



ILO - EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Office

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List of Acronyms

ASEAN	Association of South East Asian Nations
AVE	Agency for Vocational Education (Kyrgyzstan)
CIS	Commonwealth of Independent States
CO	Country Office
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DACUM	Developing a Curriculum
DWCP	Decent Work Country Program
DWT	Decent Work Team
ESS	Enterprise Skills Survey (Tajikistan)
ILO	International Labour Organization
NPC	National Project Coordinator
OECD	Organization for Economic Cooperation and Development
PAC	Project Advisory Committee
STED	Skills for Trade and Economic Diversification
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
SMART	Specific, Measurable, Achievable, Relevant, Time-bound

The views expressed are those of the evaluator and do not necessarily represent those of the ILO or the governments of the target countries.

Executive Summary

About the Project

The “Applying the G20 Training Strategy” project is the first technical cooperation project between the Russian Federation and the ILO. The project operated in five countries – Armenia, Tajikistan, Kyrgyzstan, Vietnam and Jordan. By applying the policy and program “building blocks” set out in the G20 Training Strategy, the project aimed to improve the delivery of employer demand-led training in the formal technical and vocational education and training systems (TVET). As part of the project, ILO’s Skills for Trade and Economic Diversification (STED) methodology would be applied in some countries. In addition, the Moscow School of Management SKOLKOVO would develop and test new development tools. The total budget allocated to the project was \$US 8 million to be expended over three years to the end of November 2015.

The project document sets out a three-level hierarchy of objectives:

- *Overall objective:* “to develop the capabilities of each country to improve their training delivery systems, extend better training to those who need it most, and thereby contribute to each country’s competitiveness and economic growth.”
- *Development objective:* “to strengthen skills development systems so as to improve employability, promote access to employment opportunities and increase incomes of women and men for inclusive and sustainable growth.”
- *Immediate objectives:* “(1) Improved capacity of TVET institutions and management in the selected target countries to deliver quality training; (2) Training programs in the target countries anticipate and meet skills needed for trade and economic diversification; (3) New TVET development tools and methodologies are created and tested in the selected target countries by the ILO in cooperation with international technical experts with participation of Russian experts and institutions.”

About the Evaluation

This final project evaluation was conducted from 1 September to 2 October 2015. Its purpose was to indicate to the ILO and its partners the extent to which the project has achieved its aims and objectives and to determine the relevance, impact, effectiveness, efficiency and sustainability of project outcomes. The evaluation covered all five project locations over the full three-year period of its operation. Evaluation clients were the ILO, the donor (the Russian Ministry of Finance), the implementing agent (SKOLKOVO), project staff, tripartite constituents and project beneficiaries.

A lead international consultant (Tony Powers) coordinated the overall conduct of the evaluation, interviewed stakeholders in Russia, Jordan and Tajikistan, and wrote the Evaluation Report. National Evaluation Consultants conducted interviews in Kyrgyzstan, Armenia and Vietnam. The evaluation methodology included a document review, initial telephone interviews to gather information and plan the subsequent stages, development of an evaluation instrument, submission of an inception report, conduct of the field visits, and analysis and report writing.

Findings

Implementation

For a number of reasons, the initial implementation of the project was slow. Following the formal commencement of the project in December 2012, the first year of the project focused on analysis, planning and consultations with stakeholders. The Project Document – a project implementation plan – was not approved until 2014. There were also disruptions and delays in project staffing. As a result of such delays, many project activities have been concentrated into the final year of project. This has left little time to observe and evaluate the results of these activities.

At the country level, the project has generated a wide range of activities. Significant examples include:

Jordan – following a modified STED implementation, the development of occupational standards for two sectors (Pharmaceuticals and Food Processing); the development of competency-based curricula based on these standards; specialized training to assist existing pharmaceutical companies to diversify their operations into “bio-similar” manufacture and to enhance their marketing capacity; and capacity building in human resource management for the food processing enterprises to support their growth and diversification.

Tajikistan – the conduct of a national Enterprise Skills Survey (ESS) and training needs analyses of three strategic sectors. The ESS filled a gap both in the availability of current TVET-related data and in the capacity of national institutions to collect these data. The training needs analyses found some significant weaknesses in national TVET system arrangements that have now been incorporated into a new National Development Strategy as priorities.

Kyrgyzstan - the peak government body responsible for TVET opened itself to external functional analysis, allowing the project to facilitate a review of TVET institutional arrangements, management and planning processes, legislative and regulatory barriers and inconsistencies, and training program delivery and support mechanisms.

Armenia – successful piloting of SKOLKOVO’s Skills Foresight Tool in two sectors as well as other project activities implemented to improve program monitoring and evaluation; to support vocational guidance provision; and to enhance State Employment Service effectiveness.

Vietnam - STED tourism sector development activities targeted capacity building for tourism businesses, TVET institutions and local government authorities. This included training of staff in tourism businesses in specific vocational skills, communication skills (for drivers), skills as a World Heritage Guide (in collaboration with UNESCO) and the Russian language; training of staff of TVET Institutions received as World Heritage Guide trainers and upgrading of specific vocational skills; training of local authority staff in career guidance, tourism planning and data collection and analysis.

Relevance, strategic fit and coherence

The project adhered to the principles set out in the G20 Training Strategy and seems to have been designed in a way that encourages flexibility in the piecing together of its “building blocks” in each target country. This was important because there had not been detailed consultations or activity planning with stakeholders prior to project approval. The building block approach therefore allowed participating countries to shape the project in a way that advanced their particular TVET development priorities and employment goals. The Project Document cites numerous examples of the project’s fit with national development objectives and stakeholders consulted in the field visits confirmed this. Tripartite constituents have been engaged in all target countries and expressed a high level of satisfaction with the project and with their involvement in design and implementation.

Gender responsiveness

Stakeholders reported that attention was given to ensuring gender balance in participation in events and training courses and in project management and decision-making. Some specific actions were taken, including attention to gathering information on gender through the Establishment Skills Survey run in Tajikistan and a focus on skills development in sectors with a high female representation (such as Pharmaceuticals and some sub-sectors of the Food Industry in Jordan, and Tourism in Vietnam), but overall this project did not seek to break new ground in gender equality in the participating countries.

Effectiveness

In terms of Immediate Objective 1, which related to improved capacity of TVET institutions to deliver quality training, project activities have led to improvements reflecting a number of the elements of the G20 Training Strategy. Examples include:

Jordan – In the Pharmaceuticals industry, filling an identified skills training gap while, at the same time, creating a new TVET pathway for school leavers to be employed in high quality, well paid jobs. In the Food Processing sector, the project has introduced occupational standards, new curricula and accreditation for training delivered in the workplace – the latter breaking new ground in quality training delivery in Jordan.

Tajikistan – Building the capacity of the Agency of Labour to collect labour market information promises to improve TVET relevance in the future. Funding to conduct future surveys has now been built into the Government’s three-year budget. Similarly, the training needs analyses conducted for three key sectors, has provided additional insights into weaknesses in the TVET system that need to be addressed.

Kyrgyzstan – The functional analysis of the Agency for Vocational Education promises to achieve significant improvements in overall TVET system reform.

Armenia – TVET quality improvement and associated labour market policy and program enhancements were the focus of activities in Armenia. The SKOLKOVO TVET Simulation tool was also piloted in Armenia and this has generated considerable enthusiasm among TVET managers about its potential to improve institutional management and performance.

Vietnam – Activities designed to develop the tourism sector in Vietnam through the use of STED also addressed the needs of national TVET institutions both to better engage with local employers to determine their needs and to deliver quality training to their employees in line with these needs.

Immediate Objective 2, which related to training programs anticipating and meeting skills for trade and economic diversifications, the implementation of STED was the main activity. STED processes were originally planned for three of the target countries – Jordan, Vietnam and Tajikistan – but were only implemented in Jordan and Vietnam. The approach has added value in a number of ways. In Jordan, it has started a process of industry engagement that is valued by the stakeholders who see it as having helped to identify long-standing barriers to growth and to develop effective training solutions. In Vietnam, it supported economic and employment growth in the tourism sector in two provinces through an array of training courses and through the development of local support resources. Time and other factors meant that implementation of STED in the two countries involved some “short cuts”, but in both locations the process of improving connections between TVET systems with employers produced good outcomes and provided a model for broader application.

Immediate Objective 3 required the developing and testing of two new TVET development tools by SKOLKOVO. The TVET Simulation Tool was developed to train specialists involved in the management of TVET institutions and services. Representatives from all the participating CIS countries and from Vietnam were involved in a workshop to validate and refine the tool in March 2014. Armenia and Vietnam have tested its use and stakeholders reported a high level of interest in it as an innovative and highly relevant training tool.

The second tool, the Skills Foresight Tool, represents an attempt to bridge two areas of labour market research and planning – skills anticipation and technology foresight. In 2014, the tool was tested in Armenia and Vietnam. In Armenia, SKOLKOVO worked in close cooperation with the Armenian Union of Employers and focused on three sectors, IT, food processing and precision engineering sectors. In Vietnam, the metal processing sector was the focus. According to SKOLKOVO the results of the process include the creation of “maps of the future” for the two sectors and the

identification of 20 skills in demand and “jobs of the future” – information that can be used for educational program development.

Factors influencing results

The condensed implementation timeframe – This resulted in a concentration of project activities in its last twelve to eighteen months. Many activities will only be completed in the last two months. This rush of activity is not conducive to good outcomes-based management.

Implementation capacity of participating countries – The project focused on systemic reform of large and complex government institutions struggling with a range of pressing issues. Some were undergoing restructuring during the project and the turnover of individuals in key positions was high. In this climate, the project sometimes struggled to get timely responses from key stakeholders, further slowing the pace of implementation.

Complexity and diversity of activities - The range of activities implemented through the project was very broad and technically complex. The breadth of project activity may have reduced its ability to delve deeper into some outcome areas.

Geographic spread - The technical diversity and complexity of the project was further complicated by its geographic spread. While the CIS countries shared many common development issues, each used the project to focus on different systemic challenges. Vietnam and Jordan have little in common with each other or with the CIS countries. The impact of this diversity is to make it very difficult for the project to apply lessons learned in one location to situations in another.

Efficiency of resource use

From an efficiency perspective, a speedier implementation of the project in its early stages would have allowed a much better focus on maximizing outcomes rather than rushing to complete activities.

The \$US 8 million project budget was effectively split between two broad cost centres – \$US2 million for SKOLKOVO’s tools and \$US6 million for the management and implementation of all other project activities across five countries. The SKOLKOVO tools were well received, but, given the lack of any long-term vision in the project documents for the application of these tools, it is impossible to say if the project’s investment in their creation represents value for money, either in absolute terms or compared with the project’s other investments.

The split in project management arrangements was not conducive to managing the project as a cohesive whole, but as separate sub-projects. While the CIS countries benefited from having a coordinator and a CTA who could connect them in some ways and coordinate support, this “sub-project” management approach meant that similar synergy could not be as easily fostered between Jordan and Vietnam or across the project as a whole. While it could be argued that the project in Vietnam and Jordan was focused on STED and therefore had little in common with the other project locations, all were fundamentally about TVET system development, especially as this related to improving employer engagement and training relevance. Having a central person in place to manage the project as a whole may have enhanced this synergy.

The lack of effective governance arrangements for the project has contributed to this failure in achieving cohesion in the project’s management. The Project Advisory Committee (PAC), which involves representatives of the ILO and the Russian Federation, has met only once (in May 2015).

Impact and sustainability of results

Embedding new processes and capabilities into national TVET systems takes time – certainly more than the eighteen months to two years that were effectively available for this project. National stakeholders were enthusiastic about the contributions made through the project’s activities and

saw value in the tools used, but there was little to suggest that they were yet at a stage where they could independently apply them without further technical support.

At a national level, there were a number of developments that seem likely to provide an enduring legacy for the project:

Jordan – new training programs developed and introduced to fill important gaps in national TVET capacity;

Tajikistan – enhanced capacity to undertake labour market research and a commitment to funding this for the next three years from the national budget; elevation of TVET system deficiencies identified through training needs analyses to the National Development Strategy;

Kyrgyzstan – a high level of institutional ownership of the AVE functional analysis and a commitment to act on its results. In effect, it promises to establish a national training reform agenda;

Armenia – a broad range of institutional capacity building activities promises to improve overall outcomes in the future; the employer association has embraced the Skills Foresight tool and has entered into discussions to apply it in additional sectors to influence the TVET system.

Vietnam - the success of the engagement process demonstrated through the project has advanced discussions on the development of a National Tourism Industry Skills Council.

Conclusions

Project activities were crammed into the last twelve to eighteen months of the project and this negatively affected overall project performance.

While some project activities can be criticised as being insufficiently linked to measurable outcomes and offering only a minor contribution to systemic reform, there are a number of examples of important results which at least offer potential to have an enduring impact.

The range of activities delivered in support of the project's objectives was very broad – so broad, in fact, that the project may have spread itself too thinly in some respects. Deeper interventions in fewer developmental areas may have generated more significant and sustainable changes in some locations.

Perhaps the most important part of STED is that it brings industry practitioners and TVET institutions and regulators together in a structured training development process. Strict adherence to the model – indeed any such model – may be of secondary importance. It might be beneficial to conduct an in-depth analysis and review of STED to determine if there is any scope to streamline its application in some way.

The SKOLKOVO tools were developed and were well received in the countries where they were tested. There was some demand for their application in other project countries.

