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ANALYTICAL REPORT ON THE CONSULTATIVE MONITORING AND EVALUATION FRAMEWORK FOR INVOLVING EMPLOYERS, WORKERS AND OTHER STAKEHOLDERS IN TEVET PROGRAMMES IN MALAWI

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Analytical Report on the Consultative Monitoring and Evaluation Framework for Involving Employers, Workers and other Stakeholders in TEVET Programmes in Malawi.

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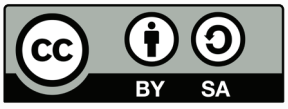

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Acronyms and Abbreviations

AU	African Union
CBET	Competence-Based Education and Training
CSO	Civil Society Organization
ECAM	Employers Consultative Association of Malawi
ELCAM	Electrical Contractors Association of Malawi
ILO	International Labour Organization
MCCCI	Malawi Confederation of Chambers of Commerce and Industry
MCTU	Malawi Congress of Trade Unions
MGDS	Malawi Growth and Development Strategy
M&E	Monitoring and Evaluation
MoEST	Ministry of Education, Science and Technology
MoFEPD	Ministry of Finance, Economic Planning and Development
MoITT	Ministry of Industry, Trade and Tourism
MoLYSMD	Ministry of Labour, Youth, Sports and Manpower Development
LMIS	Labour Market Information System
NSO	National Statistical Office
NSS	National Statistical System
PPP	Public–Private Partnership
RPL	Recognition of Prior Learning
STEP	Skills and Technical Education Programme
STED	Skills for Trade and Economic Diversification
TEVET	Technical, Entrepreneurial and Vocational Education and Training
TMIS	TEVET Management Information System
TEVETA	Technical, Entrepreneurial and Vocational Education and Training Authority
UNESCO	United Nations Educational, Scientific and Cultural Organization

Executive Summary

This analytical report presents the findings of a study on the views and participation of the private sector and other stakeholders in the technical, entrepreneurial and vocational education and training (TEVET) monitoring and evaluation (M&E) system in Malawi, which was carried out with support from UNESCO through the European Union-funded Skills and Technical Education Programme (STEP). The report is based on the study, which examined the existing monitoring and evaluation arrangements, and the strengths, weaknesses, effectiveness, efficiency and transparency of the existing TEVET M&E arrangements in the country. The outcomes have been used to propose a new consultative framework, involving employers, workers and other stakeholders from both the public and private sectors, in the M&E of TEVET programmes in Malawi. The study used a number of tools including key informant interviews, focus group discussions and review of relevant documents to analyse the existing situation and propose a M&E framework and systems that could encourage and promote private-sector participation in the monitoring of TEVET in the country.

The study revealed that the country lacks a participatory M&E framework that allows private-sector and other stakeholders to participate in the M&E of TEVET programmes. Because of this lack of a participatory framework, the country faces a situation where there is a mismatch between the range of TEVET programmes provided by training institutions and the needs of industry. While there are a number of existing M&E frameworks in the country, most of them are tailored to the needs of particular organizations and are in line with the organization's strategic plans. While the private sector is able to forecast its skills needs, the TEVET providers lag behind in engaging the private sector to explore future skill needs. Though the country has a national M&E framework which helps to track the implementation of the national development agenda, as articulated in the *Malawi Growth and Development Strategy (MGDS)*, its focus on tracking progress in TEVET as the engine of economic growth is weak. Hence the report proposes options that could ensure that industry and all the other stakeholders participate effectively in the M&E of TEVET programmes in Malawi.

The report recognizes that developing and implementing a consultative M&E framework for private-sector participation in TEVET can be complex, but it is necessary considering that private-sector organizations are profit-oriented and their interest is in maximizing returns for their shareholders. However, in order to make the TEVET sector in Malawi more responsive to the needs of industry, the importance of involving industry in policy formulation, governance, priority-setting, labour demand forecasting, design of curricula and delivery of TEVET programmes, skills standard setting and quality assurance, funding, on-the-job training, apprenticeship and M&E cannot be overemphasized. In order to ensure that this is achieved, the study makes a number of recommendations, including the following:

- There is need for capacity-building of all the stakeholders involved in tracking the progress of TEVET programmes in Malawi, including those that take place in work-based learning environments. Development partners, industry, training institutions and the Ministry of Labour, Youth, Sports and Manpower Development (MoLYSMD) play an important role in ensuring that all those involved in using the framework are capable of doing so effectively.
- There is a need for the MoLYSMD and the Ministry of Industry, Trade and Tourism (MoITT), in collaboration with the Malawi Confederation of Chambers of Commerce and Industry (MCCCI), to develop a strong TEVET coordination and partnership framework in order to promote private-sector participation in the M&E of TEVET. Having a strong coordination and partnership framework will improve and strengthen both training providers and industry in matching skills demand and supply. This can be achieved through the establishment and operationalization of a national TEVET sector working group and technical working groups at national, regional and district levels.
- Without adequate data systems it is difficult to involve the various stakeholders, in particular those from industry, in TEVET M&E. MoLYSMD is urged to speed up the process of rolling out a labour market information system (LMIS) and TEVET management information system (TMIS).

1. Background and introduction

1.1. Introduction

This is an analytical report on the proposed consultative monitoring and evaluation (M&E) framework involving employers, workers and other stakeholders in technical, entrepreneurial and vocational education and training (TEVET) programmes in Malawi. The report is based on the views of private-sector and other stakeholders, and on examination of the strengths and weaknesses, effectiveness, efficiency and transparency of the existing M&E system for TEVET programmes in the country. The report has been produced with support from UNESCO through the European Union-funded Skills and Technical Education Programme (STEP).

1.2. Background

The TEVET sector in Malawi is very diverse, and covers both formal and non-formal learning. TEVET takes place in a wide range of settings, including schools, public and private vocational centres and institutes, higher education institutions, and workplaces in both the formal and informal sectors of the economy. The private sector, as the engine of economic growth in the country, has a particular interest in the TEVET sector. There are however many longstanding problems which affect the effective participation of the private sector in TEVET. Not least among these is the lack of a robust consultative M&E system. It is against this background that UNESCO, with support from STEP, is supporting the Malawi Government through the Ministry of Labour, Youth, Sports and Manpower Development (MoLYSMD) to develop a consultative M&E framework involving all stakeholders including the private sector. Among other objectives, STEP is supporting the expansion and improvement of equitable and gender-balanced TEVET in Malawi.

The project is designed to help the government to improve access to TEVET, review the qualifications system, update curricula, review the governance and management of the TEVET system, and better train TEVET teachers and trainers. Currently, M&E of vocational and technical education in Malawi is primarily conducted by the Technical, Entrepreneurial and Vocational Education and Training Authority (TEVETA). However, MoLYSMD is involved in M&E of the infrastructure of TEVET institutions, with a particular focus on public TEVET institutions. Private-sector participation in TEVET programmes is minimal and peripheral. Very often the private sector has complained about the quality of TEVET in the country, since the system does not fully support, and address the needs of, industry as the engine of economic growth. It is against this background that UNESCO through STEP commissioned a study to examine the existing private-sector TEVET M&E systems and propose a consultative system which will involve the participation of the private sector and other stakeholders in monitoring TEVET programmes in Malawi.

