case of training discontinuation, the lost income should not only be calculated at the expense of the training institutions, but also proportionally at the expense of the professional associations/training coordination. It would also be advisable to reduce the costs for training coordination services per person and training unit. Associations that have been participating in the project for a long time could benefit from economies of scale as the number of training units increases.

Furthermore, production efficiency is slightly limited by the fact that the Ghanaian government's own contribution, which was earmarked exclusively for training-related costs (training vouchers, examination fees, transport and meal allowances for trainees), was received very late.

Taking into account the high number of beneficiaries and the innovative nature of the project, which necessarily involved high costs for the development and establishment of the voucher system, the production efficiency for both phases therefore is assessed as successful, despite delays in the start and completion of the project.[8]

[8] While Phase I was originally scheduled to be completed in 2015 (after three years) and Phase II at the end of 2021, both phases were not completed until August 2023. In addition, the implementation of Phase I began almost four years later than planned, but this did not result in any project costs. The reasons for the delayed start included: changes in the management of the implementing agency, comprehensive reform of the vocational training system, delays in selecting the consultant and agreeing on the implementation modalities, and a lack of accreditation for educational institutions.

12. Allocation efficiency

At the same time, not all accredited schools have been able to benefit from donor-funded programmes to date and some have incurred accreditation costs even though no students enrolled for the levels. Due to the considerable delays in certification until the end, only a few courses could be funded, particularly at NP II level.

Since the project's legitimate aim was not only to improve the level of qualifications in the informal sector, but also to open up prospects for a transition to the formal sector (especially for trainees), we consider the approach of giving both owners of informal sector MSMEs and their apprentices and employees access to certified further training to be appropriate from the point of view of allocation efficiency. If the funds had been used alternatively, for example, to professionalise informal teaching, this would not have enabled a transition to the formal sector. Since 80% of trainees' education still takes place in the workplace, the pedagogical training of trainers in the workplace was included as an additional component in Phase IV in close cooperation with the German TC.

Holders of MSMEs (MCPs), trainees and employees had to complete the same courses and the full package of training units in order to obtain NP I or NP II certification. In some cases, MCPs would have only needed to complete a selection of training units instead of the full package to achieve the certification level if their prior knowledge had been taken into account. This could have potentially reached more beneficiaries overall and increased allocation efficiency. In order to ensure that continuing vocational training is tailored to individual needs and to avoid repeated learning, vouchers for the assessment of existing skills (*recognition of prior learning* – RPL) have been conceptually included in phase IV, especially for MCPs and employees with professional experience. As with other aspects, it should be recognised here that the project has been and continues to be developed conceptually as experience is gained, but that the introduction of new processes takes time. In Phase II, RPL could therefore only be piloted. Another positive aspect is that the voucher values for MPCs for a training course were different from those for trainees, as only the trainees received transport and meal allowances.

While at the beginning, beneficiaries generally had the option of attending only individual training units, but not qualifying for an NP I or II certificate, this option was abolished during the course of the project due to the high demand for full certification. This meant that fewer beneficiaries could be supported overall, but the proportion of those with certification increased, which we consider appropriate in view of the project's objectives and the associated opportunity to continue training at higher qualification levels.

As demand for education vouchers remains high and waiting lists are long, it is likely that more people could have been reached by focusing on the regions and sectors supported from the outset and refraining from expanding the project regionally and sectorally. This is especially true since the FC project had no funds allocated for the development of CBT training standards or advisory support for training institutions, and the TC shifted its focus to other levels of the TVET system and was therefore provided less support in phase II. As a regional selection would probably be politically difficult, the evaluation considers the chosen approach understandable. However, with the further expansion of the project and limited funds available, a regional and sector-specific distribution key should be considered in order to ensure transparent allocation of funds (see also 'Appropriateness of design'). This was also recommended during the final review but has not yet been implemented.

Without the involvement of professional associations in the selection and support of beneficiaries, it might have been possible to reach more beneficiaries. The WB decided not to involve professional associations in its voucher programme, but this has made it more difficult to recruit beneficiaries. Overall, we assess the allocation efficiency as moderately successful.