Lessons Learnt

The circumstances of this project's development were unusual and required the project to be approved before the usual consultation and detailed activity planning. In the future, under similar circumstances, either the design process needs to be completed much sooner (i.e. within three months, not after fifteen) or a more realistic implementation schedule needs to be set (either by extending the period of implementation or reducing the technical and/or geographic scope of activities).

To minimize the risk of projects being hindered by long delays in the recruitment of key personnel, a staffing and technical support strategy needs to be included in project design. Ideally, project staffing should be in place from project commencement. Risk management plans need to identify effective contingency plans for the loss of key staff.

Splitting the management of the project into two might have reduced overall project cohesion and synergy.

Early and regular involvement of the donor in the Project Advisory Committee is essential, especially when the donor has had no prior involvement in technical cooperation projects with the ILO.

It would also have been useful to enhance the role played by the Russian Ministry of Labour in project governance, particularly in relation to the project's operation in CIS countries.

The project's capacity to quickly respond to emerging opportunities and to respond to immediate needs was a project strength, but such flexibility needs to be balanced with a strong overall project implementation plan that focuses on key priorities and measurable outcomes.

The project demonstrated the benefits of working with stakeholders to equip them with the skills they need to better understand systemic weaknesses, such as training not matching current employer skills requirements. Providing methods and skills to collect information is more sustainable and effective than simply providing the information.

STED provides an opportunity for TVET systems to better engage with employers to identify training needs and to develop responses. It provides a practical model for employer-led TVET reform that gives stakeholders experience in working together in a new way. The model itself may have some inherent weaknesses but the broad approach it promotes is relevant and effective. It should be considered for inclusion in projects focusing on TVET system reform as a practical demonstration of engaging with industry.

The tools developed and tested through the project (the TVET Simulation Tool and the Skills Foresight Tool) were very well received and were considered innovative and engaging. However, a clearer vision for the longer-term application of these tools should have been articulated in the project design.

Recommendations

- a) There is now an urgent need to consider exit arrangements for the project.
- b) In any future work with the target countries, at least three months should be devoted to detailed project design *before* project commencement. Ideally, this should include and staffing and technical support strategy that ensures the project can move forward from its first day of operation.
- c) Future projects involving the development and testing of new tools and methods should link to the broader project objectives in a measurable way.
- d) Should the Russian Federation seek to support ILO projects of this type in the future, the expertise and broader involvement of the Russian Ministry of Labour should be sought.
- e) The STED model should be reviewed to assess the potential for streamlining its delivery in certain circumstances – maybe offering a “STED Light” option where time and resources make a comprehensive application of the model difficult. It is, however, important that the STED process of improving engagement of TVET system stakeholders with industry is not diminished.
- f) Future TVET development work in these countries should more fully examine opportunities to address gender equality, especially in terms of increasing female labour market participation.
- g) As part of the project design process, an “evaluability assessment” should be undertaken to ensure that all project activities are designed in a way that can demonstrate their effectiveness in achieving desired project outcomes. In particular, attention needs to be given to indicators – as Guidance Note 11 from the ILO's Evaluation Office outlines, this requires: *“The selection of SMART indicators that are quantitative or qualitative and include comparison points of levels, quality and grade.”*
- h) The “building block” approach advocated in the G20 Training Strategy provides an excellent starting point for assessing TVET development needs and for constructing a more effective training system. To build on this, the ILO might consider the development of diagnostic tools and processes to assist countries to assess the strengths and weaknesses of their current TVET

systems, to consider the applicability of different international models, and to develop short, medium and long-term plans for reform.

1 Project Background

1.1 The G20 Training Strategy

The G20 Training Strategy – A Skilled Workforce for Strong, Sustainable and Balanced Growth – was developed in the wake of the Global Financial Crisis. In 2009, G20 leaders asked the International Labour Organization (ILO) “to convene its constituents and NGOs to develop a training strategy for [their] consideration” – recognition of the need to focus on skills development as a vital part of building an employment-oriented framework for economic recovery and growth. At the G20 Summit in Toronto in June 2010, this G20 Training Strategy was presented and, in November that year, leaders pledged to support developing countries in implementing national strategies for skills development, building on the approach it advocated.

The strategy describes the major global opportunities and challenges for training and skills development as well as a broad framework “to bridge training and the world of work”. To guide the development of national skills strategies and policies, it sets out a number of “building blocks” – key areas of program activity that are needed for effective implementation of the strategy:

- Anticipating future skills needs;
- Participation of social partners;
- Sectoral approaches;
- Labour market information and employment services;
- Training quality and relevance;
- Gender equality;
- Broad access to training;
- Financing training; and
- Assessing policy performance.

1.2 A partnership between the ILO and the Russian Federation

In 2012, the Russian Federation expressed interest in working in partnership with the ILO to support the application of the G20 Training Strategy in a range of countries to help meet skills development and employment needs. This cooperation would also align with Russia’s declared priorities in international development assistance¹. A project concept note was developed and, in December 2012, a technical cooperation agreement was signed. This marked the formal commencement of the “Applying the G20 Training Strategy” project – the Russian Government’s first technical project with the ILO.

The project would operate in five countries – three from the Commonwealth of Independent States (CIS), Armenia, Tajikistan and Kyrgyzstan; and two others, Vietnam and Jordan. By applying the “building blocks” of the G20 Training Strategy, the project would focus on improving the delivery of employer demand-led training in the formal technical and vocational education and training systems (TVET). As part of the project, ILO’s Skills for Trade and Economic Diversification (STED) methodology would be applied in some countries. In addition, the Moscow School of Management SKOLKOVO would develop and test new development tools. The total budget allocated to the project was \$US 8 million to be expended over three years to the end of November 2015.

¹ Embodied in the document *Concept of Russia’s Participation in International Development Assistance* and, specifically, in Provision 9L: “improving the quality of education, especially primary, and vocational training, as well as their availability for the population in the recipient States”.

1.3 About the project

Project intervention logic, strategy and objectives

The project's intervention logic is based on the application of eight of the nine "building blocks" of the G20 Training Strategy – only "Financing Training" (as it relates to systemic funding issues) was outside the project scope. The broad project strategy relied on national, sectoral and sub-regional interventions:

- *National* interventions would include pilot initiatives to improve the management of TVET bodies and institutions and to increase the participation of the social partners in skills development mechanisms;
- *Sectoral* interventions would apply the Skills for Trade and Economic Diversification (STED²) tool and implement its findings; and
- *Sub-regional* interventions would focus on capacity development and knowledge sharing across the five countries.

The project document sets out a three-level hierarchy of objectives – an "overall objective", a "development objective" and three "immediate objectives":

- *Overall objective*: "to develop the capabilities of each country to improve their training delivery systems, extend better training to those who need it most, and thereby contribute to each country's competitiveness and economic growth."
- *Development objective*: "to strengthen skills development systems so as to improve employability, promote access to employment opportunities and increase incomes of women and men for inclusive and sustainable growth."
- *Immediate objectives*: "(1) Improved capacity of TVET institutions and management in the selected target countries to deliver quality training; (2) Training programs in the target countries anticipate and meet skills needed for trade and economic diversification; (3) New TVET development tools and methodologies are created and tested in the selected target countries by the ILO in cooperation with international technical experts with participation of Russian experts and institutions."

For each immediate objective, the project document describes between three and six project "outputs"; and for each of these outputs, it describes between three and eight "activities" designed to generate these outputs in one or more of the five project locations. (Note: Due to the rapid initial negotiation and approval of the project, these activities were only identified during the "inception phase" of the project in 2013 after consultation with stakeholders in each country. In practice, some of these project activities were ultimately changed and some were added in response to changes in local circumstances and to new opportunities that emerged – see *Section 3* below.)

The SKOLKOVO elements of the project were covered by *Immediate Objective 3* and involved the development and testing of two new "tools" – a computer-based simulation, to develop the capacity of managers of TVET institutions, and a technology skills foresight tool. These tools would be introduced in two of the participating countries, Vietnam and Armenia.

The project also sought to harmonise its activities and approach with existing national strategies for skills development and employment promotion, including with the Decent Work Country Programs

² STED is a technical assistance tool developed by the ILO that provides strategic guidance for the integration of skills development in sectoral policies. It is designed to support growth and decent employment creation in sectors that have the potential to increase exports and to contribute to economic diversification.

(DWCPs) and other ILO technical cooperation projects operating in the target countries and with the projects and activities of other organizations.

Organizational Arrangements

Management arrangements for the project were somewhat complicated and have changed over the course of the life of the project. Initially, the Chief Technical Advisor (CTA) was based in the Decent Work Team (DWT)/Country Office (CO) in Moscow, an unusual arrangement given the multi-regional nature of the project. As there was no SKILLS Specialist in this office and just one Employment Specialist covering ten countries, it had no technical capacity to backstop the project. Relevant departments in ILO Geneva backstopped all technical aspects of the project, including the tools developed by the Implementing Agent (SKOLKOVO). These arrangements were put in place at a time when the position of Director of the ILO Moscow Office was vacant.

In 2014, these arrangements changed. Currently, management is split between the ILO SKILLS Branch in Geneva and Decent Work Team (DWT)/Country Office (CO) in Moscow:

- The CTA of the project is based in the SKILLS Branch in Geneva;
- A Skills Technical Specialist, based in Geneva, is responsible for implementation in Jordan and Vietnam, for providing technical backstopping for STED across the project and for overseeing the two National Project Coordinators (NPCs) in these two countries;
- A Senior Skills Specialist, based in the ILO Regional Office in Beirut, provides additional technical backstopping for the project in Jordan;
- A Senior Skills Specialist, based in the ILO Regional Office in Bangkok, provides additional technical backstopping in Vietnam;
- DWT/CO Moscow is responsible for the implementation of the project in the CIS countries. A Project Coordinator for the CIS countries is based there who oversees three National Project Officers operating in these countries.

The project budget is split four ways – one covering ILO headquarters in Geneva; one covering Jordan and Vietnam; one covering the CIS countries; and one covering the SKOLKOVO component.

Advisory Committees

A Project Advisory Committee (PAC), including senior representatives of both ILO and the Russian Federation, was intended to be in place to oversee overall project implementation. This committee has only met once, quite late in the project's implementation, in May 2015. In addition, each target country was intended to have formally constituted National Project Advisory Boards to oversee project operations. For a number of reasons, these too have only recently been formed – though less formal tripartite committees have been operating to oversee project implementation locally (see 3.4).

2 Evaluation Background and Methodology

2.1 Introduction

ILO considers evaluation to be an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and established procedures.

The *Applying the G20 Training Strategy* Project Document states that two evaluations should be conducted – a mid-term evaluation and a final evaluation. Due to the delays in project implementation, the mid-term evaluation was not commissioned and completed until February 2015. This final evaluation was commissioned in August 2015 and completed in October 2015.

2.2 Purpose, scope and clients of the evaluation

The purpose of the final evaluation was to indicate to the ILO and its partners the extent to which the project has achieved its aims and objectives and to determine the relevance, impact, effectiveness, efficiency and sustainability of project outcomes.

The objectives of the evaluation were to:

- Assess the relevance of the project design, management arrangements and implementation strategy;
- Determine implementation effectiveness and the extent to which the project achieved its stated objectives;
- Determine the efficiency of the project;
- To the extent possible, determine the impact of the project in supporting implementation of the Decent Work Country Programs in each of the target countries;
- Identify the supporting factors and constraints that have led to this achievement or lack of achievement;
- Identify lessons learned, especially regarding models of interventions that can be applied further; and
- Provide recommendations relevance to the future development and implementation of projects this type.

The evaluation would focus on the project as a whole, covering activities completed and/or planned during the period from December 2012 through the end of 2015.

Field research would be conducted in all five countries using national research support officers in each country working under the supervision of the lead international consultant. The lead international consultant would personally visit Jordan and Tajikistan only, as these two countries were not included in the field phase of the mid-term evaluation.

The evaluation would serve the following clients' groups:

- ILO management, technical specialists at the HQ and in the field;
- the donor (the Russian Ministry of Finance);
- The Implementing Agent (The Moscow School of Management SKOLKOVO);
- Project staff;
- Tripartite constituents in the target countries;
- Direct beneficiaries, including national TVET managers, policy-makers and practitioners; and
- Ultimate beneficiaries, including the unemployed, underemployed, TVET students.

2.3 Methodology

A lead international consultant coordinated the overall conduct of the evaluation, interviewed stakeholders in Russia, Jordan and Tajikistan, and wrote the Evaluation Report. National Evaluation Consultants conducted interviews in Kyrgyzstan, Armenia and Vietnam.

Key elements of the methodology were:

- **Document review**

This reviewed the project document, the logical framework, DWCPs, progress reports, the mid-term evaluation report, mission reports, activity reports, surveys, studies and other outputs of the project, progress reports of other ILO projects implemented in the countries and other relevant documents.

- **Telephone interviews to support evaluation planning**

Initial telephone interviews were held prior to field missions from 1 to 3 September 2015 including with the Officer-in-Charge of the ILO's Skills and Employability Branch, the Evaluation Project Manager, the CTA, the technical advisor responsible for project implementation in Jordan and Vietnam, the Director of ILO's Country Office for Eastern Europe and Central Asia. These interviews provided additional background on the project and clarified issues to support evaluation planning.

- **Liaison with national research support officers**

The lead international consultant liaised with the national Evaluation Consultant in each country and developed an evaluation instrument (and interview template) to guide them (See Annex C).