2. Approach and methodology

Producing this analytical report involved a number of steps, outlined below.

2.1 Literature review

A number of relevant documents were reviewed, including the TEVET M&E systems currently being used by various stakeholders; strategies, policies and legal frameworks; progress reports and other reports. Among the many documents reviewed were the *Malawi National Education Sector Plan 2008–2017* (Malawi, 2008), *Malawi Growth and Development Strategy (MGDS)* (Malawi, 2017), *TEVETA 2013–2018 Monitoring and Evaluation Framework* (TEVETA, 2013), *TEVET Policy* (Malawi, 2013), TEVETA Act 1999, and the *TEVETA 2013–2018 Strategic Plan* (TEVETA, 2012). This process also involved reviewing various regional and global reports and documents.

2.2. Stakeholder analysis and consultation

This process involved identifying various stakeholders to be consulted during the assignment, holding discussions with the identified stakeholders, and presenting the proposed M&E framework to stakeholders during a consultative workshop which was attended by representatives from industry, TEVET providers, employers, labour unions, government and others. The individuals consulted (see **Annex 7**) included representatives of TEVET providers, industry, employer bodies, associations, workers, students and apprentices in both formal and non-formal TEVET sectors, as well as representatives of development partners who have an interest in the TEVET sector.

2.3. Data analysis and report writing

After the stakeholder consultations, the information collected was systematically collated and analysed. The data from key informant interviews and focus group discussions was cleaned and summarized in order to clarify how it related to the objectives of the assignment. The final report was produced after stakeholder presentations and comments.

A number of reports have been produced that draw on the analysed data, in line with the terms of reference. This analytical report is the final one to be published.

3. Private-sector and other stakeholder observations on TEVET in Malawi

3.1. The private sector and the TEVET system in Malawi

In 2011 the Public–Private Partnership Act came into force. It is intended to promote and regulate public–private partnerships (PPP) in Malawi. Through the Act, the country has witnessed the privatization of many companies such as the Grain and Milling Company of Malawi, Malawi Dairy Industry, RAIPLY Malawi Limited, National Building Society, and Air Malawi. The aim of this was to create increased private-sector participation in the country. Recently the government approved a proposal that academic institutions such as the University of Malawi, Mzuzu University and Lilongwe University of Malawi enter into a PPP arrangement with private-sector partners to construct hostels for students under the Build and Operate Arrangement. This arrangement has allowed more industries to participate in the running of various companies in the country.

In order to achieve the aspirations of the PPP Act, a variety of skills are required, and these call for TEVET. The private sector is contributing to the growth in TEVET by participating in designing and implementing programmes. It also helps to finance the TEVET sector through a TEVET levy. The continued engagement of the private sector with TEVET in Malawi is essential in order for the country to achieve its national development agenda. The need for the participation of the private sector in TEVET has also been echoed in *MGDS III* (Malawi, 2017), the National Export Strategy, and various sectoral policies including those for labour and employment, export, industry, tourism and agriculture. All these sectors require skilled workers, and they see the private sector as the driver of TEVET provision. The private sector's role in TEVET is not only in terms of training provision, but also in a range of other areas such as policy formulation, priority-setting, labour demand forecasting, design of curricula and delivery of TEVET programmes, skills standard-setting and quality assurance, funding, on-the-job training, apprenticeship, M&E and of course employment of TEVET graduates. Hence there are a broad array of areas in which industry needs to engage with TEVET, including partnerships in the development of national TEVET strategies, training provision and apprenticeships.

There is a strong need for private-sector involvement to ensure that TEVET provision is responsive to its needs. The common reason advanced for the involvement of the private sector is the need to ensure successful labour market outcomes. TEVET provision must be aligned to the skills demands of today and tomorrow so that its graduates have the skills required for their quick absorption into the world of work. Representatives of industry revealed that they are able to forecast human resource needs and skill demands, and it is important to

ensure that this information is used in developing the TEVET system. Involving industry would also strengthen training institutions. Partnerships with industry can boost the opportunities for students to obtain relevant work experience and discover what skills are actually required in the labour market.

Industry is more than a partner in the TEVET system. The aim is for it to play a major role in setting occupational and competency standards. However developing a successful consultative M&E framework depends on the design, the TEVET regulatory framework, and the capacity of TEVET institutions to oversee and enforce their contracts and partnerships.

3.2. Governance and management of TEVET programmes

TEVETA is mandated through the TEVET Act to regulate all the TEVET activities in the country. It is responsible for registering TEVET providers and accrediting the TEVET programmes they deliver. Currently there are about fifty-five registered institutions that provide TEVET. These include seven national technical colleges, four of which – Soche, Nasawa, Salima and Lilongwe – are government managed with no private-sector involvement. The other three – Namitete, Mzuzu and Livingstonia – are grant-aided national colleges, jointly governed and managed by the government and their owners.

The remaining grant-aided technical colleges have their own management boards, which usually comprise representatives from the church (many are church-sponsored), the education secretary of the church, MoLYSMD representatives (from the headquarters and region), the TEVETA service centre, industry, parents, a member of parliament or ward councillor, and the college principal, who act as the secretary. However, at central level MoLYSMD, with support from TEVETA, oversees the governance and management of all the technical colleges, including the national technical colleges, community technical colleges and private technical colleges. The newly constructed community technical colleges have been designed to have management committees at national, district and community level, but industry is not involved. According to MoLYSMD, the governance structure of these colleges is expected to involve a number of stakeholders including representatives of TEVETA, the Employers Consultative Association of Malawi (ECAM) and Malawi Congress of Trade Unions (MCTU), as well as community representatives and civil society organizations (CSOs), but in practice this is not the case.

Although the government recognizes the importance of private-sector involvement in TEVET, as articulated in *MGDS III*, in practice private-sector engagement in TEVET governance and management is weak, and has not extended much beyond the private-sector companies that act as training providers, financing through the TEVET levy, and the employment of TEVET graduates. There are a range of relevant private-sector associations in Malawi, such as the Malawi Building and Civil Engineering Contractors and Allied Trade Association (MABCATA) (an association of building contractors), the Engineers Association, the Surveyors Institute, and the Employers Consultative Association of Malawi (ELCAM), but they have not become fully involved in the whole TEVET system. Commercial involvement in the monitoring of policy and strategy implementation is considered not adequate.

3.3. Design and delivery of TEVET programmes

TEVET reforms throughout the world are driven by a strong need to ensure that training provision is responsive to and relevant for labour market and industry needs. Developing strong links with industry in the process of designing and delivering TEVET programmes is therefore very important. It cannot be over-emphasized how necessary it is to forge closer links with industry at both national and training provider levels, and across a wide range of activities, including identification of training gaps, curriculum design, standard-setting and placement of apprentices – indeed the entire spectrum of the TEVET system.