Rating summary of efficiency: Phases I and II: successful (2)

Given the innovative nature of the project and the fact that the voucher allocation system is functioning well after initial difficulties, we assess the overall efficiency as fully in line with expectations, despite the high administrative and monitoring costs and the slightly limited allocation efficiency. We also took into account that the system is continuously reviewed and optimised and that there is a political need to roll out the approach nationwide and not limit it to individual regions and training institutions.

Impact

13. Overarching developmental changes

The slightly adjusted impact-level objective within the framework of the EPE was to improve the work, employment and income situation (also in terms of employability) for owners of informal sector MSMEs and their trainees and employees[9] . The

[9] The German DC programme objective at impact level was repeatedly adjusted during the course of the project and, at the time of the PCR and EPE, was as follows: "The framework conditions for private (domestic and foreign) investment and the training, employment and income situation in the Ghanaian private sector, especially among MSMEs, have been improved in the interests of sustainability and inclusive economic development. The FC project contributes to improving the training, employment and income situation at MSMEs, so that the impact indicators also measure a direct contribution to the German DC programme objective at impact level.

achievement of this objective is monitored through regular *tracer studies* (2018-2022, new ones currently in progress) and can be summarised as follows:

The following indicators were used to measure the impact target.

Indicator	Status at time of PA	Target value at EPE (PA)	Actual value at PCR	Actual value at EPE
(1) Beneficiaries confirm that participation in voucher-funded further education has had a positive impact on their work, employment and income situation	0	70	2018: 70 2019: 78.4 2021: 83 2022: 87.7%	Equivalent to PCR, the last *tracer study* from 2022; new one currently in progress Target value achieved
(2) Owners of MSMEs (MCPs) are satisfied with the increased skills of the trained beneficiaries.	0	70	2018: 70 2019: 78.4 2021: 97.5 2022: 96.9%	Equivalent to PCR, the last *tracer study* from 2022; new one currently in progress Target value achieved
(3) Proportion of trainees who find a job corresponding to their training or become self-employed within 6 months of completing their training.	0	No target value available, as it was first determined in the last *tracer study* (2022) as a basis for the follow-up phase	--	90.9 Target value achieved
(4) Proportion of benefitting MCPs who confirm an improvement in their company's competitiveness six months after completing the training.	0	No target value available, as it will be determined for the first time in the last *tracer study* (2022) as a basis for the follow-up phase.	--	44.1 Target value achieved

Table 3*: Impact target achievement*
Source*: Tracer studies 2018–2022* [10]

Based on the follow-up studies, all impact indicators were met or exceeded. It should be noted, however, that the population consisted only of training participants who had completed the training, while those who had dropped out were not taken into account. Therefore, the degree of target achievement in relation to the total number of voucher recipients is likely to be somewhat lower. In addition, no comparison groups without further training could be analysed. This significantly limits the informative value of the newly added indicators 3 and 4 in particular. The target values for the indicators appear appropriate

The improvement in working conditions (**indicator 1**) was measured on the basis of the following five criteria: working hours, work tasks, use of protective equipment, health and safety at work, and income. The highest degree of improvement was achieved in the use of protective equipment and health and safety at work. The improvements in work tasks and income growth were less significant. The appraisal of the change in income was conducted using a simple procedure based on statements (perceptions) made by trained MCPs and their employees. Trainees were not included here, as they do not earn a reliable income during their training. No precise survey of income changes based on objective data was carried out as part of a before-and-after comparison. This would have required much more elaborate survey methods at significantly higher cost. Overall, the proportion of trainees reporting better working conditions was slightly higher than that of MCPs. Despite the debt crisis and challenging economic conditions that are hampering the development opportunities of companies in Ghana, the majority of respondents reported working more, according to the retention study. This could indicate that there is greater demand for their services and products. During the EPE on site, individual beneficiaries reported that, thanks to the training, they are now able to process/manufacture more complex products and have more customers. Others, however, stated that income increases were currently hardly possible due to the difficult economic situation (currency devaluation, high material costs). In the four follow-up studies, a very high proportion of the MCPs surveyed confirmed improved skills among their trained apprentices and employees (**indicator 2**).

Indicators 3 and 4 were surveyed for the first time in the last tracer study in 2022 and serve as a guide for the target values for the subsequent phase IV. Therefore, no target values had been defined. However, as both indicators were surveyed in relation

[10] Tracer study from 2022: population 11,270, of which 800 graduates were interviewed.

to the cohorts of phases I + II and contribute directly to the impact target, they are used as additional indicators for the EPE. The survey questioned training participants who had completed the training at least six months prior to the survey.