- **Inception report**

An Inception Report was prepared and submitted to the Evaluation Manager on 11 September 2015.

- **Field Visits and interviews**

Individual and group interviews were held between 14 September and 1 October 2015 in all project locations and included:

- Project staff at SKILLS, DWT/CO Moscow and in the countries, regional backstopping officials, and ILO National Coordinators;
- Project staff at Moscow School of Management SKOLKOVO (telephone interview only);
- Project partners from tripartite constituents organizations in the countries; and
- Project partners and direct beneficiaries, i.e. from TVET system management and teachers.

A full list of interviews conducted in the field visits is included at Annex B.

- **Analysis and report writing**

Data collected by the lead international consultant and national research support officers were analysed to identify key issues and themes in line with the evaluation questions. A draft report was submitted for feedback to the Evaluation Manager on 9 October 2015 and circulated for stakeholder comments. Draft report was finalized taking into account stakeholder comments.

2.4 Evaluation criteria

The evaluation would answer the following questions (in line with OECD/DAC criteria):

Relevance and strategic fit

How relevant is the project to the target countries TVET needs and broader national development objectives? Does the project fit into the ILO programming and implementation frameworks? What is the added value of the STED when compared to other approaches used in country? Was the design and implementation of the intervention gender responsive? Would another combination of activities be more appropriate at the country level?

Coherence:

To what extent are the various activities in the project's implementation strategy coherent internally and externally (i.e. with other interventions at country level), and complementary (in its design and implementation)?

Effectiveness

To what extent has the project achieved its intended outcomes? Have there been any significant contributing factors or obstacles that have led to this result? How have gender issues been taken into account during the implementation? Have there been any unintended or unexpected effects?

Efficiency of resource use

Have the project resources (knowledge, expertise, networks, time, staff and funds) been used in an efficient manner? Are the project's reporting lines and management arrangements conducive to efficient implementation? What is the optimal staffing / implementation arrangement to ensure an effective delivery of outputs?

Impact and sustainability of results

What contribution did the project make towards achievement of broader, long-term, sustainable development changes? What is the likelihood that the results of the project will be sustained and utilized after the end of the project? What needs to be done to enhance the sustainability of the project, strengthen the uptake of the project outcomes by the national stakeholders, i.e. from within the TVET systems? What is the level of ownership national counterparts have of the STED method? What are resources available for running similar exercises in the future? Has the project contributed so far in a genuine transfer of capacity related to STED?

3 Findings

3.1 Implementation

3.1.1 Overall

For a number of reasons, the initial implementation of the project was slow. Following the formal commencement of the project in December 2012, the first year of the project focused on data collection and situational analyses, consultations with stakeholders, the conduct of baseline studies, and the development of a formal Project Document. The Project Document – essentially the detailed project implementation plan – was submitted for approval by the ILO and project stakeholders in September 2013, but was not approved until 2014.

There were also disruptions and delays in project staffing. A CTA for the project commenced work in Moscow in March 2013 (only on a part-time basis) but resigned after six-months in September 2013. A suitable replacement was not appointed until June 2014. At the country level, while some activities were conducted in the first year through consultants, National Project Coordinators (NPCs) were only appointed in most locations between January and June 2014.

While these factors contributed to the slowness of the project to gather momentum, the circumstances of the project's initial approval also contributed. The project was conceived and initially approved with minimal direct input from the target countries. The first year of the project therefore demanded attention be given to engaging with stakeholders and working out the finer details of what needed to be done. Add recruitment delays and some project management uncertainties and the end result has been a three-year project that has been compressed into a much tighter timeframe. As a result, many project activities have been concentrated into the final year of the project – in some cases, the final few months. This has left little time to observe and evaluate the results of these activities.

3.1.2 Jordan

Project activities in Jordan focused on implementing the STED methodology to refocus training programs on employer demand and to anticipate emerging opportunities for economic growth and trade (in line with *Immediate Objective 2* and *Outputs 2.1 to 2.4*). Initial consultations, conducted in March 2013, identified four potential focus sectors from which two were selected – Pharmaceuticals and Food Processing.

STED analyses of the two sectors took place in the period June to December 2013, a process that included the formation of sector steering committees. During this period, local consultants were engaged to manage project activities (one to engage with stakeholders and one to assist with data analysis), but this arrangement does not seem to have worked well. A long period of relative inactivity followed, before a National Project Coordinator (NPC) was appointed in June 2014.

By this time, more than half of the members of the original sector steering committees had moved on. The NPC had to “re-boot” through a process of reconnecting with the stakeholders, re-establishing the steering committees, running workshops to update STED findings and recommendations, and planning and commissioning projects in line with these.

This took some time and, for this reason, many of the project's activities and products have only recently been delivered or will be delivered in the last two months of the project. These have included the development of occupational standards for the two sectors; the development of competency-based curricula based on these standards (to train people in occupations offering high potential for job growth); specialized training to assist existing pharmaceutical companies to diversify their operations into “bio-similar” manufacture and to enhance their marketing capacity; launch of the two STED reports at a tripartite workshop; and capacity building in human resource management for the food processing enterprises to support their growth and diversification.

This “rush” of products at the very end of the project means that monitoring and evaluating their application and impact in coming months will be problematic.

A more detailed summary of key project activities in Jordan is included at **Annex A**.

3.1.3 Tajikistan

Project activities in Tajikistan focused on TVET systems development, including institutional development and support, enhancement of national capacity to deliver training based on current employer demand, the conduct of training needs analyses in three key industry sectors and the incorporation of entrepreneurship training into TVET courses (in line with *Immediate Objectives 1 and 2* and *Outputs 1.2, 2.4, 2.5 and 2.6*). Although some initial work was done in the Agrifood Sector using the STED methodology (*Outputs 2.2 and 2.3*), this was not followed through for a variety of reasons (see 3.2.3).

Most project activities did not begin until the middle of 2014 after the appointment of a National Project Coordinator in January that year. Organisation of activities was also disrupted by a major restructure of TVET arrangements in Tajikistan just after the NPC commenced work. The responsibility for TVET switched from the Ministry of Education to the Ministry of Labour and relationships with an entirely new group of officials needed to be formed at a time when these people were themselves adjusting to their new roles. The capacity of institutions and staff to engage with the project on systemic reform was therefore constrained during this transition.

A number of development workshops and events have been held that covered a very diverse range of training reform topics including: the participation of four representatives in a SKOLKOVO workshop that demonstrated its TVET management tool; a three-day development workshop for around 100 TVET managers from four regions; a high-level tripartite roundtable to discuss TVET reform and development issues; Training of Trainers in the Start and Improve Your Business (SIYB) tool; and participation in a workshop in Sochi in Russia on disability inclusion. Experts were also brought to Tajikistan to consult and advise on identified priority issues, including entrepreneurship training needs, disability inclusion, TVET monitoring, labour market/employer surveying methods, evaluation and design, and to explore the potential application of STED.

The most significant project activities in Tajikistan were the conduct of the Enterprise Skills Survey (ESS) and the Training Needs Analyses of three strategic sectors. The ESS aimed to fill a major gap both in the availability of current TVET-related data and in the capacity of national institutions to collect these data. ILO experts trained Agency of Labour and Employment staff in survey methods and advised on the conduct of the first survey. A national research company provided implementation support.

The Training Needs Analyses were conducted nationwide by a national research institution (the Strategic Research Center under the President of Tajikistan) and focused on the key strategic sectors of agriculture, energy and transport. These found some significant weaknesses in national TVET system arrangements (e.g. lack of engagement with employers in curriculum development), which, as a direct result of the project, have now been incorporated into the new National Development Strategy as priority issues.

A more detailed summary of key project activities in Tajikistan is included at **Annex A**.

3.1.4 Kyrgyzstan

Project activities in Kyrgyzstan focused on improving the capacity of TVET institutions and the social partners to contribute to training quality, including skills development in the design, monitoring and implementation of TVET, and institutional and regulatory reform (in line with *Immediate Objective 1* and *Outputs 1.1 and 1.2*). To a lesser extent, the project also undertook some sector-specific development work focused on the textiles/garment sector (*Output 2.4*), some work on the

development of a TVET tracer system (*Output 2.5*) and preliminary discussions on improving the capacity of the TVET system to deliver entrepreneurship training.

The core group of project activities in Kyrgyzstan has flowed from a functional analysis of the peak government body responsible for TVET, the Agency for Vocational Education (AVE), as well as the training quality agency it includes, the Methodological Centre on TVET. Opening itself to external assessment, AVE took the opportunity in early 2015 to allow the project to facilitate a review of TVET institutional arrangements, management and planning processes, legislative and regulatory barriers and inconsistencies, and training program delivery and support mechanisms.

The process has been a highly participatory one, involving independent national consultants backed by ILO experts. This opportunity to establish and work towards a national training reform agenda was not foreseen during the project's initial development, but fitted well with its immediate and development objectives and with the G20 Training Strategy itself. It has led to a number of subsequent project activities including involvement in training programs run at the ILO Skills Academy in Turin and an additional follow-up phase in which the national consultants facilitate further systemic development.

Other activities initiated by the project included attendance at the sub-regional disability inclusion workshop in Sochi, organization with other development partners of a seminar on the conduct of tracer studies, training for employer and worker representatives of the Garment Sector Council to improve their capacity for cooperation, and some initial work to adapt and apply the ILO's Know About Business (KAB) tools to improve teacher capacity in entrepreneurship training.

A more detailed summary of key project activities in Kyrgyzstan is included at **Annex A**.

3.1.5 Armenia

Along with Vietnam, Armenia was one of two project locations where the Skills Foresight and TVET Simulation tools developed by SKOLKOVO were introduced (in line with *Immediate Objective 3* and *Outputs 3.1* to *3.3*). Project activities centred on these elements during 2014, but, as the project progressed, the focus increasingly turned to activities designed to improve the TVET system and its connections to employment service delivery (in line with *Immediate Objectives 1* and *2*). This took the form of a broad program of support and capacity building for the Ministry of Labour, the State Employment Service, TVET Institutions, employer and worker organizations and specific sectors.

Following initial presentations to stakeholders by SKOLKOVO in June 2013 and a workshop on the TVET Simulation tool conducted in Moscow in March 2014, two Skills Foresight Workshops were conducted in April and June 2014 that focused on the Food and Precision Engineering sectors. Follow-up activities to identify competencies took place in 2015. Training of moderators in the use of the TVET Simulation tool occurred in October 2015, with a total of 30 TVET staff ultimately trained (including 8 trainers from the State Informatics College who were trained as program moderators).

Capacity building activities for the Ministry of Labour³ (including its State Employment Agency) occurred at a time of significant systemic reform in Armenia, including a movement from passive to active labour market policies and programs. Activities were designed and implemented to improve program monitoring and evaluation (a workshop with ILO experts and support for the conduct of a labour market survey); to support vocational guidance provision (training at the ILO International Training Centre in Turin and a workshop delivered by a Russian expert); and to enhance State Employment Service effectiveness (technical support for the development of an online job brokerage system and training for employment service staff).

³ As TVET in Armenia is administered by the Ministry of Education, it was important for the project to also engage with the Ministry of Labour, the ILO's national counterpart.

Other organizations were also the subject of capacity building activities. Apart from the staff development provided to TVET College staff through the SKOLKOVO elements of the project, the project also supported a training needs analysis for members of the management boards of 21 TVET colleges. The capacity of Trade Unions in TVET system development was supported through a seminar delivered as part of a sub-regional conference on transitioning from the informal economy. Employer organizations were also strongly engaged in the project via the SKOLKOVO Skills Foresight element.

A more detailed summary of key project activities in Armenia is included at **Annex A**.

3.1.6 Vietnam

Vietnam was the only country where all three project tools were to be used. The ILO's STED methodology was to be implemented (in line with *Immediate Objective 2* and *Outputs 2.2* to *2.4*) and the two SKOLKOVO tools would be piloted (in line with *Immediate Objective 3* and *Outputs 3.1* to *3.3*). Although the Project Document did not specifically identify Vietnam for activities targeting TVET institutional development and management (*Immediate Objective 1*), in practice, there were a number of interventions that fell under this objective.

As was the case in all other project locations, activity was concentrated in the second half of the implementation period. While the National Project Coordinator notionally commenced in this role much earlier than in other project locations (April 2013), until November 2014, this person's time was split between work on the project and other important ILO work relating to TVET legislative reform.

Various elements of the STED methodology have been implemented in one of the identified sectors, Tourism. The statistical analysis was undertaken by a local research institute, a training needs analysis was done that focused on the sector's needs in two selected provinces, and a range of skills diversification and capacity building activities for the sector followed. Implementation did not follow the usual sequence of these activities. Perhaps because of the compressed timeframe (and the enthusiasm of stakeholders to commence something tangible), the STED research element was conducted simultaneously with activity planning and implementation.

STED tourism sector development activities were planned and targeted towards three distinct groups – tourism businesses, TVET institutions and local government authorities. Staff of tourism businesses received training in specific vocational skills, communication skills (for drivers), skills as a World Heritage Guide (in collaboration with UNESCO) and languages (Russian in Khanh Hoa province); staff of TVET Institutions received training in career guidance, trainer training for World Heritage Guide training and specific vocational skills upgrading (Front Office Operations, Food Preparations, Food and Beverage Services); local authority staff received training in career guidance (together with staff of TVET institutions), tourism planning and data collection and analysis.