The *Skills for Trade and Economic Diversification (STED)* report of 2016 (ILO, 2016) revealed a complete mismatch between the skills for which TEVET providers are training people, and the needs of the economy. These two must be aligned in order to achieve effectively the aspirations of the National Export Policy and Strategy and the socio-economic development of the country. The Malawi Labour Force Survey (NSO,

2013) presents the national occupational structure in Malawi, breaking it down into managers, professionals, technical and associate professionals, critical support workers, service and sales workers, skilled agricultural, forestry and fishery workers, craft and related trade workers, plant and machinery operators and assemblers, and elementary occupations. The *STED report* (ILO, 2016) agreed that there are significant skills shortages – that is, both shortages in the number of trained individuals, and failings in the quality and range of skills they possess – to the extent that industry encounters difficulties in filling important positions with qualified workers. The *National Export Strategy* observes that the availability of appropriate technical and vocational skills could play a pivotal role in increasing Malawi's productivity and competitiveness, but there is currently limited access to technical and entrepreneurial skills. This acts as a binding constraint on the ability of the country to increase the productivity particularly of small and medium-sized enterprises. In addition, probably because of their limited involvement in the design and delivery of TEVET, commercial organizations seem not fully satisfied with the qualifications of TEVET graduates.

3.4. Recognition of prior learning (RPL)

Recognition of prior learning means the comparison of the previous learning and experience of a learner, regardless of how it has been obtained, with the learning outcomes required for a specified qualification. If the individual has the required skills and experience, they then receive the qualification. The government recognizes that RPL is critical to the development of an equitable education and training system in Malawi. However, a clear policy and guidelines need to be developed to facilitate implementation of RPL across the education and training sector. Efforts have been made by the government to produce guidelines for RPL, but the process is seriously overdue and the guidelines are taking too long to materialize. The guidelines are intended to meet the needs of all the stakeholders, including industry, employers, all TEVET providers and most importantly, the main beneficiaries of the process, the learners. The guidelines are expected to clearly outline a number of principles in the development and execution of RPL, including the following:

- Learning occurs in all kinds of situations – formally, informally and non-formally.
- Measurement of learning takes place against specific learning outcomes required for a specific qualification.
- Credits are awarded for such learning if it meets the requirements of the qualification.

RPL requires identifying what the candidate knows and can do; matching the candidate's skills, knowledge and experience to specific standards and the associated assessment criteria of a qualification; assessing the candidate against those standards; and crediting the candidate for skills, knowledge and experience built up through formal, informal and non-formal learning that occurred in the past. Whereas RPL in educational contexts requires the alignment of prior learning with learning outcomes and programme content, RPL in industry and workplaces is dependent on different variables: for example, robust social partner approaches to industrial relations and collective bargaining. RPL in workplaces needs to connect to industry classification systems and benchmarks, skills bands, pay scales, and industry or company-specific in-house training, as well as articulating the learning outcomes of education programmes and associated qualifications where possible. However, RPL is not well developed in the country because many organizations have not formalized their operations through certification. Often individuals without any formal qualifications are employed in lower-level jobs, and their progression to senior positions in the industry is limited because of this lack. RPL guidelines could enable their skills to be recognized and promote their advancement.

3.5. TEVET curriculum design

TEVETA indicated that there is some involvement of industry in designing training curricula, through TEVET advisory groups. However, the *Skills Scoping Study* (Chimpololo, 2014) and the International Labour Organization (ILO) (2016) revealed that the training institutions are not training enough graduates to meet the needs and demands of industry. Those who have been trained do not usually have adequate skills to perform in the available skilled jobs, so companies invest considerable financial resources in retraining them. Industry representatives indicated that they believe the problem might derive from the way the training curriculum is designed and delivered. If industry involvement in the design of training curricula works well, then the problem

must be not at this point, but in how the training programmes are delivered at TEVET provider level. The industry representatives agreed that there are no adequate data systems to facilitate effective participation in M&E of how the training programmes are being delivered.

Currently the TEVET Qualifications Framework outlines the certification levels that are acknowledged in Malawi. The framework allows for TEVET training up to diploma level, but currently the system ends at Level 3, with the Advanced TEVET certificate. The diploma level has not generally been rolled out, although a single diploma programme is operational, for automobile mechanics (AMM). This is being championed by the TEVET Improvement project with support from the World Bank.

Currently graduates from the TEVET sector acquire either the Malawi TEVET certificate or the Malawi Craft and/or National Trade Test. Some companies, such as Illovo, do not recognize the Malawi TEVET certificate, although they do value the National Trade Test qualification. This is because the Malawi TEVET certificate is considered theoretical and not practically oriented. This is an unsatisfactory situation, and forces trainees to try to obtain a combination of the three types of certificate in order to increase their chances of employment. Some people are questioning why the TEVET providers in Malawi provides courses leading to different types of certificate at broadly the same level. MoLYSMD has recognized the problem, and the harmonized curriculum introduced in January 2017 has taken elements from the Malawi Craft, National Trade Test and Malawi TEVET certificate, in defining the requirements for a new certificate. This new curriculum is being rolled out in a phased approach from 2017 to 2019, beginning with Level 1.

3.6. Standards of TEVET programmes

The number of TEVET players in Malawi is continuing to increase. This calls for effective coordination and participation in the setting of standards, in particular for the various TEVET programmes. Apart from the increased number of TEVET players, a number of programmes and projects are being implemented by various stakeholders including TEVETA, the government, development partners and CSOs, to the extent that there could be some duplication of effort. Industry respondents claimed that currently, although TEVETA is trying to strengthen coordination in the TEVET sector, there is a lack of coordination. This is limiting the participation of industry and other players in the effective M&E of TEVET programmes.

The participation of industry in setting the standards for TEVET programmes is critical in order to ensure that the TEVET graduates meet their needs and demands. However, the weak coordination between industry and TEVET providers, and the lack of an explicit reporting and coordination mechanism that can integrate reports from industry and TEVET providers, means that this is not working well. The weak coordination in the sector makes it difficult for the various players to use the various mechanisms that do exist efficiently. It is difficult to monitor efforts by various stakeholders to participate effectively in setting standards, monitoring and reporting. Effective coordination in the sector would lead to improved monitoring and reporting, and minimize the risks of duplication, while ensuring that industry requirements receive much-needed attention and coverage from TEVET providers.

TEVETA realizes the challenges facing the TEVET sector, and is in the process of setting up a system of TEVET sector working groups in order to strengthen and promote coordination in the programming and implementation of TEVET programmes. It is expected that the working groups will be established at all levels – national, regional and district – to ensure that all stakeholders can participate. TEVETA's objectives for this framework include to map and identify all the stakeholders in the sector; identify focal areas for coordination with the various stakeholders; and establish stronger partnerships and synergies with the identified stakeholders. The mapping of the various stakeholders, their roles and responsibilities in the TEVET sector, will ensure effective regulation, promotion and facilitation of TEVET by TEVETA, and at the same time strengthen the participation of all stakeholders, in particular industry, in setting standards for TEVET programmes. The TEVET sector working group, as the overall TEVET policy monitoring and coordinating structure, will be supported by a number of technical sector working groups, which will be responsible for formal apprenticeship; informal sector training; curriculum design and development; entrepreneurship and technical training; and

research, monitoring and evaluation. The introduction of these working groups is expected to strengthen the participation of the private sector in design, implementation, M&E and reporting in the TEVET sector.