With regard to **indicator 3**, according to the tracer study, a significant proportion of the trainees who had undergone further training had either found employment (in some cases not permanent) or become self-employed six months after completing the training. The extent to which the training has benefited their professional situation cannot be conclusively assessed using this indicator. Overall, 12% of respondents were employed in the formal sector and 32% were self-employed. The self-employed often lacked start-up capital for machinery and materials, a regular customer base and sufficient space.

Indicator 4 was assessed on the basis of the following criteria: profit increase, sales growth, product diversification, customer base, access to credit/government support and formalisation of the business. While around 40% of the MCPs surveyed reported higher profits and a larger customer base, a similar number had improved access to credit and were able to diversify their product range. The extent to which this is primarily attributable to the training cannot be assessed on the basis of the tracer studies. For many, the difficult economic situation in the country and ensuring sufficient cash flow remain challenges.

Overall, the indicators point to a positive contribution by the project to improving the target group's work, employment and income situation. However, the tracer studies do not provide reliable evidence, particularly with regard to an improved income situation.

14. Contribution to overarching intended developmental changes

The positive developmental effects of the FC project extend beyond the immediate target group of disadvantaged workers to the entire vocational training sector and its various stakeholders. For example, dual training and the CBT approach were introduced for the first time in Ghana for the informal sector, thereby modernising traditional *apprenticeships* and enhancing their status by offering the opportunity to obtain a certificate.

The large number of newly accredited educational institutions (around 400) since the start of the project also shows that incentives have been created to establish CBT-based training standards, thereby improving the quality of training and aligning it more closely with market needs. Training institutes visited, reported that the voucher project had significantly improved their reputation and market position, which would not have been possible without the project in its current form. Based on our non-representative random sample, this applies in particular to (small) private institutions. The effect appears to be less pronounced in large, state-run institutions, as they generally have significantly more students in traditional training programmes. Overall, the demand-oriented approach promoted competition between vocational training institutions. This is particularly true in urban areas where, unlike in rural areas, students had real choices.

The continuation of the demand-oriented voucher approach by the FC and now also by the World Bank indicates the replicability of the developed system, which is gradually being transferred to the partner structures.

15. Contribution to overarching unintended developmental changes

In addition to improving the quality of teaching and the other overarching (intended) developmental changes mentioned above (see 14.), the project has contributed to the standardisation of vocational education and training in Ghana. According to CTVET, the Ministry of Education and respondents from schools and professional associations, the recognition of CTVET as the leading regulatory authority in the vocational training sector and cooperation between CTVET, ministries, school authorities and economic actors has improved significantly. By supporting CTVET's IT capacities for registration and accreditation, the project has contributed to the standardisation of governance in the vocational education and training sector and, through accreditation fees, to the greater sustainability of CTVET's business processes.

The professional associations involved also confirmed that their reputation and role in the vocational training landscape have improved and that they are now more closely involved in shaping vocational training.

No negative unintended development policy changes were identified.

Rating summary of impact: Phases I and II: successful (2)

Overall, we assess the overarching developmental impacts of both phases as good, fully in line with expectations. The effects extend beyond the levels represented by the impact indicators and are visible throughout the Ghanaian vocational training system. With its vocational training project, the German FC has created incentives for the professionalisation of the sector and established structures that improve the long-term employability of beneficiaries, even if there is no reliable evidence of an immediate improvement in the employment and income situation as a result of the training.

Sustainability

16. Capacities of the beneficiaries and stakeholders

The CTVET has undoubtedly seen its capacities and its role as a regulator strengthened due to the FC project. The operation of the VMS, the sharp increase in the number of accredited training providers and professional associations, the expansion of CBT standards and their continuous improvement, as well as improved management of TVET offerings and an expansion of certification capacities are positive developments.

Institutional structures for implementing voucher programmes and for quality assurance in teaching and voucher use have been established. CTVET is very interested in continuing these but is currently dependent on support from an international consultant. To strengthen sustainability, the VMU has been transferred to CTVET in the current follow-up phase but will continue to be financed by the FC project. By the end of the current follow-up phase, responsibility for the electronic VMS, including all hardware components, is also to be gradually transferred to CTEVT. We consider there to be a high risk that key VMU staff will leave after the expiry of FC (and World Bank) funding or that CTVET will no longer be able to finance them.