More broadly, the project's engagement with government authorities and the tourism sector has led to some interest in the establishment of a National Tourism Skills Council. The project has supported this through workshops and the presentation of international good practice in this field.

Planned STED implementation in a second sector in Vietnam did not proceed. The original plan was to focus on the Footwear sector, but a decision was made in April 2014 to focus instead on Seafood, where an opportunity was seen to collaborate with a US Department of Labor project. However, there was insufficient time and staff available at this stage of the project to advance the STED process in this sector.

The elements of the project implemented by SKOLKOVO were introduced in December 2014 (when the Skills Foresight Tool was piloted with a focus on the Metals Processing Sector) and May 2015 (when the TVET Simulation Tool was piloted with a group of 50 TVET Institutional Directors and GDVT senior staff).

A more detailed summary of key project activities in Vietnam is included at **Annex A**.

3.2 Relevance, strategic fit and coherence

3.2.1 Relevance to the target countries' TVET needs and broader national development objectives

As its name implies, the project set out to *apply the G20 Training Strategy* in each of the five target countries. This strategy is quite expansive in scope and presents a wide range of policy elements or “building blocks” that can be used “to bridge training with the world of work”. The project seems to have been designed in a way that encourages flexibility in the piecing together of these “building blocks” in each target country. The outputs listed in the project document under each “immediate objective” are very broad (e.g. “*Output 1.2: Training provided to relevant bodies and institutions on design, monitoring, implementation and evaluation of vocational education and training*”) and this has allowed a great deal of local flexibility in activity design and responsiveness to constituent needs. Stakeholder interviews indicated satisfaction with this flexibility and responsiveness to national TVET development needs. Given that there had not been detailed consultations or activity planning with stakeholders prior to project approval, this was just as well.

This flexibility and responsiveness has therefore allowed participating countries, through their local tripartite management arrangements under the guidance of ILO specialists, to shape the project in a way that advanced their particular TVET development priorities and employment goals. Jordan saw opportunities to develop occupational standards and curricula in two important industries and used the project to do this. Tajikistan built its capacity to gather and analyse labour market information and conducted training needs analyses in three key sectors. Kyrgyzstan conducted a comprehensive review of its TVET system and its key institutions. Armenia focused on labour market information and monitoring and evaluation systems. Vietnam focused on tourism training in two provinces.

Broadly speaking, activities conducted through the project have been relevant, have responded to TVET development needs and have all worked towards the development objective of strengthening skills development systems to improve employability. The project follows the “building blocks” of the strategy endorsed by G20 leaders and its activities align with national development objectives as they relate to improving the national skills base and supporting the growth and diversification of key sectors. The Project Document provides details of how the project aligns with national development objectives, but examples also include:

- **Jordan:** *National Employment Strategy to 2020* – the sectoral focus of the project is backed by this strategy which points out that “the pharmaceutical and IT industries... represent the best opportunities for sustainable growth and job creation” (p.33)
- **Tajikistan:** *National Development Strategy of the Republic of Tajikistan to 2015* – the focus on the Enterprise Skills Survey addresses the problem highlighted in this strategy that “*the sector is... plagued by inadequate statistics, ineffective methods for evaluating performance...*” (p.28)
- **Armenia:** *Armenia Development Strategy for 2014-2025* - describes the need “*to strengthen links between vocational education system and employers*” (p.114);
- **Kyrgyzstan:** *Kyrgyzstan Education Development Strategy 2012-2020* - p.21 highlight the need to address “*poor quality [TVET] programs due to lack of... coordination between... agencies, the private sector (business and the labor market)*”;
- **Vietnam:** *Strategy on Viet Nam’s tourism development until 2020, vision to 2030* – the focus on developing TVET systems in provincial areas in tourism aligns with this strategy’s goal of “*crafting and implementing strategies... on tourism human resource development in accordance with the needs of tourism development in specific... regions*”.

While the project’s flexibility and responsiveness seem overall to have been a positive design element, there are some risks in this approach. It is possible for a project to be *too flexible* and *too*

responsive to the immediate needs and requests of stakeholders. The TVET systems of all of the participating countries need development, but this is best done in a measured way that follows a well-considered TVET reform agenda. Some of the target countries may be moving towards such agenda (in fact, the project has assisted some in this regard⁴), but, in their absence, there is a risk that activities might be approved that have only a marginal impact on the achievement of overall project objectives. This is particularly the case when intended outcomes are only broadly defined and difficult to measure (at least in a quantitative sense) – see also *Section 4.5*.

Activities approved might, in themselves, be worthwhile things to do and fit within the scope of the logical framework, but their true contribution to “the big picture” of reform needs to be considered. If they are not, the project can turn into something that looks to an outsider to be a sort of “contingency fund” used to fund various small interventions as needs arise. The Mid-Term Evaluation of the project touched on this also, highlighting the risk of projects that are too loosely planned becoming a “series of sporadic activities with no real logical linkages” (p.27).

The “building block” approach advocated in the G20 Training Strategy provides an excellent starting point for assessing TVET development needs and for constructing a more effective training system. To get optimal results, project activities need to follow an “architectural blueprint” to ensure the building blocks are part of an integrated whole. Wherever possible, future projects of this type should be guided by (or include the development of) such a blueprint. As part of this, diagnostic tools and processes could be developed to assist countries to assess the strengths and weaknesses of their current TVET systems, to consider the applicability of different international models, and to develop short, medium and long-term plans for reform. Without these, the risk remains of project activities being misguided. With the current project, such risks have not been realised - some activities may not have addressed systemic issues very deeply, but most seem relevant and appropriate.

3.2.2 Fit with ILO programming and implementation frameworks

The project fits well with ILO programming and implementation frameworks and harmonises with Decent Work Country Programs (DWCP) and ILO projects operating in the five countries. The fact that the project was designed as a practical application of the G20 Training Strategy – a strategy that reflects the delivery approach, values and technical specializations of the ILO – has facilitated this fit.

The tripartite constituents were engaged appropriately in ongoing project planning and implementation and representatives of employer and worker organizations interviewed for the evaluation expressed a high level of satisfaction with the ILO and with the project. Indicative quotes include:

- Jordan – *“We have strongly supported this project as we believe it will improve the capacity of workers”* (General Federation of Jordanian Trade Unions);
- Tajikistan – *“We have been involved in the project since its inception and have been very satisfied with our involvement in the Working Group”* (Federation of Independent Trade Unions); *“We are thankful to the ILO for their very good consultation and its timely support for what is a burning issue in Tajikistan”* (Employers Union of Tajikistan);
- Armenia – *“We have been cooperating very well with the ILO for many years... and our involvement in the National Project Advisory Board has allowed us to make a great contribution to project design and implementation”* (Republican Union of Employers of Armenia).

⁴ Especially in Kyrgyzstan, where a broad functional analysis of the TVET system and institutions has been undertaken through the project; and in Tajikistan, where capacity to more accurately assess system outcomes has been significantly improved and where weaknesses in TVET system operation were identified through nationwide training needs analyses and have consequently been identified in the new National Development Strategy as priority issues.

The project also fitted well with national and sub-regional ILO programming. National Coordinators valued the project and saw it as complementing and adding value to national activities:

- Tajikistan – *“The Establishment Skills Survey was a very important and met a longstanding need – it will be used to support the DWCP”*;
- Armenia - *“The project contributes to the implementation of the TVET reforms going on in the country”*;
- Vietnam – *“The project’s focus on tourism in the Quang Nam province built on an earlier ILO project in this location and enabled development to be expanded to another province”*.

Cooperation with sub-regional projects also occurred – for example, cooperation with *“From the Crisis to Decent and Safe Jobs in Kyrgyzstan and Tajikistan”*, a project that included elements of disability inclusion. The workshop on *“Inclusion of people with disabilities in the labour market”* held in Sochi, Russia, was developed in cooperation with this project as a way of introducing participating countries to strategies to improve access of people with disabilities to open employment. A co-funded workshop on workplace adaptations, was also held in Armenia.

3.2.3 Added value of STED compared to other approaches used in country

The STED methodology involves six stages. First, the competitive position, market outlook and growth potential of an identified sector in the country is determined. Second, existing business capabilities to achieve this growth are assessed. Third, the workforce skills needed to develop these capabilities are identified. Fourth, changes in labour demand by skill type are forecast. Fifth, this demand is matched to existing skill supply and gaps determined. Sixth, policy recommendations on closing these gaps are made.

STED processes were originally planned for three of the target countries – Jordan, Vietnam and Tajikistan – but were only implemented in Jordan and Vietnam. Interviews with project stakeholders did not explore the extent to which STED adhered strictly to the six-stage methodology outlined above⁵, but rather on the overall usefulness of the approach in contributing to export growth, economic diversification and employment creation.

STED in Jordan

Jordan applied the STED methodology to two sectors, Pharmaceuticals and Food Processing. The Pharmaceuticals sector has long been an important source of economic growth for Jordan and is the country’s second largest export industry (after phosphate production). However, a range of competitive threats and technological developments pose challenges for the sector’s future growth.

The initial statistical analysis/market outlook stage of STED took place in the second half of 2013 and local businesses held high hopes for this element of the project - as one industry representative put it, the project *“seemed to have an honest intention to meet our needs”*. There then followed a period of project inactivity⁶ that frustrated stakeholders. Because of this delay, by the time the NPC was appointed in June 2014, there was a need to once again consult the sector (many of the individuals involved had changed jobs since the original STED consultations), to hold workshops to review the situation analysis and identify a path forward⁷. This resulted in the identification of number of areas for sectoral development – skills training for the production of *“injectable”* and *“semi-solid”* pharmaceuticals, and business capacity development in *“bio-similar”* manufacture.

⁵ In general, stakeholders described three broad stages, not six – a statistical analysis of the sector, a training needs analysis and an implementation stage in which curricula were developed and training was delivered.

⁶ Initially, the project used local consultants to drive implementation, but it was then decided to appoint a National Project Coordinator. This recruitment exercise took longer than expected.

⁷ This was a period of market volatility in Jordan – the political situation in the region had closed important export markets (including Syria and Iraq), unemployment had increased and business priorities had changed.

Because a detailed mapping of skills and new curricula were required, the project then used the DACUM (Developing a Curriculum) model to analyse job requirements for injectable and semi-solid production workers. Over 2015, the project built on this analysis and, working closely with the project's Sector Steering Committee and the Centre for Accreditation and Quality Assurance (CAQA), introduced new occupational standards for these areas, developed comprehensive course curricula for delivery at a new TVET specialist institution (the Pharmaceuticals Centre of Excellence) and secured industry support to employ all graduates of these courses. In the words of Production Manager of a large Jordanian Pharmaceuticals company: *"STED gathered all the experts together so that the industry can develop a new generation of workers through a very high quality training course."*

In the Food Processing sector, a similar process was employed, but in an area where TVET institutions had little, if any, existing capacity. The sector is characterised by a high number of Small to Medium Enterprises (SMEs), many of which have very limited human resource management skills and in which owners often play a "hands-on" role across many facets of business operation. Middle managers need to be freed to work on improvements in production processes and quality in order to help businesses meet the more stringent requirements of some export markets (e.g. in Europe).

STED processes led to the identification of a skill gap at the production level and, again through a DACUM process, occupational standards and curricula were developed. This was a first for this sector in Jordan. However, as national TVET institutions have no capacity for training in this field, training will be delivered completely on-the-job at employers' factories. A TVET provider under the CAQA accreditation framework will oversee training quality. The first group of trainees are expected to start in early 2016.

Overall, in Jordan:

- STED has started a process of industry engagement that is highly valued by the stakeholders. They see it as having helped to identify long-standing barriers to growth and to develop effective training solutions;
- DACUM was used to provide a detailed map of occupational skills and to develop new curricula for training delivery;
- As the DACUM process is already used and promoted in Jordan through CAQA, this element of project implementation cannot be considered innovative. Even so, STED has added value at a systemic level by allowing the development of occupational standards and curricula in the target sectors that might otherwise have not occurred;
- The slow speed of implementation of STED in Jordan, especially in the first half of the project, frustrated industry stakeholders. This frustration has been compounded by anxiety over the possibility that, due to its scheduled completion, project support will be withdrawn just as its training products are about to be introduced to the market.

STED in Vietnam

Vietnam ultimately applied the STED methodology to just one sector, Tourism, focusing on two provinces. Two other sectors were also considered at different stages of the project – originally Footwear and later Seafood – but neither of these proceeded due to time and resource constraints.

The six-stage sequence of the method was not strictly followed, with research activities and STED report writing happening in parallel with activity planning and implementation. While a training needs analysis identified the skills gaps and this informed the development of the Implementation Plan, it was unclear if the deeper research built into the STED methodology was used to any extent

in the action-planning phase⁸. Regardless, time constraints and the demand for action from the stakeholders seem to have required a more flexible application of the model. Ultimately, an Implementation Plan for fourteen tourism-related activities was developed that provided training and capacity development to tourism businesses, TVET colleges and local authorities in the two locations. (In addition, as a result of discussions between the ILO Regional Director and the Russian Ambassador to Vietnam, a third province, Khanh Hoa, also received project support in the form of Russian language training to local tourism staff.)

It should be noted that, in one of the locations, this project built on work already done in an earlier ILO project funded by Luxembourg - Strengthening of Inland Tourism in Quang Nam – which ended in December 2013. This may have contributed to a desire from stakeholders to concentrate on activities rather than research. Also, a TVET development agenda and the competency goals for Vietnam in the Tourism sector had, to some extent, already been defined through the ASEAN Tourism Agreement⁹.