3.7. TEVET apprenticeship

Employer involvement in apprenticeships and learnerships is a significant contribution that industry is making to the financing of the TEVET programmes in addition to the levy contribution. The apprenticeship programme demands that trainees complete classroom-based as well as on-the-job modules. A tracer study conducted by TEVETA (2017a) revealed that 97 per cent of the apprentices who had taken TEVET programmes such as administrative studies, automobile mechanics, bricklaying, carpentry and joinery, fabrication and welding, fashion arts and beauty, general fitting, woodwork machining, motorcycle mechanics, tailoring and fashion design, vehicle body repairing and refining, had been attached to companies. This tracer study only focused on TEVETA-sponsored trainees, and did not cover the many other trainees who received TEVET training elsewhere. The tracer study reported that 3 per cent of trainees, especially those working towards Malawi Craft or National Trade Test certificates, had not had an industry attachment, because these certificates do not require this. During attachment, each apprentice has a log book which is signed by the assigned supervisor. However the system is not robust enough to allow for effective supervision of the apprentices.

In spite of this 97 per cent statistic, representatives of the training institutions complained that employers are not providing sufficient places and time for all apprentices who would benefit from attachments. It should be borne in mind that training institutions recruit both generic (government sponsored) and parallel[1] students, and that the statistic applies only to the former. This shortage of attachment places is owing in part to the current economic downturn. Companies are anxious to maximize their profits, and reluctant to commit to activity that might threaten profit margins. Although they are willing to recruit individuals who will make an useful contribution, they expressed concerns that, for example, apprentices might damage their equipment.

In addition, some industry representatives indicated that their companies lack adequate equipment to provide training for the revised curricula. A further problem is the evident disparity in the way apprentices are treated and the learning opportunities they receive. Sometimes the attitude of the apprentices also affects industry willingness to offer apprenticeships.

In addition to the structured learning opportunities presented by apprenticeships and learnerships, some companies offer less structured types of placement. The difficulties in implementing apprenticeships are sometimes perceived to be a result of the weak engagement and interaction between training institutions and industry. The TEVET institutions believe the government should make it compulsory for employers to provide attachments for TEVET trainees. For instance, through the National Construction Industry Council (NCIC), the government could to make it mandatory for companies in the construction sector to provide places in addition to paying the construction levy.

Although TEVETA's increased engagement with industry has secured an adequate number of apprenticeship places for government-sponsored students, there remains the problem of non-sponsored students. One reason for the disparity is that TEVETA pays allowances to government-sponsored apprentices. However, a number of the stakeholders interviewed questioned the sustainability of TEVETA's allowance system. The majority of non-sponsored students, who fail to obtain attachments, are unable to graduate under the competency-based education and training (CBET) system, in which attachments are a requirement. A tracer study by TEVETA (2017a) also revealed that the 93 per cent of the formal apprentices who received attachments obtained them for a period ranging from 4 to 12 months, while the CBET system requires 24 months of attachment during the three-year course duration. When students fail to obtain sufficient attachment, they are unable to graduate, and as well as affecting the future of these individuals, this leads to a waste of resources in the form of subsidies to private institutions and grants to public institutions. The efficiency and effectiveness of the programmes would be much enhanced if it was possible to ensure that all students received the required attachments.

1 Non-sponsored students.

The country has a number of registered rural TEVET providers. However companies are involved in providing apprenticeships for their students to a very limited extent, if at all. Private-sector involvement in TEVET apprenticeships is far more limited in rural areas than in urban centres. In rural areas, most apprenticeship training takes place through informal employers: for example, relatives might take on an apprentice for a short period of time, after which they are released and left to start their own (informal) business. This is very common in trades such as carpentry, welding and bricklaying. TEVETA is trying to engage with such informal TEVET providers, but its overall engagement with employers in the informal economy has tended to be limited.

3.8. The TEVET quality assurance system

TEVET reforms in the country have been driven by, among other objectives, the need to improve the quality of TEVET provision. However, the reforms have focused largely on strengthening the governance of quality and quality assurance systems. Improving the quality of TEVET requires more than implementing a quality assurance system. Among the challenges that industry representatives cited as affecting the quality of TEVET in Malawi are the availability and capacity of teaching and instructional staff, availability of learning resources, work placement capacity, and infrastructure and resource levels at TEVET provider institutions. Another long-term complaint is that TEVET graduates do not have the type and level of skills that are needed in the job market. Some felt that the delivery of TEVET is becoming more theoretical than practical, and this was thought to be an undesirable trend.

The weak coordination in the TEVET sector is hindering further improvement of TEVET standards. The quality assurance process for the TEVET sector is still fragmented and uncoordinated, although TEVETA indicates that it is making great strides to ensure this issue is addressed.

TEVETA's efforts to improve and ensure quality in the TEVET system have included:

- registration of TEVET providers against quality criteria
- monitoring and inspecting TEVET providers' adherence to registration requirements
- registering TEVET trainers
- setting standards for TEVET trainers
- accreditation of providers to deliver TEVET qualifications and programmes
- approving training courses
- assessment and certification
- quality assurance of assessment and certification

Illovo is a private-sector registered TEVET provider, and it carries out some of these quality assurance practices specifically for its employees. It considers itself to have a robust TEVET quality assurance system.

Even though MoLYSMD and TEVETA are responsible for quality assurance of TEVET, there are many private providers whose TEVET provision is unregulated. Some economic sectors do not have occupational standards or any national curriculum for TEVET. Some unregistered TEVET providers issue certificates without external quality assurance, and programmes offered for the same occupation by different providers vary in terms of duration, content, assessment and certification. Some TEVET providers offer courses that are not registered or accredited by the government or TEVETA, and sometimes their trainers do not meet the qualification standards for a TEVET trainer. This compromises the confidence that employers have in the TEVET system, and their satisfaction with its graduates. In certain instances TEVETA has threatened to close, or even has closed, TEVET providers because of their failure to meet quality standards. These institutions have inadequate infrastructure, insufficiently trained staff, a lack of learning materials, and so on.

With support from the World Bank, TEVETA is implementing a programme whose objectives include strengthening institutional performance. This programme particularly focuses on improving the capacity for quality assurance in the TEVET system, increasing access to training, and broadening the range of market-oriented skills programmes. Its many activities include training of master craftspeople; supplying equipment and training staff in selected institutions offering informal-sector training in rural areas; developing curricula

for short skills-upgrading programmes in selected training institutions that offer skills training in rural areas; and providing equipment and upgrading staff capacity in selected institutions offering technician-level programmes. It is expected that through this programme quality assurance in the TEVET system will improve.

3.9. TEVET management information system (TMIS)

Stakeholders agreed that the country needs a TMIS. However, no system has yet been rolled out by government. The lack of systematic collection and aggregation of data presents a critical challenge for monitoring the status and performance of the TEVET system, and the participation of the private sector in particular. Some statistical information on TEVET is available at national level . Data sets tend to come from different sources or agencies, which use different systems and methods. The participation of the private sector in collecting, analysing and reporting on TEVET data is very limited. Illovo and some similar companies have elaborate tracking systems, but the majority do not, and their representatives indicated that they lacked the time and resources to track progress in TEVET. Again, the data that are available are aligned to each organization's needs and requirements, and are generally incompatible with each other. The *STED report* by the ILO (2016) revealed that national data on key indicators such as total enrolment in both formal and informal TEVET, the full number of providers and number of staff are not readily available for the sector as a whole. The tracer study conducted by TEVETA (2017a) focused on the formal TEVET system only, and did not cover the informal TEVET system. Most of the TEVET data that are available concern public TEVET providers, and very little information is available from the private and informal sector.