The participating training institutes (and professional associations) have expanded their capacities, particularly in the area of competence-based training (CBT) and the fulfilment of accreditation requirements, and their interest in adapting to demand and continuously improving the quality of teaching is evident. However, the ability to offer high-quality CBT in the long term depends on the continuous training and further education of trainers, some of whom had to be temporarily hired externally for the voucher project. In this regard, it must be ensured that mechanisms for regular teacher training and the provision of relevant technology are established and can be financed beyond the end of the funding period. The institutions will retain *ownership* as long as funding via vouchers or other sources remains attractive. If voucher funding is discontinued and there is no adequate replacement, the incentive to invest in CBT could disappear. This applies in particular to the NP I and NP II training levels funded by the project, for which students do not usually enrol outside of voucher programmes.

Twelve training institutes that provided further training to participants from the voucher project in phases I or II have since had to cease operations or have ended their cooperation with the voucher project. All voucher-funded courses and certifications were completed beforehand. The closure of the institutes is not directly related to the FC project, but it shows that smaller private schools in particular are finding it difficult financially to maintain their training operations, meet the requirements for CBT training and, if necessary, obtain (re)certification if they do not have secure, externally financed income. Covid-19-related loss of income due to prolonged school closures has exacerbated the situation.

Among the target group, especially trainees, there is a clear interest in improving their skills and acquiring formal qualifications, and demand for voucher-based continuing education remains high. The individual opportunity to maintain and further develop the skills acquired depends, among other things, on their application in everyday work. Institutional support from professional associations can help to promote knowledge transfer and the establishment of *best practices*, even if the opportunities to apply what has been learned are sometimes limited by inadequate equipment in the workplace (see also "2. Alignment with the needs and capacities of those affected").

The key challenge for continuing the voucher approach as a tool for skills development in the informal sector, including the digital VMS, lies in long-term financing that extends beyond project cycles. In addition to the voucher costs, the operating and maintenance costs of the VMS and the accreditation database (continuous software updates, data and cyber security, qualified IT staff, etc.) as well as the staffing costs for monitoring and certification would also have to be taken into account. Experience in other countries shows that initially externally financed digital systems quickly become obsolete or even fall into disuse after the end of the project due to a lack of national budgeting for maintenance and further development. In addition, the efficiency of the VMS depends on the data discipline and corruption resistance of its users, aspects that go beyond mere technical functionality and could suffer without close monitoring. Without a clear and binding national financing plan that covers the operating costs of CTVET for hardware and processes, established quality standards (including in the area of certification and accreditation) could fall below current levels and undermine the effects achieved in terms of professionalising the sector. Financial sustainability is therefore dependent on political priority and financial allocations in a challenging national budget.

During a visit by the German Federal President in November 2025, the Ghanaian government announced the establishment of a TVET fund. The extent to which this fund will contribute to the sustainability of skilled worker development in the informal sector cannot be assessed yet. Without a strategy for gradual takeover or (partial) financing by national funds and the development of a model of sustainable financing, this is not guaranteed. The success of the FC project could lead to growing demand for similar interventions and increase pressure to establish a long-term solution. So far, financing has been dependent on FC and the World Bank. Considerations regarding the establishment of a vocational training fund (TVET Fund), to channel both donor funding, funds from the private sector as well as budgetary allocations from the Ghanaian government, could be a positive sign for sustainability but it is yet to early to assess. With the support of the FC, the establishment of a vocational training fund is currently in the conceptual phase. However, even with a vocational training fund, it can be assumed that dependence on external financing will continue for the foreseeable future.

17. Contribution to supporting sustainability of capacities

The two phases of the FC project have supported sustainability in capacity building at different levels. The VMS has been established as a modern, web-based, digital platform that is continuously being developed, can be rolled out nationwide and is to be gradually transferred in its entirety to CTVET. The FC project has sustainably strengthened the CVTET's capacity to act and its reputation, as well as its cooperation with professional associations and training institutes. By supporting the human and IT capacities of CTVET for registration and accreditation and of TEU for the certification of qualifications, the project has also contributed significantly to the harmonisation of governance and standardisation in the Ghanaian vocational training sector. The full-cost models for various occupational groups developed as part of the project have made a decisive contribution to cost transparency in the sector and have also had a structural effect.