Overall, in Vietnam:

- STED supported economic and employment growth in the tourism sector in two provinces by building the skills and technical capacity of enterprises, TVET institutions and local authorities;
- It undertook training needs analyses for the sector and developed a project Implementation Plan that included an extensive list of training events and support resources. Despite time constraints, most will have been delivered by the end of the project;
- STED's focus has been on implementation rather than analysis. This was seen as a strength of the project by the stakeholders who were interviewed, but one from a TVET institution highlighted the potential benefits of a deeper analysis of needs and of enterprises – *“we wish that the project worked deeper in improving the forecasting of ASEAN skills using the methods applied by the project together with approaching the actual operation of enterprises.”*
- Compared with other approaches, stakeholders generally praised the local implementation as “scientifically-based”, “practical” and meeting industry needs. As a representative of a provincial business association put it, *“there may be better approaches, but I think the current activities of the project are very effective and practical for the operation of tourism.”*

STED in Tajikistan

As mentioned, STED was not fully implemented in Tajikistan. An ILO Technical Specialist consulted with stakeholders and a preliminary report was completed that analysed the potential offered by the Agrifood sector, but no further action was taken. A number of reasons were given for this by ILO staff including a lack of national capacity and expertise and less interest from key stakeholders to drive the STED process.

During the evaluation, the ILO office in Tajikistan highlighted the potential that STED might offer the country. A new National Development Strategy has been developed which seeks to move Tajikistan away from agriculture and towards a more industrial base, such as food processing. According to one ILO representative, “the country is ready for something like STED, but it needs technical assistance”.

3.2.4 Gender responsiveness of project design and implementation

The Project Document indicated that gender equality of opportunity and treatment would be promoted in the implementation of all project activities and in the representation of decision

⁸ A final STED report will be delivered at the end of the project, including an analysis of the activities undertaken. In this sense, project activities might be considered as “action research” elements of the STED analysis phase, rather than as “pilots” of activities recommended in the research phase.

⁹ Article 8 of which focuses on human resources development in the sector, including standardization of competency standards and certification procedures and mutual recognition of skills and qualifications

makers and staff from national institutions. While there are many country-specific issues related to gender equality (including, for example, a very low labour market participation rate in Jordan, the impact of male labour migration on female participation in Tajikistan, and the high female concentration in the Textile and Garment Sector of Kyrgyzstan), these were not explicitly addressed in the Project Document.

When asked how the project addressed gender equality in implementation, stakeholders generally referred to the attention given to ensuring gender balance in participation in events and training courses. Some specific actions were taken, including attention to gathering information on gender through the Establishment Skills Survey run in Tajikistan and a focus on skills development in sectors with a high female representation (such as Pharmaceuticals and some sub-sectors of the Food Industry in Jordan, and Tourism in Vietnam), but overall this project did not seek to break new ground in gender equality in the participating countries.

3.2.5 Would another combination of activities have been more appropriate at the country level?

Although the initial project design involved minimal input from the participating countries, in practice the project gave stakeholders significant flexibility in activity choice under broad project output headings. These activities could all be individually said to be appropriate at the country level, although an argument could be made that a more strategic approach, based on the incremental achievement of more clearly defined national objectives in TVET reform, would be more effective.

Of course, some countries are still working out these TVET reform objectives. As one ILO stakeholder put it “they know they don’t want what they have got, but they don’t exactly know what they *do* want”. In this respect, project activities have helped such countries better understand their options.

3.3 Effectiveness

3.3.1 Introduction

Measuring the effectiveness of the project in achieving its intended outcomes presents some challenges. As was mentioned in the Mid-Term Evaluation, the project design did not include clear, measurable, performance indicators for any of the three Immediate Objectives. The Baseline Studies commissioned for the three CIS countries suggested a monitoring and evaluation framework, but the measures included were fairly crude and were neither actively monitored by the project nor applied to all project locations¹⁰. Instead, project monitoring has been solely activity-based – essentially through a checklist of what was and was not done under each output listed in the Project Document.

The first two intended Immediate Objectives (or outcomes) are very broad in scope – “Improved capacity of TVET institutions in the target countries to deliver quality training”; and “Training programs in the target countries anticipate and meet skills needed for trade and economic diversification”. The “building blocks” set out in the G20 Training Strategy provide some guidance on what achieving these outcomes might entail and these will be considered in the discussion below as a kind of benchmark of success. However, these too are very broad in scope.

The third intended outcome, which relates to the elements of the project implemented by SKOLKOVO, is not really an outcome at all, but rather an activity – “New TVET development tools and methodologies are created and tested”. Some general observations will be made about the contribution of these elements based on the response of stakeholders involved.

It is important to stress that, due to the compressed timeframe for project implementation in all project locations, and the fact that many of its most important activities are only now being

¹⁰ This framework suggested quantitative measures of outputs (e.g. “Number of seminars on basic labour rights delivered to TVET institutions by trade unions”) as well as progressive measurement of stakeholders’ subjective perceptions (e.g. “Relevance of TVET education, measured as average of marks by each representative”).

finalised, a complete picture of project effectiveness is not yet clear. The following discussion therefore largely focuses on results that seem *likely* to be achieved.

3.3.2 Immediate Objective 1: Improved capacity of TVET institutions to deliver quality training

Project activities have led to some capacity enhancements in the target countries in improving training quality and relevance. Relevant elements of the G20 Training Strategy include better labour market information systems (to understand current employer demands in order to improve TVET delivery and the job placement rate of TVET graduates); systems to update curricula and TVET trainers' skills; the enhancement of skills-based qualifications and pathways between education and work; and improvements in workplace training.

Jordan

Through STED, project activities are having a positive effect on the capacity of TVET institutions and systems to deliver quality training. Specifically, the project has:

- Formed stronger links between employers in the Pharmaceuticals and Food Processing industries and the TVET system. This has focused training programs on current employer needs;
- Developed new occupational standards and curricula for the Pharmaceuticals industry. This has filled an identified skills training gap as well as creating a new skills-based qualification and employment pathway for school leavers. The first cohort of trainees has yet to start, but employers have committed to employing all course graduates;
- Helped elevate the status and attractiveness of TVET in a country. TVET suffers from an image problem in Jordan, but the skills, employability and earnings potential of the graduates of the new training programs established through the project are likely to provide a strong signal to the market (especially since the unemployment rate of university graduates is quite high);
- Introduced occupational standards, new curricula and accreditation for training delivered in the workplace within the Food Processing sector. This is planned for early 2016 implementation, and breaks new ground in quality training delivery in Jordan.

“The Pharmaceuticals industry in Jordan needs to respond to competitive threats in the global market. We lose skilled staff to neighbouring countries. I am 100% convinced that the project’s approach touches the core issue of skills development.”

Jordan Pharmaceuticals Industry Representative

Tajikistan

Tajikistan was the poorest country involved in the project and its TVET system faces many challenges. To address these challenges, a more complete understanding was needed of current labour market and training needs. National institutions lacked the capacity to collect this information. In its short period of operation, the project has:

- Developed the capacity of Agency of Labour staff to conduct Enterprise Skills Surveys, analyse results and use findings to improve TVET relevance and employment service delivery (funding to conduct future surveys has now been built into the Government’s three-year budget – see Sustainability below);
- Enabled the completion of the first of these surveys with support from international experts and national researchers;
- Conducted training needs analyses for three key industry sectors, which have highlighted significant weaknesses in the national TVET system. As a direct result of the project, these have been incorporated in the country’s new National Development Strategy.

“The training needs analyses done through the project showed that employers are not sufficiently involved in the development of occupational standards and training curricula. There is a gap between the labour market and the TVET system.”

Kyrgyzstan

Kyrgyzstan's outcomes in TVET system quality improvement centre on the functional analysis that the project has enabled of the peak government body responsible for TVET, the Agency for Vocational Education. This highly participatory activity promises to achieve significant improvements in overall TVET system reform in Kyrgyzstan. It has allowed expert external analysis of system weaknesses and put in place a process to improve:

- TVET institutional arrangements;
- Management and planning processes;
- Legislative and regulatory arrangements affecting quality and relevance; and
- Training program delivery and support mechanisms.

"Just now we may not see the direct results in the form of effectiveness but we see where we should move. The results will be in future."

Director in Agency for Vocational Education, Kyrgyzstan

Armenia

TVET quality improvement and associated labour market policy and program enhancements were the focus of activities in Armenia. The SKOLKOVO TVET Simulation tool was also piloted in Armenia and this has generated considerable enthusiasm among TVET managers about its potential to improve institutional management and performance. Other potential outcomes include:

- Improved institutional governance and awareness of quality issues through a better understanding of the training needs of members of the management boards of 21 TVET colleges (via a training needs analysis run by the project);
- Improved TVET program monitoring and evaluation capacity (via a workshop with ILO experts and support for the conduct of a labour market survey);
- Improved provision of vocational guidance (via training organised through the project). This has the potential to ensure better career and training choices leading to better TVET quality and employment outcomes; and
- Enhancements to the ability of the State Employment Service to connect labour supply and demand through the project's support for the development of an online job brokerage system.

"The project has achieved its goals because the project beneficiaries, especially management boards, needed serious training, which was implemented under the project."

Armenian Employer Association

Vietnam

Activities designed to develop the tourism sector in Vietnam through the use of STED also addressed the needs of national TVET institutions both to better engage with local employers to determine their needs and to deliver quality training to their employees in line with these needs. Enhancements to capacity in these areas were not specifically measured, but the following activities are expected to generate these results:

- Training of trainers to deliver World Heritage Guide courses to tour guides in the selected provinces (23 undertook training and 17 received certification);
- Skills upgrading in for the training of specific tourism occupations - Front Office Operations (10 trainers), Food Preparation (7 trainers), Food and Beverage Services (11 trainers);
- Training of master trainers and facilitators in career guidance (in both training institutions and the General Department of Vocational Training)
- Piloting of the SKOLKOVO TVET Simulation tool to 45 TVET managers and government officials was very well received (as an indication of its potential, there have been requests to expand its application to TVET institutions across the country)
- The project has played a pivotal role in advancing the development of a National Tourism Skills Council. This has the potential to significantly improve TVET quality and relevance across Vietnam.

“The effectiveness of the project is clear because it supports all the labour working in the industry in updating and improving their vocational skills in tourism for a better service provided to tourists, improving the professional capacity of the trainers, and the quality of the officials working in tourism administration.”

Representative of the local Tourism Department, Thua Thien Hue Province, Vietnam

3.3.3 Immediate Objective 2: Training programs anticipate and meet skills for trade and economic diversification

This objective included a number of activities, the most significant of which was the implementation of STED in Jordan and Vietnam. STED reflects such elements of the G20 Training Strategy as “basing sectoral approaches on close collaboration between the social partners at national and local levels”, “embedding sectoral approaches to skills development within long-term national growth strategies”, and “anticipating future skill needs”. It also included activities designed to enhance entrepreneurship training and to explore tracer methodologies for TVET schools.

An account of the contribution of STED to each target country is set out in **Section 3.2.3** but key outcomes can be summarised as follows:

- Progress has been made towards identifying current and future skill needs to enhance export growth and business diversification in two sectors in Jordan (Pharmaceuticals and Food Processing) and one in Vietnam (Tourism);
- The project has developed stakeholder capacity in these countries and sectors to contribute to these processes in future (evidenced by continuing involvement in consultative mechanisms established by the project);
- Implementation of STED findings, including the development of new training to meet newly identified needs for skills (especially in Jordan) and extensive piloting of courses and modules (especially in Vietnam)

Other activities relating to the achievement of Immediate Objective 2 were organised – such as preliminary work in Tajikistan on the incorporation of entrepreneurship training in the TVET system, exploration of a tracer study methodology in Kyrgyzstan. These may have potential to achieve additional results for the project at some point, but it is currently too early to assess their effectiveness.

3.3.4 Immediate Objective 3: New TVET development tools are created and tested

TVET Simulation Tool

Through the project, this new tool was developed by SKOLKOVO to train specialists involved in the management of TVET institutions and services. The tool is in the form of an interactive computer

game that involves users adjusting a range of variables involved in the effective management of a TVET institution – including labour market demand, financing of training, training program development, teacher training and professional development, staffing levels and wages, partnerships, infrastructure development, and equipment purchases. Teams compete against each other in an exercise over two days and five simulation cycles during which decisions are made and the results tabulated and examined.

Representatives from all the participating CIS countries and from Vietnam were involved in a workshop to validate and refine the tool in March 2014. Armenia and Vietnam have tested its use and stakeholders reported a high level of interest in it as an innovative and highly relevant training tool.

Skills Foresight Tool

The project also developed and tested a Technology Skills Foresight Tool, which was also developed by SKOLKOVO. The tool represents an attempt to bridge two areas of labour market research and planning – skills anticipation and technology foresight. It was developed as a result of global expert workshop conducted in July 2013. It is a participatory process involving the interaction of stakeholders (representing employers, educational institutions and regulators). It is described as qualitative in nature, not quantitative and experts representing the focal sector.

In 2014, the tool was tested in Armenia and Vietnam. In Armenia, SKOLKOVO worked in close cooperation with the Armenian Union of Employers and focused on three sectors, IT, food processing and precision engineering sectors. In Vietnam, the metal processing sector was the focus. According to SKOLKOVO the results of the process include the creation of “maps of the future” for the two sectors and the identification of 20 skills in demand and “jobs of the future” – information that can be used for educational program development.