Even less data is disaggregated by gender and age, and overall these information deficiencies make it a big challenge to report on the TEVET sector's performance against national priorities. Private-sector representatives indicated that a common understanding of the TEVET system is required, and that a TMIS that covers the whole sector is necessary. Poor data, non-aggregation of data from the public providers, and lack of systems at provider level for collating data measured, are some of the challenges that affect the involvement of the private sector in the M&E of TEVET in the country.

Without a robust TEVET monitoring and information system, it becomes difficult to support sector-wide forecasting. MoLYSMD realizes the situation, and is in the process of developing a TMIS. A prototype has already been developed and should soon be ready for testing. It is expected that the private sector's role in data collection, analysis and reporting will be elaborated once the TMIS is in operation.

With support from UNESCO through STEP, a training session was recently organized on TMIS. Representatives of TEVET providers, government and other stakeholders attended. The introduction of the TMIS will help the TEVET providers and government collect, analyse and report on TEVET. The TMIS is expected to help managers from government, industry and TEVET institutions to plan and make policy decisions.

3.10. Labour market information system (LMIS)

Information on the labour market is collected and analysed through the Labour Division of MoLYSMD and the National Statistical Office (NSO). The Labour Division uses an LMIS which collects and analyses information related to employment and the workforce. Its goal is to help industry make informed plans, choices and decisions for a variety of purposes, including business investment, career planning and preparation, education and training offerings, job search opportunities, hiring, and public or private workforce investment. Without a comprehensive TMIS, the labour market information in the country is not complete. Though the government and the NSO provide statistical information on the labour market, it is still a big challenge to determine how the skills available in the labour market fit with the diversified needs of the economy.

4. Proposed consultative M&E framework

Despite the increased number of TEVET players in the country there is not currently a robust consultative private-sector monitoring framework for TEVET programmes. One is essential, to integrate reporting from industry and TEVET providers. The lack of an M&E framework makes it difficult for the private sector to

participate effectively in the TEVET sector. Developing a consultative M&E framework will enhance coordination, improve monitoring and reporting, and minimize the risks of duplication, while ensuring that the labour market requirements for skills receive much needed attention and coverage from TEVET providers. The intention for this framework is therefore to ensure effective participation of the private sector in the M&E of TEVET programmes in Malawi.

4.1. Thematic areas for the proposed M&E framework

The proposed consultative M&E framework focuses on four key result areas, summarized below.

4.1.1. Governance and management

TEVET requires relevant and effective governance and management systems in order to be responsive to the needs of industry. The need to promote PPPs in TEVET provision cannot be overemphasized. This may necessitate a review of the TEVET Act so that issues on vocational training and PPP policies are taken on board. There is also a need to make TEVET institutions autonomous and adaptable to the economic environment. Therefore, in order to achieve these objectives and realize strategic outcomes in TEVET, there is need for a more encompassing approach to reforming the management and governance of TEVET institutions.

4.1.2. Quality and relevance of skills

There are increasing concerns from industry about the dwindling skill levels of artisans and technicians joining the labour force. Institutions providing TEVET are not producing sufficiently skilled graduates, so they must improve on their delivery. Improvements that could be made include the adaptation of technologies to local needs, industry-centred approaches to course development, and adaptation of international instructional materials to local needs. It is essential to build strong partnerships between employers and training providers in order to match skills provision to the needs of enterprises. The M&E framework needs to help the sector measure the extent to which TEVET is responsive to labour market needs and requirements. The relevance of TEVET can be ascertained by looking at how the programmes and outcomes of TEVET are linked to the labour market. As the STED report (ILO, 2016) showed, TEVET programmes and outcomes in Malawi are not directly linked to market demands. By looking at the relevance of TEVET, the framework reflects the assumption that the primary and key role of TEVET is to raise skills levels and to help them match skills needs at all levels in today's complex and changing labour markets.

Quality and innovation is one of the broadest policy areas in education and training, and at the same time it is a domain with some of the most difficult challenges. High quality and innovation mean that the education and training received by students is relevant to the needs of both companies and the self-employed. It should result in graduates who are ready for employment. Quality can easily be measured by the graduates' employability and their employers' satisfaction, or the satisfaction of those who are self-employed. There is need therefore to raise the profile of quality and relevance of TEVET to meet the demands of the labour market, industry and the economy. An important step in developing, implementing, monitoring, evaluating and reporting on the relevance of TEVET is to define a clear set of indicators to be collected and analysed.

4.1.3. Access and equity in TEVET programmes

The strategic objectives of TEVET include the expansion of equitable access to enable both young people who have completed their schooling and those whose schooling has been lacking to benefit. Another core objective is to meet labour market demands as a response to the evolving economy. Often the indicators measuring access and participation cover only formal TEVET, and no indicators monitor TEVET in all its multiple settings, including workplace and community-based TEVET programmes. In order to develop a robust and consultative M&E framework it is important to start with an analysis and mapping of all the TEVET programmes available in the country.

There is a growing emphasis placed on creating a qualifications framework that will enable TEVET graduates to progress to tertiary education. Industry representatives suggested that the policy challenge is to find an acceptable mechanism for managing the educational transition effectively which balances the interests of the various stakeholders (students, TEVET institutions, government and industry). According to UNESCO (2013) the effectiveness of the transition can easily be measured from several different perspectives. First, from the perspective of students, effectiveness means that TEVET will lead to opportunities to progress in the education system (for example to post-secondary or tertiary education) or beyond (in terms of opportunities on the labour market). From the industrial and government perspective, a successful transition means a fair and efficient process that yields outcomes that serve socio-economic needs within affordable limits. This necessitates the expansion and rehabilitation of infrastructure in technical training institutions so that more in- and out-of-school young people benefit.

4.1.4. Research and innovation

Research and innovation is one of the broadest areas in education and training, and at the same time it is a domain with some of the most difficult challenges. Improving the quality of TEVET in any country has to be backed by research and innovation. The development of TEVET policy depends on good data, and the analytic and research capacity to make use of the data and conduct evaluations of policy and policy reform. Such a foundation is essential to ensure that a strong evidence base can guide policy and shape the types of training programme offered by TEVET providers.

Representatives of industry claimed that the research activities being conducted in Malawi are not coordinated on a national level, and the data that they collect are not integrated into national datasets. There is a gap between the various research activities and the way they are perceived at national level by industry. This indicates that steps need to be taken to increase the dissemination of information to key players, particular those from the private sector. Currently there is a shortage of research into the gap between the supply of and demand for skills. Malawi does not currently work to forecast which skills will be in demand in the future labour force. Rather, current studies by the NSO produce indicators of supply and demand only on the basis of the present situation.

Malawi is faced with a situation where there is no systematic way of conducting empirical quantitative and qualitative research, or collecting data concerning all relevant aspects of TEVET, in keeping with international research standards. This must change if the country is to have a systematic way of continuously establishing the costs and benefits of TEVET, monitoring the qualifications of teachers and trainers, confirming qualification requirements, updating training regulations, and so on.