The further development of the project in subsequent phases, with elements such as *recognition of prior learning* and *workplace training*, as well as the development of a concept for a vocational training fund, also contributes to sustainability.

The project has created incentives for training institutes to seek regular accreditation. The financing of expansion investments from voucher revenues, the recruitment of qualified teachers and the monitoring of teaching have helped to enhance their reputation and competitiveness, improve the quality of teaching and strengthen cooperation with the business community through professional associations.

Finally, the project has helped the target group to improve their career opportunities in a sustainable manner and gain access to higher education options and the formal sector, while individual MCPs have seen their companies become more competitive.

18. Durability of impacts over time

The employability of the voucher beneficiaries has been fundamentally and permanently improved by the project and the resulting expansion of their skills. Whether this has also improved the income situation of SME owners in particular and whether this improvement is sustainable cannot be reliably assessed in view of the challenging economic conditions (high inflation, currency devaluation, inadequate technical equipment in businesses, etc.) and the lack of evidence (see also '13. Overarching (intended) developmental changes').).

The very positive gender impacts were achieved in the two phases evaluated by increasing demand for and support of training courses with traditionally high proportions of women (see also under "effectiveness"). If the voucher approach is expanded nationwide and new, traditionally male-dominated occupational fields are promoted more strongly, it can be assumed that the proportion of women will decline, even if the promotion of women continues to be emphasised.

The sustainability of the positive effects for training providers (e.g. improved reputation and performance, CBT training courses) depends, among other things, on the availability of qualified teachers (and their continuous training) as well as on financial resources for teachers, for the maintenance of equipment and buildings, for training materials and regular accreditation. The expansions of buildings and equipment on the level of the training institutes visited, financed by voucher revenues, were all in good condition and were generally also used by students without voucher funding. In the long term, the market relevance and quality of the trainings will depend on the financial resources of the training institutes and their links to industry, which can vary greatly depending on their location and sponsorship (private/state/church). Discussions with various stakeholders indicate that demand for CBT courses without voucher funding is declining, as students are usually unwilling or unable to bear the costs. This could affect the quality of the provision of CBT courses in the long term.

The systemic effects induced by the project (standardisation of quality standards, competition between training institutes, strengthening of CTVET as a regulator, strengthening of professional associations, cost calculation differentiated by occupational group, etc.) are likely to be sustainable. However, due to chronic bottlenecks in Ghana's education budget (in 2023, only around 5% of the education budget was allocated to TVET), the reliable application of the standards will continue to depend on donor support.

Summary appraisal of sustainability: Phases I and II: moderately successful (3)

It can be assumed that the voucher recipients' newly acquired skills have permanently improved their access to higher vocational qualifications and their basic employability, even if this does not always go hand in hand with higher potential income. At the level of training providers, given the risks outlined above, it cannot be ruled out that the positive effects achieved will decline without external voucher funding but will remain positive. The same applies to the professional associations. The role of CTVET in the vocational training landscape has been permanently strengthened by sector reforms and the support of the project. The financial sustainability of the structures that have been established, which are currently dependent on donor funding, remains critical. It is unrealistic to expect the Ghanaian government to cover the full costs of a voucher system for the informal sector due to budget constraints and competing priorities, and CTVET's own revenues are insufficient. It remains to be seen whether a long-term financing mechanism for the target group involving various stakeholders (e.g. within the framework of a national vocational training fund) can be established as part of Ghana's vocational training strategy and achieve political consensus. From today's perspective, the sustainability of the project overall is assessed as moderately successful.

Overall rating: Phases I and II: successful (2)

Overall, both phases of the FC project were successful. The innovative, demand-oriented financing mechanism for vocational training was in line with Ghana's vocational training strategy and adequately addressed the lack of labour market-oriented vocational training opportunities for workers in the informal sector and their associated limited employability. The project design was continuously and sensibly adapted to the needs of the participants and the changing framework conditions during the course of the project implementation. There was coherence with other measures in the sector and the project supported the efforts of the partner CTVET. Overall, it was possible to establish a well-functioning voucher system that enabled a sizeable target group to receive labour market-relevant continuing vocational training within the national TVET qualifications framework. This enables the target group to access higher qualification levels and has had a positive impact on their employability, even if this does not always lead to higher earning potential and the target figures for NP II level certification could not be fully achieved. Considering its innovative nature, the voucher system was established and implemented at a reasonable cost. In addition to its positive effects on the target group, it has made a significant contribution to the formalisation, standardisation and quality improvement of vocational training in Ghana. In view of budget constraints in Ghana, there is a risk that the voucher system will not be continued in its established form once external funding expires and that demand for high-quality CBT and thus also its supply will decline.