Due to the limited range of stakeholders consulted in Armenia for the Final Evaluation, only limited feedback was obtained on this tool. The ILO’s NPC reported that there was considerable interest in the methodology and that the three reports produced had been used by the German development agency GIZ, where it is adding value to their skills program in the country.

“Foresight is a very good method that allows mutual agreement on all sides in a short period of time; it must be invested in all sectors of the economy.”

Armenian Employer Association Representative

3.3.5 Factors influencing results

Condensed implementation timeframe

As has been already discussed, the project was slow to start in all locations. The project’s prolonged inception phase, delays in the appointment of key staff and the long lead time required to undertake the research required (for example, for STED) all resulted in a concentration of project activities in its last twelve to eighteen months. Many activities will only be completed in the last two months. This rush of activity is not conducive to good outcomes-based management.

Implementation capacity of participating countries

The project focused on systemic reform of large and complex government institutions struggling with a range of pressing issues. Some were undergoing restructuring during the project and the turnover of individuals in key positions was high. In this climate, the project sometimes struggled to get timely responses from key stakeholders, further slowing the pace of implementation.

Complexity and diversity of activities

The range of activities implemented through the project was very broad and technically complex. While NPCs were often able to access technical support, the breadth of project activity may have reduced its ability to delve deeper into some outcome areas. (For example, disability inclusion issues were introduced in some project locations, but do not seem to have been advanced in a significant way.)

Geographic spread

The technical diversity and complexity of the project was further complicated by its geographic spread. While the CIS countries shared many common development issues, each used the project to focus on different systemic challenges. Vietnam and Jordan have little in common with each other or with the CIS countries. The impact of this diversity is to make it very difficult for the project to apply lessons learned in one location to situations in another.

3.4 Efficiency of resource use

Again, lack of timely application of project resources was the primary weakness of the project. The causes and effects of the delays experienced by the project have already been discussed. From an efficiency perspective, a speedier implementation of the project in its early stages would have allowed a much better focus on maximizing outcomes rather than rushing to complete activities. It might also have allowed some additional project activities to occur, such as the implementation of STED in Tajikistan and the application of STED to a second sector in Vietnam.

The \$US 8 million project budget was effectively split between two broad cost centres – \$US2 million for SKOLKOVO’s developing and testing of project tools and \$US6 million for the management and implementation of all other project activities across five countries. Stakeholder feedback about the potential usefulness of the SKOLKOVO tools was very positive and SKOLKOVO itself has done everything asked of it in terms of implementing and supporting the project. However, given the lack of any long-term vision in the project documents for the future application of these tools – how they might be applied elsewhere, to what effect and by whom – it is impossible to say if the project’s investment in their creation represents value for money, either in absolute terms or compared with the project’s other investments.¹¹

As has been mentioned, reporting is largely activity-based (whether planned activities have or have not been completed). There should be a greater emphasis on the reporting of outcomes (i.e. what difference the project is making), but the failure in the design of the project to adequately define performance benchmarks has made this difficult.

The split in project management arrangements – including a Geneva-based CTA covering implementation in the CIS as well as the SKOLKOVO element; a Moscow-based Project Coordinator covering the CIS; a Geneva-based specialist covering STED implementation in Jordan and Vietnam; and NPCs in each location – was not conducive to managing the project as a cohesive whole, but as separate sub-projects. While the CIS countries benefited from having a coordinator and a CTA who could connect them in some ways and coordinate support, this “sub-project” management approach meant that similar synergy could not be as easily fostered between Jordan and Vietnam or across the project as a whole. While it could be argued that the project in Vietnam and Jordan was focused on STED and therefore had little in common with the other project locations, all were fundamentally

¹¹ There have been some potential new applications of the tools identified – including application of the TVET Simulation Tool across TVET institutions in Vietnam and the incorporation of the Skills Foresight Tool in an application of STED in Tunisia – but the point remains that the tools were developed with no clear ILO strategy for their future use. Moreover, the licensing arrangements for such use remain unclear – although the Implementation Agreement with SKOLKOVO suggests that the ILO is free “to enjoy a royalty-free license to utilise the work for which the payment was made including, without limitation, the rights to use, reproduce, adapt, publish and distribute any item or part thereof”, further legal advice might be needed.

about TVET system development, especially as this related to improving employer engagement and training relevance. The evaluation highlighted a strong interest from stakeholders to learn more about how other participating countries were doing these things. For example, although STED was not implemented in Tajikistan, the project did include a sectoral focus there and might have benefited from lessons learned in Jordan and Vietnam.

Having a central person in place to manage the project as a whole may have enhanced synergy across the project. Given the complexity and range of activities, sub-regional and national coordinators would also be needed, but technical experts working on specific project elements and tasks would support them.

“There should have been an expert in training locally allocated for monitoring and to drive implementation of the project. The national coordinator should have monitored remotely and only visited sites once per quarter for checking the implementation plan of action, reviewing the implementation and suggesting for new plan - not participated in activities directly. This allocation would have been able to reduce work pressure for the national coordinator.”

Tourism Department Representative, Quang Nam, Vietnam

The lack of effective governance arrangements for the project has contributed to this failure in achieving cohesion in the project’s management. The Project Advisory Committee (PAC), which involves representatives of the ILO and the Russian Federation, has met only once (in May 2015). It is not clear why it took so long for the PAC to meet. If it had met earlier, it might have played an important role in steering the project as a whole and focusing its efforts on priority reforms.

At a national level, formally constituted Project Steering Committees were also not initially established, although informal working groups with the same tripartite members have been operating throughout to make recommendation on project implementation. The main reason for this appears to be that the time required in the project locations to go through the formal process of committee formation would have further delayed implementation at a time when there was an urgent need to start. The CTA indicated that, although a project audit criticised this arrangement, it was necessary.

3.5 Impact and sustainability of results

The issue of long-term impact and sustainability of results was an issue emphasised in the Mid-Term Evaluation, which noted the lack of a “sustainability vision” and exit strategy for the project. The project’s response to these observations was an undertaking to organise “special events” with constituents in the final months of the project to summarise project results and to agree on measures to ensure their sustainability. These had not occurred by the time of the present evaluation, so no comment can be made on the likely effectiveness of these measures.

More broadly, in terms of the project’s Development Objective – “to strengthen skills development systems so as to improve employability, promote access to employment opportunities and increase incomes of women and men for inclusive and sustainable growth” – the project can be said to have showcased ways of better meeting the skills needs of employers. It has done this both through actual training development and delivery (i.e. engaging with specific sectors to develop new curricula and deliver new courses) and through institutional capacity building (i.e. providing tools and training to key institutions so that they can engage with industry, collect labour market information, anticipate future needs and support diversification and growth).

However, embedding these processes and capabilities into national TVET systems takes time – certainly more than the eighteen months to two years that were effectively available for this project. National stakeholders were enthusiastic about the contributions made through the project’s activities and saw value in the tools used (STED and the SKOLKOVO tools), but there was little to

suggest that they were yet at a stage where they could independently apply them without further technical support.

At a national level, there were a number of developments that seem likely to provide an enduring legacy for the project:

Jordan – The new pharmaceuticals training course developed through the project promises to fill an important skills gap for the sector while simultaneously creating a new skills-based career pathway for school leavers. The new food processing training program promises to achieve a similar result for this sector, but also break new ground in the establishment of accredited training delivered in enterprises.

“STED has broken the ice with this training. There was a need to bring the industry together and the ILO staff were very good at engaging with employers.”

Pharmaceuticals Sector TVET Institution

Tajikistan – The development of the capacity of the Agency of Labour to undertake labour market research will put it in a much better position to ensure that the TVET and employment services systems are better geared to meet current employer needs. While the conduct of the first Establishment Skills Survey was supported through the project, the Government of Tajikistan has committed funds over the next three years to embedding this process into its operations. Similarly, the findings of the sectoral training needs analyses supported through the project have highlighted deficiencies in the TVET system. Responses to these findings have been incorporated into the National Development Strategy.

“It wasn’t a case of ‘spend and forget’ – the project set out to develop the capacity of the agency to run these surveys itself.”

ILO National Coordinator, Tajikistan

Kyrgyzstan – The project’s support to the Agency of Vocational Education to undertake a functional analysis of its entire TVET system. This used a highly participatory approach that generated a high level of institutional ownership and commitment to action based on its results. While this is just a beginning, it promises to establish a training reform agenda, which has the potential to be truly transformative.

“It will undoubtedly contribute to the country’s competitiveness and economic growth but the concrete results will be seen in long-run period.”

Agency of Vocational Education Representative, Kyrgyzstan

Armenia – The project’s focus on institutional capacity building across a broad range of policies and programs, including monitoring and evaluation, career guidance, management information systems, and labour market research, promises to improved overall outcomes in the future. The Employer Association has embraced the SKOLKOVO Skills Foresight tool and has entered into discussions to apply it in additional sectors to influence future TVET system.

“Yes, we have decided to apply the new methods. Moreover, we are already using them and we plan to implement them in future.”

Employer Association Representative, Armenia

Vietnam – Participating businesses and TVET institutions in the selected provinces have all had their skills and management capacities directly improved in line with identified opportunities for growth in the tourism sector. The success of the engagement process demonstrated through the project has advanced discussions on the development of a National Tourism Industry Skills Council.

“The project has encouraged the cooperation relationship between TVET institutions and enterprises, between institutions and other institutions, creating the basis for improving vocational skills and diversifying the jobs in the future.”

Tourism TVET Institution, Vietnam

4 Conclusions

- 4.1** As already discussed, the biggest weakness in this project’s implementation was its **poor use of time**. This was, to some extent, the result of the initial decision to place the CTA of an inter-regional project in one of the field offices, which was unusual practice for the ILO. The peculiarities of the project’s initial development and approval led to a long “inception phase” during which stakeholders were consulted and a project plan was developed. This was not formally approved until February 2014, fifteen months after project commencement. After the original (part-time) CTA left in September 2013, a replacement did not start until after the project’s halfway point (June 2014). Project activities were therefore crammed into the second half of the project and this negatively affected overall project performance.
- 4.2 Deficiencies in the initial project design** process and the **lack of an effective monitoring and evaluation plan** were also weaknesses. Better design could have ensured a more efficient initial implementation phase. Better monitoring and evaluation could have led to earlier revisions in the project.
- 4.3** Despite the significant operational constraints created by such delays and disruptions, the project has nevertheless made a worthwhile contribution to **TVET system development** in the target countries and to the development of skills for their economic diversification and jobs growth. While some project activities can be criticised as being insufficiently linked to measurable outcomes and offering only a minor contribution to systemic reform, there are a number of examples of important results which at least have potential for an enduring impact.
- 4.4** The range of activities delivered in support of the project’s objectives was very broad – so broad, in fact, that the project may have spread itself too thinly in some respects. **Deeper interventions in fewer developmental areas** may have generated more significant and sustainable changes in some locations.
- 4.5** That said, as the technical capacity of some participating countries is quite low, participating in a diversity of activities has enabled some countries to develop a clearer understanding of their own **reform priorities**. They may therefore be now better positioned to define where such projects might best add value in the future.
- 4.6 STED generated results**, but probably not in the way planned. The logical sequence set out in the STED model – research, consultation, analysis, planning, action – was not strictly followed, partly because of time constraints and desire to move as quickly as possible to the action stage. This does not seem to have mattered to the stakeholders and there have been some success stories to emerge from both Jordan and Vietnam. Perhaps the most important part of STED is that it brings industry practitioners and TVET institutions and regulators together in a structured training development process. Strict adherence to the model – indeed any such model – may be of secondary importance.
- 4.7** It might be beneficial to conduct an in-depth analysis and review of STED to determine if there is any scope to **streamline its application** in some way – perhaps, in the process, reviewing alternative approaches to some elements (e.g. SKOLKOVO’s Skills Foresight Tool).

- 4.8** The **SKOLKOVO tools** were developed and were well received in the countries where they were tested. There was some demand for their application in other project countries. Their broader impact on the achievement of project objectives is unknown, but measuring such an impact was not built into the project's design in any case. No clear vision for the future use of these tools has been articulated.
- 4.9** There was a high level of **tripartite constituent involvement** in the project in all locations and this contributed to the results produced by the project.
- 4.10** Steps were taken to ensure **gender** equality both in project decision-making and in participation in project events and training. There are gender issues that could be the focus of development work in TVET (such as the low overall rate of female participation in the labour market in some countries) but this project did not break any new ground in this area.