One way to remedy the lack of research into TEVET would be to institute a research and innovation working group to focus on this issue. Among its responsibilities should be the overall coordination of research regarding TEVET. It could be argued that the data and research results that do exist are not adequately used in the decision-making process. This issue too could be resolved if research findings were presented regularly during technical working group meetings and joint sector review meetings.

More research and innovation needs to be promoted to ensure that the TEVET system has an up-to date knowledge base in order to be responsive to the changing needs and demands of industry.

There is also a need to strengthen the participation of industry in research and innovation in the TEVET sector, to make it more responsive to industry requirements. Strengthening research and innovation should also improve the quality of training provision. Industry needs to be involved in analysing the problem and finding out whether training provision will help to resolve the challenges that are faced by companies and their employees. In order to ensure quality and innovation in TEVET provision, industry needs to be involved in defining the objectives of research and training, and how they will help present and future employees become more effective. This will encourage industry and other stakeholders to fully participate in M&E in TEVET, since TEVET provision should help meet their needs in line with their business direction.

4.2. Proposed consultative monitoring and evaluation framework

Objective	Output	Target	Baseline	Means of verification	Assumption/risks
Result Area 1: Governance and management					
Outcome: Improved governance and management of TEVET programmes by 2022					
To harmonize governance and management of public TEVET institutions	Semi-autonomous public technical colleges	100%	0	Annual progress reports by MoLYSMD	Willingness of MoLYSMD and willingness of stakeholders
To strengthen coordination in TEVET programmes	High-level TEVET coordination framework developed and functional	1	0	Biannual interministerial committee meeting reports	Willingness of the ministries
	National TEVET sector technical working groups established	4	0	National and technical working group reports by MoLYSMD MoITT and MCCCI	Commitment of the stakeholders
	TEVET multi-stakeholder forums organized	16	3	Progress reports by MoLYSMD, MCCCI and ECAM	Availability of resources
	National TEVET joint sector review meetings organized	1	0	Progress reports and annual reports by MoLYSMD, MCCCI and ECAM	Availability of resources
	TEVET policy reviewed to promote PPP in TEVET	1	0	Progress reports by MoLYSMD	Interest of industry and government

Objective	Output	Target	Baseline	Means of verification	Assumption/risks
Result area 2: Quality and relevance in TEVET					
Outcome: Increased productivity in the industrial sector by 2022					
To enhance the provision of relevant and appropriate skills via TEVET	Demand and supply of skills linkages established	1	0	Annual LMIS reports by MoLYSMD	Political will
	Collaboration between stakeholders in curriculum design and delivery of TEVET programmes established	1	0	Annual progress reports by MoLYSMD	Interest of stakeholders
	Private-sector involvement in the assessment of TEVET graduates promoted	4	0	Quarterly progress reports by MoLYSMD and MCCCI	Willingness of industry to participate in the assessments
	Collaboration between the private sector and TEVET providers strengthened	1	0	Annual progress reports by TEVET providers, TEVETA and MCCCI	Willingness of industry
	Demand-driven TEVET programmes delivered by TEVET providers	55	0	Training needs assessment reports and copies of course outlines by the TEVET providers	Interest of the TEVET providers

Objective	Output	Target	Baseline	Means of verification	Assumption/risks
Result area 3: Access, equity and participation in TEVET programmes					
Outcome: Increased opportunities for all deserving groups of people (including females and the marginalized) are created in TEVET programmes by 2022					
	Conducive environment for all deserving young people regardless of their status to access TEVET provided	80%	40%	Enrolment registers and annual progress reports by TEVET providers	Availability of adequate infrastructure and space in TEVET institutions
	Student industrial attachments and apprenticeships increased	100%	30%	Annual progress reports by MCCCI and TEVET providers	Willingness of industry
	Participation in TEVET programme by all including people with physical challenges	100%	30%	Enrolment registers and annual progress reports by TEVET providers	Availability of adequate infrastructure and space in TEVET institutions
	Formal and informal TEVET assessment and certification system harmonized	1	0	Copies of a harmonized TEVET assessment and certification framework by TEVETA	Interest and availability of resources
	National TEVET qualification framework developed	1	1	Approved national TEVET framework by TEVETA and MoLYSMD	Availability of financial and human resources
	National TEVET assessment and certification body established	1	1	Progress report by TEVETA and MoLYSMD	Political will

Objective	Output	Target	Baseline	Means of verification	Assumption/risks
Result area 4: Research and innovation					
Outcome: TEVET system is more responsive to the needs of industry by 2022					
	TEVET institutions receiving research and innovation support from the industry increased	70%	10%	Research reports and annual reports by TEVET providers	Willingness of industry
	Research in TEVET sector increased	60%	10%	Research reports, annual reports by MoLYSMD, TEVET providers and MCCCI	Willingness of industry
	Participation of industry in applied research and innovation promoted	70%	10%	Published research reports by industry	Willingness of industry
	Research and innovation among TEVET institutions promoted	70%	10%	Published research reports by TEVET institutions	Interest of TEVET institutions

4.3. Key assumptions and risks for the M&E framework

The key assumptions and risks associated with the formalization and use of the M&E framework include:

- Increased participation of the private sector in the governance and management of public TEVET institutions assumes that the government, in particular MoLYSMD, will be willing to devolve its functions and make public TEVET institutions autonomous, with their own governance and management structures, so the government focuses on quality assurance and strengthening coordination of TEVET programme implementation.
- Organizing multistakeholder forums and joint sector reviews requires a lot of financial resources. If MoLYSMD lacks adequate financial resources, it will be difficult to organize regular multistakeholder forums on TEVET. This can only be achieved if MoLYSMD in collaboration with its stakeholders mainstreams the joint sector review and multistakeholder forums in the annual budgeting processes.
- Much as TEVET providers want to be constantly responsive to industry skills needs, the major limiting factor is the availability of adequate financial resources to enable the TEVET institutions to conduct regular training needs assessments and tracer studies.
- Currently the demand for TEVET is high but the biggest limitation is the availability of adequate teaching and learning materials and infrastructure. These must be increased in order to increase the opportunities for all deserving groups of people to access TEVET. Promoting PPP arrangements is one way of obtaining funds and thus increasing capacity and access to TEVET.
- The government has already created a National Council for High Education (NCHE) in addition to the Malawi National Examination Board (MANED). Both are government-supported institutions. Establishing a national TEVET assessment and certification body will depend on the political will to establish another government-funded TEVET institution.