Contribution to Agenda 2030

In macroeconomic terms, the project has had a positive socio-economic impact and contributed to reducing the shortage of skilled workers for the Ghanaian economy, within the limits of the funding available.

The project's objectives were in line with the objectives of the Agenda 2030. By improving equal access to affordable, high-quality and formally recognised vocational education and training, and thereby increasing the number of people with relevant skills for employment, decent work and entrepreneurship, it contributed directly to SDG 4 (access to quality education). Indirectly, it is also likely to have contributed to sustainability in economic growth, productivity and decent work (SDG 8). By creating an important basis for higher incomes for socially disadvantaged and poor people, the project also contributed to SDG 1 (poverty reduction) and, through the promotion of continuing vocational training for women, to SDG 5 (gender equality) and SDG 10 (reduced inequalities).

While neither positive nor negative environmental impacts can be demonstrated in phases I and II evaluated here, and units on environmental and climate protection (with the exception of careful and efficient use of materials) were not yet systematically anchored in the curricula according to the schools visited, there are increasing efforts in Ghana to anchor environmental aspects as a cross-cutting theme in the curricula and thus promote the interaction between economic, social and environmental development. The expansion of environmentally friendly vocational training is an explicit goal of the government and part of Ghana's TVET strategy (see also "5. Internal coherence"). In the current follow-up phase of the voucher project, the aim is therefore to expand to include "green industries".

Both phases of the project were designed, implemented and further developed at and with CTVET and are integrated into Ghana's national development framework for vocational education and training. Their content was coordinated with other donors in the field of vocational education and training (see also ‘External coherence’) and implemented with the close involvement of the various stakeholders in the vocational education and training sector, including the private sector. They are therefore in line with the central principles of the 2030 Agenda on universal applicability, shared responsibility and accountability.

As described under "Relevance" and "Effectiveness", the project has placed a specific focus on socially disadvantaged groups in line with the principle *of leaving no one behind*, with a focus on the informal sector and, in some cases, particularly disadvantaged regions. Data on the women reached and the regional distribution of beneficiaries was reviewed as part of the evaluation.

Methodology

Evaluation methodology

The ex-post evaluation follows the methodology of a rapid appraisal, i.e. a data-based, qualitative contribution analysis, and represents an expert opinion. The project's impacts are attributed on the basis of plausibility considerations based on a careful analysis of documents, data, facts and impressions. Where possible, this also includes the use of digital data sources and modern techniques (e.g. satellite data, online surveys, geocoding). The causes of any contradictory information are investigated, attempts are made to resolve them, and the appraisal is based on statements that are confirmed by several sources of information (triangulation), where possible.

The analysis of the effects is based on assumed causal relationships, documented in the impact matrix developed during the project appraisal and updated during the ex-post evaluation, if necessary. The evaluation report sets out arguments as to why certain influencing factors were identified for the effects observed and why the project under review probably made a certain contribution (contribution analysis). The context of the development measure is taken into account in terms of its influence on the results. The conclusions are put into relation to the availability and quality of the data basis. An evaluation concept serves as the reference framework for the evaluation.

The method offers a balanced cost-benefit ratio for project evaluations, on average, with a balance between knowledge gain and evaluation effort, and allows for a systematic appraisal of the effectiveness of FC projects across all project evaluations. Individual ex-post evaluations cannot therefore meet the requirements of a scientific assessment in the sense of a clear causal analysis.

The main objective of the evaluations (knowledge interest) is to measure impacts, provide accountability, promote transparency and enable institutional learning.

Type of evaluation:

Project visit

Key questions of the evaluation according to the evaluation design:

- To what extent has the demand-based voucher approach also promoted the supply side with regard to sustainability?
- Do trainees who did not participate in the voucher project also benefit from the improved supply?
- How relevant and attractive were the training opportunities for the target group? (Employment prospects, work and income situation, opportunity costs, relevance of training content)
- Did the vouchers go to the right people and were the voucher values and the costs and effort involved in distribution appropriate?
- How sustainable is the voucher approach?