5 Lessons Learnt and Good Practices

- 5.1 Project design** – While the specific circumstances of this project’s development were unusual and required the project to be approved before the usual consultation and design work had been done, this contributed greatly to the delay in project implementation. In the future, when circumstances lead to the initial approval of a project that needs subsequent more detailed design work, either the design process needs to be completed much sooner (i.e. within three months, not after fifteen) or a more realistic implementation schedule needs to be set (either by extending the period of implementation or reducing the technical and/or geographic scope of activities).
- 5.2 Staffing** – To minimize the risk of projects being hindered by long delays in the recruitment of key personnel, a staffing and technical support strategy needs to be included in project design. Ideally, project staffing should be in place from project commencement. Risk management plans need to identify effective contingency plans for the loss of key staff.
- 5.3 Management** – Splitting the management of projects into two (in this case, a CTA managing the CIS countries and the SKOLKOVO components, and a technical specialist covering Vietnam and Jordan) risks reducing overall project cohesion and synergy. Technical backstopping capacity of the field offices and the inter-regional nature of projects need to be properly considered.
- 5.4 Project governance** – Early and regular involvement of the donor in the Project Advisory Committee is essential, especially when the donor has had no prior involvement in technical cooperation projects with the ILO. In this project, for reasons that are still unclear, the PAC did not have a formal meeting until May 2015.
- 5.5 Involvement of key stakeholders** – Project planning needs to ensure that all key stakeholders are involved in overall project design and management and are allowed to fully contribute to the achievement of project objectives. In this case, it would also have been useful to enhance the role played by the Russian Ministry of Labour in project governance, particularly in relation to the project’s operation in CIS countries. Not only does this Ministry have a good understanding of the challenges faced in TVET development in these countries, but also there are specific policy development issues there that would benefit from its input – for example, labour migration into Russia.
- 5.6 Balancing project flexibility and strategic planning** – While the capacity of a project to quickly respond to emerging opportunities and immediate needs is an overall design strength, such flexibility needs to be balanced with a strong overall project implementation plan that focuses on key priorities and measurable outcomes. If this plan is weak, there is a risk that activities will be approved that offer only a marginal contribution to the achievement of project goals. Wherever possible, activities should align with short, medium and long-term TVET reform plans. The ILO could play an important role in helping countries develop such plans in line with the G20 Training Strategy’s “building blocks”.
- 5.7 Capacity building supporting key TVET reforms** – The project demonstrated the benefits of working with stakeholders to equip them with the skills they need to better understand systemic weaknesses, such as training not matching current employer skills requirements. Providing methods and skills to collect information is more sustainable and effective than simply providing the information.
- 5.8 STED** - STED provides for TVET systems to better engage with employers to identify training needs and to develop responses. It provides a practical model for employer-led TVET reform that gives stakeholders experience in working together in a new way. They can then feel more

confident to apply this experience more broadly across the training system. The model itself may have some inherent weaknesses – for instance, it seems to be somewhat slow – but the broad approach it promotes is relevant and effective. It (or something similar) should be considered for inclusion in projects focusing on TVET system reform as a practical demonstration of engaging with industry.

5.9 STED Implementation – The project demonstrated that there are benefits in STED delivering some activities quickly – even before analysis is fully complete. This serves to cement stakeholder engagement and give confidence that it will not just be an analytic exercise. Of course, it is also necessary to ensure that the analysis is done more quickly.

5.10 Developing and testing new tools and methods – The tools developed and tested through the project (the TVET Simulation Tool and the Skills Foresight Tool) were very well received and were considered innovative and engaging. However, a clearer vision for the longer-term application of these tools should have been articulated in the project design. This would have ensured that project management could maximise future benefits through the implementation process. Many questions remain unanswered about these tools. How will they be used in the future? By whom and under what specific circumstances? Do they need to be redeveloped and tailored for each new country or can they be used generically? What ongoing technical inputs from SKOLKOVO are required for the tool to be a stand-alone ILO resource?

6 Recommendations

	Recommendation	Responsibility	Priority	Resource Implication?
6a	Assuming the project is not extended and ends on 30 November 2015, there is now an urgent need to consider exit arrangements for the project. It is particularly important that this includes some form of support to project activities that are only now reaching a key stage of their implementation (for example, the first intakes of trainees in programs developed through STED). Links to: 4.1	CTA, NPCs	HIGH	Possible
6b	Should the opportunity arise to continue working with the target countries on a project that has similar aims, at least three months should be devoted to detailed project design – including consulting with stakeholders, determining priority areas for TVET system reform and/or sectoral development, identifying measurable and achievable project objectives, and preparing a solid project plan - <i>before</i> project commencement. Ideally, this should include a staffing and technical support strategy that ensures the project can move forward from its first day of operation. Links to: 4.2, 4.5, 5.1, 5.2	Future ILO Project Design teams, DWTs	HIGH	No
6c	Future projects involving the development and testing of new tools and methods should link to the broader project objectives in a more measurable way. Links to: 4.8, 5.10	Future ILO Project Design teams, DWTs	MEDIUM	No
6d	Should the Russian Federation seek to support ILO projects of this type in the future, the expertise and broader involvement of the Russian Ministry of Labour should be sought. This is especially the case where CIS countries are targeted. Links to 5.5	ILO SKILLS with support of the donor	HIGH	No
6e	The STED model should be reviewed to assess the potential for streamlining its delivery in certain circumstances – maybe offering a “STED Light” option where time and resources make a comprehensive application of the model difficult. It is, however, important that the STED process of improving engagement of TVET system stakeholders with industry is not diminished. Links to: 4.6, 4.7, 5.8, 5.9	ILO SKILLS Specialist in STED	MEDIUM	Possible
6f	Future TVET development work in these countries should more fully examine opportunities to address gender equality, especially in terms of increasing female labour market participation. Links to: 4.10	Future ILO Project Design teams, DWTs	MEDIUM	Possible
6g	As part of the project design process, an “evaluability assessment” should be undertaken to ensure that all project activities are designed in a way that can demonstrate their effectiveness in achieving desired project outcomes. In particular, attention needs to be given to indicators – as Guidance Note 11 from the ILO’s Evaluation Office outlines, this requires: “ <i>The selection of SMART indicators that are quantitative or qualitative and include comparison points of levels, quality and grade.</i> ” Links to: 4.2, 4.4, 5.1	Future ILO Project Design teams, DWTs	HIGH	No
6h	The “building block” approach advocated in the G20 Training Strategy provides an excellent starting point for assessing TVET development needs and for constructing a more effective training system. To build on this, the ILO might consider the development of diagnostic tools and processes to assist countries to assess the strengths and weaknesses of their current TVET systems, to consider the applicability of different international models, and to develop short, medium and long-term plans for reform. Links to: 4.3, 5.1, 5.6, 5.7	ILO SKILLS	MEDIUM	Yes

Annex A – Summary of Key Project Activities

Jordan

Date	Activity
Mar 2013	Initial consultations and project scoping
	Country baseline survey completed
Jun-Dec 2013	STED analyses undertaken (establishing Pharmaceuticals and Food Processing sector steering committees) identifying areas for sector diversification, growth and skills development
Jun 2014	National Project Coordinator (NPC) commences
Sep-Dec 2014	NPC conducts additional consultations with target sectors to update STED findings and reinvigorate steering committees
	New Occupational Standards developed for Pharmaceutical Sector through project approved by national training quality authority
	New Occupational Standards developed for Food Processing Sector through project approved by national training quality authority
Jun 2015	Skills Council for the Food Processing Sector formed (involving industry, unions, TVET providers and Ministry of Labour)
Sep 2015	Pharmaceutical sector curriculum (Semi-Solids and Injectable Production) developed (for new entry-level training course to be delivered in early 2016 in specialist TVET institution)
	“Introduction to Bio-Similars” course developed and delivered to senior managers in pharmaceuticals sector (covering business analysis and investment issues to diversify into this field)
	Food Processing sector curriculum developed and training of trainers in companies begins
	Training in Human Resource Development for the Food Processing sector developed and delivered to participating companies
Oct 2015	Marketing Development for Pharmaceutical Sector – curriculum developed and course delivered
	Final STED Report delivered

Tajikistan

Date	Activity
Mar 2013	Initial consultations and project scoping in Moscow through “G20 Training Strategy: From Concept to Project Document” workshop
Jun 2013	Consultation with stakeholders and conduct of Project Validation Workshop
Jan 2014	National Project Coordinator (NPC) commences
Mar 2014	Four TVET managers/Ministry of Labour representatives attend SKOLKOVO workshop demonstrating TVET tool. (Shared with other TVET/Ministry staff in May 2014.)
Mar 2014	Country baseline survey completed
Jul 2014	Consultations by ILO expert on possible application of STED method (did not proceed further)
Oct 2014	Tripartite Roundtable convened at the Ministry of Labour on TVET reform and development issues
Dec 2014	Three-day training course on TVET management delivered to 100 staff from 4 regions
Feb 2015	Workshop on “Inclusion of people with disabilities in the labour market” held in Sochi, Russia.
Feb-Apr 2015	Training Needs Analyses conducted for three strategic sectors – Agriculture, Energy, Transport
Apr 2015	Round Table on results of Training Needs Analyses with participation of relevant Ministries, national scientific and research institutions, international organisations
	Analysis by ILO experts of entrepreneurship training needs including applicability of ILO tools
	TVET system representatives attend workshop run by SKOLKOVO in Russia on Building Successful Partnerships between TVET & Business
Apr-Sep 2015	Establishment Skills Survey (ESS) activity conducted to collect data from employers and TVET graduates to improve TVET system outcomes. Includes capacity building to enable Agency of Labour

Date	Activity
	and Employment staff to conduct such surveys independently in the future.
Sep 2015	Guidelines developed to support employers' participation in ESS
Oct 2015	Round Table presentation and discussion of ESS results
Oct 2015	Start and Improve Your Business (SIYB) Training of Trainers delivered to enhance entrepreneurship training in TVET system and the effectiveness of a government no interest loan scheme for start ups
Sep-Nov 2015	Support for Methodological Centre for Assurance and Quality to improve access to TVET resources via web. Training provided by ILO experts on TVET monitoring, evaluation and design.

Kyrgyzstan

Date	Activity
Mar 2013	Initial consultations and project scoping workshop in Moscow
Jun 2013	Consultation with stakeholders and conduct of Project Validation Workshop
Jan 2014	National Project Coordinator (NPC) commences
Mar 2014	Country baseline survey completed
	Training Needs Analysis conducted for the textile/garment sector completed. Informs TWG decision making for capacity-building activities for this sector.
	Representatives attend SKOLKOVO workshop demonstrating TVET tool.
Sep 2014	Round Table on "Presentation of TNA Results and Developing a Training Plan"
Oct 2014	Technical Working Group and other stakeholders attend a Tracer Study seminar jointly organized with European Training Foundation, Forum of Educational Initiatives and national partners.
Jan-Apr 2015	Functional analysis/diagnostic conducted of Agency for Vocational Education (AVE)
Feb 2015	Workshop on "Inclusion of people with disabilities in the labour market" held in Sochi, Russia
	Social Partnership training (cooperation and coordination) provided to employer and worker representatives of the Garment Sector Council
Apr 2015	TVET system representatives attend workshop run by SKOLKOVO in Russia on Building Successful Partnerships between TVET & Business
May 2015	Training provided to key staff from AVE/Methodological Centre at the ILO Skills Academy in Turin
Sep 2015	Training/consultations on Strategic Planning for AVE staff in partnership with Helvetas Swiss Intercooperation
Oct-Nov 2015	Training/consultations on Management Skills for AVE staff in partnership with Helvetas Swiss Intercooperation
Aug-Nov 2015	Two national consultants engaged in follow-up phase of functional analysis/diagnostic of AVE

Armenia

Date	Activity
Mar 2013	Initial consultations and project scoping in Moscow through "G20 Training Strategy: From Concept to Project Document" workshop
May-Jun 2013	Missions to consult with stakeholders, conduct Project Validation Workshop and present SKOLKOVO tools to the ILO constituents.
Nov 2013	Mission conducted by Swedish experts on disability inclusion (workplace adaptation status)
Dec 2013	Country baseline survey completed
Feb 2014	National Project Coordinator (NPC) commences
Mar 2014	Six representatives attend SKOLKOVO workshop demonstrating TVET tool.
Apr 2014	Two representatives of Methodological Center of Vocational Orientation and State Employment Service Agency attend Career Guidance course at the ILO's International Training Centre in Turin
Apr 2014	Phase I SKOLKOVO Skills Foresight Workshop held focusing in two sectors – Food and Precision

	Engineering
Jun 2014	Phase II SKOLKOVO Skills Foresight Workshop held
	Study tour by delegation from Ministry of Labour and Social Issues to Russia to study theory and practice of the improvement of vocational rehabilitation of people with disabilities
Jul 2014	Country Forum on Career Guidance (supported by project)
Sep 2014	Seminar on Trade Union role in TVET improvement (part of sub-regional seminar on informal economy)
Oct 2014	SKOLKOVO train 8 moderators in use of the TVET Simulation tool
Feb 2015	Workshop on “Inclusion of people with disabilities in the labour market” held in Sochi, Russian Federation
Apr 2015	TVET system representatives attend workshop run by SKOLKOVO in Russia on Building Successful Partnerships between TVET & Business
May 2015	Workshop provided by Russian expert on Professional Orientation/Career Guidance
May-Jun 2015	ILO expert consultations held with Ministry of Labour on policy reforms, monitoring and evaluation and development of employment management information systems (including online job services)
Aug 2015	Start of a Labour Market survey (in response to consultations in May and June?) supported by two national consultants
Aug-Oct 2015	Work on development of Jobs Information System (in response to consultations in May and June?)
Sep 2015	Consultations between Employer Association and SKOLKOVO experts on competencies (relating to Skills Foresight tool)
Sep-Nov 2015	Needs Assessment Survey of Management Boards of 21 TVET Colleges
Oct 2015	Training support provided for State Employment Service

Vietnam

Date	Activity
Apr 2013	Initial consultations and project scoping – two sectors selected for STED, Tourism and Footwear
Aug 2013	National Project Coordinator (NPC) commences
Aug-Nov 2013	NPC conducts preliminary work with stakeholders in two identified project locations
Mar 2014	Representative of General Department of Vocational Training (GDVT) attends SKOLKOVO workshop demonstrating TVET tool
	Training Needs Analysis for tourism sector in Quang Nam and Thua Thien Hue provinces completed
Apr-Jul 2014	Vietnamese research institute conducts STED statistical analysis of Tourism sector
Apr 2014	Decision made not to proceed with STED in Footwear sector. Seafood proposed as alternative, but this did not proceed.
May 2014	Implementation Plan for 14 tourism-related activities agreed – targets 3 groups, tourism businesses, TVET colleges and local authorities
Sep 2014	Training in Career Guidance (including 8 as master trainers) for staff Department of Vocational Training (GDVT), training institutions and local Department of Labour, Invalids and Social Affairs in Thua Thien Hue and Quang Nam (joint activity with Rural Youth Employment project)
	SKOLKOVO seminar on “Skills forecasting tools for development and management of TVET” in Hanoi
Nov 2014	Drivers in tourism-related businesses in Quang Nam province trained in communication skills.
Dec 2014	SKOLKOVO pilots Skills Foresight Tool for Metal Processing sector
Apr 2015	Training in tourism planning for officers in Quang Nam and Thua Thien Hue provinces
	TVET system representatives attend workshop run by SKOLKOVO in Russia on Building Successful Partnerships between TVET & Business
May 2015	45 TVET managers/GDVT senior officers were trained by SKOLKOVO in the use of the TVET simulation tool.