4.4. Proposed TEVET performance M&E plan

Result level indicators	Baseline	Target	Data collection method	Data sources	Frequency of data collection	Means of verification
Result Area 1: Governance and management						
IR 1.1 Harmonized governance and management of public TEVET institutions						
1.1.1 TEVET policy reviewed	1	1	Interviews with relevant officials	MoLYSMD/TEVETA	Biannual	Annual reports from MoLYSMD and TEVETA
1.1.2 Percentage of public TEVET institutions with semi-autonomous governance and management structures	0	100	Interviews with relevant officials	MoLYSMD/TEVETA	Biannual	Biannual reports from MoLYSMD and TEVETA
IR 1.2 Strengthen coordination in TEVET						
1.2.1 Number of interministerial committee meetings on TEVET organized	4	4	Interviews with relevant officials	MoLYSMD	Quarterly	Quarterly updates and minutes of meetings
1.2.2 National TEVET sector working group established	0	1	Interviews with relevant officials	MoLYSMD /TEVETA/ MCCCI/ECAM	Quarterly	Quarterly updates and reports
1.2.3 National TEVET technical working groups established	0	4	Interviews with relevant officials	MoLYSMD /MCCCI/ECAM	Quarterly	Quarterly updates and reports
1.2.4 Number of national TEVET forums organized	0	16	Interviews with relevant officials	MoLYSMD /TEVETA/ MCCCI/ECAM	Quarterly	Quarterly updates and annual reports
1.2.5 Number of national TEVET joint sector reviews organized	0	1	Interviews with relevant officials	MoLYSMD /TEVETA/ MCCCI/ECAM	Annual	Annual reports

Result level indicators	Baseline	Target	Data collection method	Data sources	Frequency of data collection	Means of verification
Result Area 2: Quality and Relevance in TEVET						
IR 2.1 Enrolment in TEVET programmes increased						
2.1.1 LMIS operationalized	0	1	Interviews with relevant officials	MoLYSMD /TEVETA/ MCCCI/ECAM/MoITT/ NSO	Annual	Assessment reports
IR 2.2 National TEVET qualification framework operationalized						
2.2.1 National TEVET qualification framework developed	0	1	Interviews with relevant officials	TEVETA/TEVET Providers/ MoLYSMD /MCCCI/ECAM	Annual	Annual reports
2.2.2 National TEVET assessment and certification body established	0	1	Interviews with relevant officials	TEVET providers	Biannual	Assessment reports
IR 2.3 Participation of industry and employers in TEVET curriculum design and assessment promoted						
2.3.1 Percentage of industries and employers participating in TEVET curriculum design and assessment increased	10%	100%	Surveys	TEVETA/TEVET providers/ MoLYSMD /MCCCI/ECAM	Annual	Annual reports/ quarterly updates
2.3.2 Percentage of student attachment and apprenticeship increased	30%	100%	Tracer studies	TEVETA/TEVET providers/ MoLYSMD /MCCCI	Annual	Assessment reports
Result Area 3: Access and equity in TEVET						
3.1.1 Percentage of females, vulnerable and marginalized groups accessing TEVET	20%	100%	Surveys	TEVETA/TEVET providers/ MoLYSMD /NSO/Ministry of Education, Science and Technology (MoEST)	Annual	Survey reports

Result level indicators	Baseline	Target	Data collection method	Data sources	Frequency of data collection	Means of verification
3.1.2 Percentage of learners from informal TEVET training provision acquiring formal qualification	20%	100%	Surveys	TEVETA/TEVET Providers/ MoLYSMD /NSO/MoEST	Annual	Survey reports
3.1. Percentage of learners from informal training joining formal training based on RPL	0	70%	Surveys	TEVETA/TEVET Providers/ MoLYSMD/NSO	Annual	Survey reports
3.1.4 Percentage of primary and secondary schools providing TEVET	15%	100%	Surveys	TEVETA/TEVET Providers/ MoLYSMD/NSO/MoEST	Annual	Survey reports
Result Area 4: Research and innovation						
IR 4.1 The TEVET system producing relevant skilled graduates for the labour market						
4.1.1 Percentage of industries and employers providing financial support for research and innovation activities to TEVET training institutions	10%	70%	Surveys	MCCCI/TEVETA/ MoLYSMD/TEVET Providers	Annual	Assessment reports
4.1.2 Percentage of industries and employers participating in adaptive research on TEVET development in the country	10%	70%	Surveys	MCCCI/TEVETA/ TEVET providers/ MoLYSMD	Annual	Assessment reports
4.1.3 Percentage of TEVET providers involved in research and innovation	10	100	Surveys	TEVETA/ MoLYSMD	Annual	Assessment reports
4.1.4 Number of peer-reviewed publications produced by TEVET providers	10	50	Journals, surveys	MCCCI/TEVETA/	Annual	TMIS

4.5. TEVET M&E indicator tracking tool

Result level/indicators		Baseline	2018	2019	2020	2021	2022
Result Area 1: Governance and management							
IR 1.1 Harmonized governance and management of public TEVET institutions							
	1.1.1 TEVET policy reviewed	1					
	1.1.2 Percentage of public TEVET institutions with semi-autonomous governance and management structures	0					
IR 1.2 Strengthen coordination in TEVET							
	1.2.1 Number of interministerial committee meetings on TEVET organized	0					
	1.2.2 National TEVET sector working group established	0					
	1.2.3 National TEVET technical working groups established	0					
	1.2.4 Number of national TEVET forums organized	0					
	1.2.5 Number of national TEVET joint sector reviews organized	0					
Result Area 2: Quality and Relevance in TEVET							
IR 2.1 Enrolment in TEVET programmes increased							
	2.1.1 LMIS operationalized	0					
IR 2.2 National TEVET qualification framework operationalized							

Result level/indicators		Baseline	2018	2019	2020	2021	2022
	2.2.1 National TEVET qualification framework developed	0					
	2.2.2 National TEVET assessment and certification body established	0					
IR 2.3 Participation of the industry and employers in TEVET curriculum design and assessment promoted							
	2.3.1 Percentage of industries and employers participating in TEVET curriculum design and assessment increased	10%					
	2.3.2 Percentage of student attachment and apprenticeship increased	30%					
Result Area 3: Access and equity in TEVET							
	3.1.1 Percentage of females, vulnerable and marginalized groups accessing TEVET	25%					
	3.1.2 Percentage of learners from informal TEVET training provision acquiring formal qualification	0					
	3.1.3 Percentage of learners from informal training joining formal training based on RPL	0					
	3.1.4 Percentage of primary and secondary schools providing TEVET	15%					
Result Area 4: Research and innovation							
IR 4.1 The TEVET system produces adequate and relevant skilled graduates for the labour market							
	4.1.1 Percentage of industries and employers providing financial support for research and innovation activities to TEVET training institutions	10%					
	4.1.2 Percentage of industries and employers participating in adaptive research on TEVET development in the country	10%					
	4.1.3 Percentage of TEVET providers involved in research and innovation	10%					
	4.1.4 Number of publications by TEVET providers	10					

4.6. Result classification: progress towards the implementation of each result area

Following data collection, it is expected that analysis will consist of the following steps.

1. For each indicator, progress toward the benchmark will be classified and scored.
2. Various levels of aggregation can be derived based on this. For example, the score of all indicators under each intermediate result area (IR) will be summed, and divided by the number of indicators under each IR.
3. Each IR will be displayed under four categories: GREEN for intermediate result score between 75 and 100 per cent (of the maximum score), YELLOW for those who score between 50 and 74 per cent, ORANGE between 25 and 49 per cent, and RED for those below 25 per cent.