Non-public (internal) documents

Internal project documents, political strategy papers from the partner government, context, country and sector analyses, *tracer* studies, comparable project evaluations

List of public sources

FAKT Consult for Management, Training and Technologies (2021): Review Financial Cooperation Module Phase I & II of the Ghana TVET Voucher Project

EIU Viewpoint (2025): https://viewpoint.eiu.com/data/results?searchId=07aa1349-8a2c-469f-8a40-d29833dbd1e7 (growth)

EIU Viewpoint (2025): https://viewpoint.eiu.com/data/results?searchId=fff7ccf8-10c9-4992-9226-1d00bbc3b829 (inflation)

EIU Viewpoint (2025): One-click report: Ghana (20 August 2025) - https://viewpoint.eiu.com/analysis/geography/XN/GH/reports/one-click-report

Planco Consulting, Tracer Study No. 1-4 – Evaluation of GTVP Project Objective Indicators

Planco Consulting (2011) – TVET Voucher Programme Ghana – Programme Design and Feasibility Study for Demand-Oriented TVET Financing

UNDP (2024): Global Multidimensional Poverty Index 2024 - https://hdr.undp.org/system/files/documents/hdp-document/mpireport2024en.pdf

Data sources and analysis tools

On-site data collection, monitoring data from the partner and consultant, GPS data, semi-structured questionnaires and interviews (not representative), *tracer studies*

Project sites visited

In order to examine the results of the project, the following comparative scenarios were considered: private vs. public training providers, training providers from female-dominated professions vs. training providers from male-dominated professions, training providers who benefited from the project vs. training providers who did not benefit from the project, owners of SMEs vs. trainees vs. employees, people who received vouchers vs. people who have not (yet) used vouchers.

Volta and Greater Accra regions:

Training providers: Al-Ahad Technical and Vocational Training Centre, Second Image International Skills College, Ho Technical University, D-She Network of Women in Growth, St. Theresa's Centre for the Physically Challenged, Pentecost Vocational Training Institute;

Comparative location: HS Kreation Fashion and Design Limited; professional associations: Progressive Electronics Technicians associations (Petag-Volta); Ghana Hairdressers and Beauticians Association (Ghaba)

The locations were selected based on their size and logistics. The random sample of training providers/locations visited was approximately 5%, corresponding to 6 out of 122 locations.

Interview partners and modality (in person, virtual/by telephone, in writing)

Project executing agency (CTVET) and recipients, selected professional associations (management, members) and private and state training providers (management, teachers), consultants, target group (MCPs, trainees and employees), GIZ, other donors (World Bank)

The following aspects limited the evaluation

No insight into the financial situation of the training providers and the target group, insufficient data on dropout rates, differing information on the number of participating training institutes and professional associations, and partly contradictory figures on the target group.

Assessment methodology

A six-point scale is used to assess the project according to OECD DAC criteria, with the exception of the sustainability criterion. The scale values are as follows:

Level 1 Very successful: results significantly above expectations

Level 2 Successful: results fully in line with expectations, without significant shortcomings

Level 3 Limited success: results below expectations, but positive results predominate

Level 4 rather unsuccessful: significantly below expectations and negative results dominate despite recognisable positive results

Level 5 predominantly unsuccessful: despite some positive partial results, the negative results clearly dominate

Level 6 Completely unsuccessful: the project is useless or the situation has deteriorated

The overall rating on the six-point scale is based on a project-specific rationale for the weighting of the six individual criteria. Levels 1–3 of the overall rating indicate a ‘successful’ project, while levels 4–6 indicate an ‘unsuccessful’ project. It should be noted that a project can generally only be classified as "successful" in terms of development policy if both the achievement of objectives at the outcome level (effectiveness) and impact level, as well as sustainability, are appraised at least as "moderately successful" (level 3).

The annex to this report is available upon request (German only).

Imprint

Responsible: Evaluation Department of KfW Development Bank

FZ-Evaluierung@kfw.de

KfW Bankengruppe
Palmengartenstraße 5-9
60325 Frankfurt am Main, Germany