Implementation status of the declaration	Score of the IR
	75–100%
	50–74%
	25–49%
	<25%

Therefore, if not much has been implemented under a particular result area, the report would show it under the RED category for that IR. As mechanisms are being put in place and the system moves towards implementation, it will receive more points and start moving up the ladder till it becomes GREEN. Disaggregating at this level will allow comparison of areas in which each intermediate result area is doing well or not making progress, and identification of intermediate result areas that are doing well that can be used as good practice examples for lesson-sharing and decision-making. This scoring can be done at national, regional and district levels.

5. Operationalizing the consultative TEVET M&E framework and system

In line with MGDS III, the country has a national M&E Master Plan (which forms part of MGDS III) which outlines the main framework for monitoring development policies and programmes in the country. The M&E system is a multi-layered system from national and sectoral down to district level. The Ministry of Finance, Economic Planning and Development (MoFEPD) is the M&E Secretariat which assesses progress and approves ministerial programme documents. The secretariat develops guidelines for formulation of programmes, as well as guidelines and formats for M&E and reporting. All ministries and departments implementing public-sector investment programmes have sectoral M&E systems managed by their planning units. These ministries monitor their annual programmes and report to MoFEPD on a quarterly basis through sectoral M&E working groups.

At district level, the districts have M&E officers who are tasked to monitor and evaluate all projects in their respective councils. Local data is collected through district offices that report to their line ministries and district executive committees (DECs). Periodic evaluations in contrast are based on specialized evaluation studies and surveys mostly conducted by NSO and the wider National Statistical System (NSS).

Using the already existing framework the TEVET national working group can facilitate organization of TEVET joint sector reviews similar to those routinely produced by sectors such as education, HIV and AIDS, agriculture, health, and water, sanitation and health (WASH). Through the framework, it will help to map and identify all the stakeholders in the sector; identify focal areas for strengthening M&E and coordination with the various stakeholders; and establish stronger partnerships and help build synergies among the private-sector players in TEVET programmes (among other things). At the national level the TEVET sector working group has

the overall responsibility of linking to the national TEVET policy coordinating structures. The national TEVET sector monitoring body can be supported by the technical working groups which will be responsible for policy and programming, apprenticeship, informal sector training, curriculum development, financing and research, knowledge management and other issues. The introduction of the sector and technical working groups would not only strengthen private-sector participation in TEVET programmes but also improve coordination in the implementation, monitoring, evaluation and reporting of TEVET programmes at both national and district levels.

Through the national M&E technical working group, MoFEPD supported by MoLYSMD needs to provide an enabling policy framework to allow establishment of the TEVET monitoring framework. The government through MoLYSMD should assist in developing terms of reference for the operationalization of the national TEVET sector working group and technical working groups. The work of the technical working groups will feed into the national TEVET working group.

Two options are possible for effective participation of industry in the M&E of TEVET programmes.

First, industry could participate in TEVET M&E through national associations such as MCCCI, ECA and MCTU. One advantage with this option is that it could lead to increased ownership of the recommendations by all stakeholders, both industry and government, since the recommendations will be viewed as being derived from joint stakeholder observations and deliberations.

Second, industry could set up a parallel structure to monitor and evaluate the TEVET sector, again through associations such as MCCCI, ECAM and MCTU. Having an all-industry technical working group would give industry more freedom and advantage to lobby and push TEVET providers and the government to produce quality TEVET graduates that meet their needs and demands. However this will depend on the political will and interest of the government to listen to industry demands. The government might be selective in responding to the issues and recommendations.

In each of the options, the methods of operation of the TEVET monitoring technical working groups are expected to be stipulated in the terms of reference, including the reporting and information-dissemination arrangements. In the initial phase the development partners are expected to support the operationalization of the national TEVET M&E technical working groups, but later industry and all the other stakeholders should develop their own mechanisms for sustaining the activities of the groups. These can be mainstreamed at both national and district levels to ensure effective participation of all stakeholders.

6. Conclusions and recommendations

6.1. Conclusions

Currently Malawi has no robust private-sector consultative M&E framework. However, in order to make the TEVET sector responsive to industry needs, the private sector must be involved in the M&E of TEVET programmes. This is crucial considering that the private sector is the engine of economic growth. Strong private-sector involvement in M&E of TEVET programmes has significant benefits to participating organizations, especially in the areas of knowledge and technology transfers. Strong involvement of the private sector will help strengthen tracking of progress and facilitate the sharing of information and knowledge among TEVET providers and industry. The complexity of the economic environment in the country, the speed of business, demand for skilled people and relevant programme offerings mean that TEVET programmes need to be aligned with the demands and needs of industry. This can never be achieved without an effective and consultative M&E framework which involves the private sector, industry and all other stakeholders. Successful and sustainable private-sector involvement in the M&E of TEVET programmes will require capacity-building, time, and agreeing on appropriate national, regional and district indicators for tracking progress in the TEVET sector.

6.2. Recommendations

Developing and implementing a consultative M&E framework for private-sector participation in TEVET can be complex, but it is necessary. Corporations are profit-oriented, and their interest is to maximize returns for their shareholders. However if the TEVET sector in Malawi is to be responsive to the needs of industry, then the involvement of industry in policy formulation, governance, priority-setting, labour demand forecasting, curriculum design and delivery of TEVET programmes, skills standard-setting and quality assurance, funding, on-the-job training, apprenticeship and M&E cannot be overemphasized. To effectively achieve this the following recommendations are offered.

- For the proposed framework to be effective, there is need for capacity-building for all the stakeholders involved in tracking the progress of TEVET programmes in the country. Development partners, industry, training institutions and MoLYSMD have the biggest role in ensuring that all those involved in using the framework have the capability to do so.
- There is need for MoLYSMD and MoITT in collaboration with MCCCI to develop a strong TEVET coordination and partnership framework in order to promote private-sector participation in the M&E of TEVET. Having a strong coordination and partnership framework will improve and strengthen the sector. It will make it possible to coordinate different mechanisms and to effectively use the efforts by various stakeholders, in particular industry. This should reduce the risk of duplication while ensuring that priority needs of industry get the attention they deserve. Developing a strong TEVET coordination and partnership framework will help strengthen dialogue and collaboration between policy-makers, industry and training institutions, with a view to enhancing needs-based skills development in the country. This can be achieved through the establishment and operationalization of the national TEVET sector working group and technical working groups.
- Once the national TEVET sector working group and technical working groups are established, there will be a need to organize regular joint TEVET sector review forums.
- It is difficult to involve the various stakeholders, and industry in particular, in TEVET M&E without adequate data systems. MoLYSMD should therefore speed up the process of rolling out the LMIS and TMIS.

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Annexes

7. List of people consulted

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Funded by the European Union and partially implemented by UNESCO in collaboration with the Government of Malawi, the Skills and Technical Education Programme (STEP) is dedicated to reinforcing Technical, Entrepreneurial and Vocational Education and Training (TEVET) in Malawi. The programme will run from 2016-2020 and aims to improve TEVET at post-secondary level with focus on equal access to enrolment, with particular focus on female learners; improving quality in the sector; and establishment of clear governance structures.

The STEP Research Series presents the highlights of the research undertaken by the programme.

The findings of the Gender and Inclusion Analysis of the TEVET System is the third research report in the STEP research series.

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