Date	Activity
Jun 2015	Training course for officers in Quang Nam and Thua Thien Hue provinces on data collection and analysis
	Workshop instigated by ILO, chaired by GDVT, to examine international good practice in establishing a Tourism Sector Skills Council to develop standards and a more employer-demand driven TVET system
Jul 2015	Master trainer course for World Heritage Guides in Quang Nam and Thua Thien Hue provinces
Aug-Sep 2015	Training courses for tour guides in Quang Nam and Thua Thien Hue provinces (two in each) on World Heritage Guide
Aug 2015	Training courses run for teachers/lecturers from tourism training institutions in Quang Nam and Thua Thien Hue to upgrade skills in Front Office Operations, Food Preparations, Food & Beverage Services.
Sep 2015	Around 180 tourism industry employees in Khanh Hoa province trained in Russian language skills
Oct-Nov 2015	Workshop to launch the STED report for Tourism
	Workshop with GDVT and sector representatives to build on project by establishing a national Tourism Sector Skills Council
	Self-study guides/phrase books on Russian language for tourism sector
	Additional training courses planned in customer service, online marketing, use of self-directed training materials (for small tourism businesses).

Annex B – List of Persons Interviewed

Date	Location	Person Interviewed	Position/Organisation	Interviewer
1/9/15	Phone	Jim Windell	Training Policies and Programs Specialist, Skills and Employability Branch, ILO	Tony Powers
2/9/15	Phone	Con Gregg	Technical Officer, Skills Anticipation, Skills and Employability Branch, ILO	Tony Powers
2/8/15	Phone	Jean Duronsay	Chief Technical Advisor, Skills and Employability Branch, ILO	Tony Powers
3/9/15	Phone	Dimitrina Dimitrova	Director, ILO Moscow	Tony Powers
3/9/15	Phone	Girma Agune	Officer-in-Charge, Skills and Employability Branch, ILO	Tony Powers
14/9/15	Phone	Olga Koulaeva	Employment and Skills Specialist, CIS Countries, ILO Moscow	Tony Powers
14/9/15	Moscow	Elena Kudriavtseva	ILO Program Coordinator for Armenia, Kyrgyzstan and Tajikistan, ILO Moscow	Tony Powers
14/9/15	Moscow	Sergeyus Glovackas	Senior Specialist for Workers' Activities, ILO Moscow	Tony Powers
14/9/15	Moscow	Vladimir Curovic	Senior Specialist for Employers' Activities, ILO Moscow	Tony Powers
15/9/15	Phone	Valeria Sakharova	Consulting Projects Manager, SKOLKOVO	Tony Powers
15/9/15	Moscow	Jean Duronsay	Chief Technical Advisor, Skills and Employability Branch, ILO	Tony Powers
15/9/15	Phone	Paul Comyn	Evaluation Manager, ILO	Tony Powers
16/9/15	Moscow	Rolf Buchel	Chief Technical Advisor, "From the Crisis towards Decent and Safe Jobs (Phase II)" Project	Tony Powers
16/9/15	Phone	John Bliet	Enterprise Specialist, ILO	Tony Powers
17/9/15	Amman	Mohamed Nayef	National Project Coordinator, ILO	Tony Powers
20/9/15	Amman	Ruba Daghmesh	CEO, Jordan Olive Product Export Association	Tony Powers
20/9/15	Amman	Rami Al Dari	Head of Quality Assurance, Al Ram Pharmaceuticals	Tony Powers
20/9/15	Amman	Suha Labadi	Head of International Cooperation, Ministry of Labour	Tony Powers
20/9/15	Amman	Raed Abu Fedda	Production Manager, Dar Al Dawa'a	Tony Powers
20/9/15	Amman	Mohammad Qaisieh	Manager of Production Operations, JPM	Tony Powers
20/9/15	Amman	Sami Hawas	Quality Assurance Officer, Hikma	Tony Powers
21/9/15	Amman	Mohamed Khir Irshid	Director of Centre of Accreditation and Quality Assurance, Ministry of Labour	Tony Powers
21/9/15	Amman	Farah Mukhaimer	Projects Coordinator, National Employment Strategy, Ministry of Labour	Tony Powers
21/9/15	Amman	Mohamed Saudi	CEO, Al-Bayrouty Co.	Tony Powers
21/9/15	Amman	Khaled Habahbeh	General Federation of Jordanian Trade Unions	Tony Powers
21/9/15	Amman	Judy Saleh	Director VTC Centre of Excellence of Pharmaceuticals Industry	Tony Powers

Date	Location	Person Interviewed	Position/Organisation	Interviewer
21/9/15	Amman	Shoumaf Webekh	Quality Assurance Manager, Jordina Co	Tony Powers
23/9/15	Dushanbe	Sanginzoda Emin	First Deputy Minister, Ministry of Labour	Tony Powers
23/9/15	Dushanbe	Gulshanov Rajabali	Head of Department for Primary TVET, Ministry of Labour	Tony Powers
23/9/15	Dushanbe	Kurbanov Niezbek	Deputy Director, Agency of Labour, Ministry of Labour	Tony Powers
23/9/15	Dushanbe	Kuddusov Jamshed	Director, SocService Research Centre	Tony Powers
23/9/15	Dushanbe	Mirzoev Hotam	Director, TVET College (specializing in Catering & Tourism)	Tony Powers
23/9/15	Dushanbe	Safarov Zokir	Director, TVET College (specializing in Transport & Railways)	Tony Powers
23/9/15	Dushanbe	Burhonov Shuhrat	Director, TVET College (specializing in Communications)	Tony Powers
23/9/15	Dushanbe	Mr Salomov	Director, Adult Education Centre, Ministry of Labour	Tony Powers
23/9/15	Dushanbe	Tahmina Mahmud	National Project Coordinator, ILO	Tony Powers
23/9/15	Dushanbe	Sobir Aminov	National Coordinator in Tajikistan, ILO	Tony Powers
24/9/15	Dushanbe	Sharipov Azizbek	Chairman, Employers Union of Tajikistan	Tony Powers
24/9/15	Dushanbe	Ms. Fayziev Ismoil,	Deputy Chair, Federation of Independent Trade Unions	Tony Powers
24/9/15	Dushanbe	Yunusov J.	Chief Specialist, International Affairs, Federation of Independent Trade Unions	Tony Powers
24/9/15	Dushanbe	Saidova Marhabo	Deputy Chair, Federation of Independent Trade Unions	Tony Powers
24/9/15	Dushanbe	Rizoev A.	Head, Economic and Social Affairs, Federation of Independent Trade Unions	Tony Powers
24/9/15	Dushanbe	SITE VISIT – hosted by Safarov Zokir	TVET College (specializing in Transport & Railways)	Tony Powers
24/9/15	Dushanbe	SITE VISIT – hosted by Ms Zokirova, Director, with Ms Davlatova, Deputy, Ms Razikova, Head of Foreign Affairs and Mr Musoev, Deputy	TVET College (specializing in Engineering)	Tony Powers
24/9/15	Dushanbe	Mirzoev Mirzoshoh	Chief of Innovation Development Unit, Training Methodical Centre and Monitoring Quality Education	Tony Powers
24/9/15	Dushanbe	Muminova Farida	National Expert, Strategic Research Centre under the President of Tajikistan	Tony Powers
	Hanoi?	Vu Van Ha	Manager, Department of Information Data and Statistics, TVET Directorate	Le Duy Binh
	Hanoi?	Le Huu Minh	Deputy Director, Department of Culture, Sport and Tourism	Le Duy Binh

Date	Location	Person Interviewed	Position/Organisation	Interviewer
	Quang Nam	Ho Tan Cuong	Deputy Director, Department of Culture, Sport and Tourism (Quang Nam Province)	Le Duy Binh
	Hue	Nguyen Huu Binh	Chair, Hue Business Association	Le Duy Binh
	Quang Nam	Dang Nam Phuong	Vice Rector, Northern Quang Nam Vocational School	Le Duy Binh
10/9/15	Yerevan	Shamam Harutunyan	Deputy Minister of Labor and Social Affairs, Ministry of Labour and Social Affairs	Sevak Alekyan
11/9/15	Yerevan	Tatevik Gasparyan	Director, National Centre for Vocational Education and Training Development	Sevak Alekyan
11/9/15	Yerevan	Robert Abrahamyan	Director, State Informatics College and former head of VET Department	Sevak Alekyan
14/9/15	Yerevan	Karine Simonyan	National Project Coordinator, ILO	Sevak Alekyan
15/9/15	Yerevan	Boris Kharatyan	Deputy Chairman, Confederation of Trade Unions of Armenia	Sevak Alekyan
15/9/15	Yerevan	Ashot Arshakyan	Head of VET Department, Ministry of Education and Science	Sevak Alekyan
15/9/15	Yerevan	Armine Poghosyan	Head of VET Division, Ministry of Education and Science	Sevak Alekyan
15/9/15	Yerevan	Sasun Hambardzumyan	Head of VET Division, Ministry of Education and Science	Sevak Alekyan
16/9/15	Yerevan	Haykuhi Gevorgyan	Director, Methodological Centre of Professional Orientation, Ministry of Labour and Social Affairs	Sevak Alekyan
16/9/15	Yerevan	Artak Simonyan	Deputy Head, State Employment Agency, Ministry of Labour and Social Affairs	Sevak Alekyan
17/9/15	Yerevan	Nune Hovhannisyan	National Coordinator in Armenia, ILO	Sevak Alekyan
18/9/15	Yerevan	Gagik Makaryan	Chair, Republican Union of Employers of Armenia	Sevak Alekyan
17/9/15	Bishkek	Ms Gulmira Kadyrovna Kasymalieva	Head of Department on Labour & Social Partnership	Tatyana Razumova
17/9/15	Bishkek	Ms. Anar Beishembaeva	Chief Inspector/Advisor of the Agency of Vocational Education	Tatyana Razumova
17/9/15	Bishkek	Ms Masuma Bashirova	Director of Republican Scientific-Methodological Centre	Tatyana Razumova
17/9/15	Bishkek	Mr Azamat Ishenkulovich Imankulov	Head of School No 18	Tatyana Razumova
17/9/15	Bishkek	Mr Farhad Tologonov	Director of the Association of Light Industry Enterprises	Tatyana Razumova
17/9/15	Bishkek	Ms Meerim Bayalieva	NPC, ILO	Tatyana Razumova
18/9/15	Bishkek	Ms Aliya Djusupova, Director	Director, Forum for Educational Initiatives	Tatyana Razumova
18/9/15	Bishkek	Ms Gulmira Jalil	HR Expert, Helvetas Swiss Intercooperation	Tatyana Razumova
18/9/15	Bishkek	Ms Almabubu Jarkynbaeva	Vice- Chairman of TU on Light Industry & Textile, Trade Union for Light Industry	Tatyana Razumova

Date	Location	Person Interviewed	Position/Organisation	Interviewer
18/9/15	Bishkek	Ms Bakytgul Musaevna Djusupova	Head of School No 43	Tatyana Razumova

Annex C – Data Collection Instruments

1. DETAILS OF INTERVIEWEE (FOR ALL INTERVIEWEES)

NAME:

JOB TITLE:

ORGANIZATION:

2. INVOLVEMENT WITH THE PROJECT (FOR ALL INTERVIEWEES)

2.1 Please briefly describe how and why you and your organization have been involved in the project (include details of involvement in development and/or delivery of specific project activities – e.g. STED, Skills Foresight Tool, training courses etc.):

3. OVERALL EXPERIENCE

3.1 What has been your overall experience with the project?

3.2 Please describe any positive or negative experiences with the project.

3.3 Has the project met your expectations? Explain why it has or has not..

4. RELEVANCE & STRATEGIC FIT OF THE PROJECT (SOME INTERVIEWEES MAY NOT BE ABLE TO ANSWER ALL THESE QUESTIONS BECAUSE THEY ARE ONLY FAMILIAR WITH A PART OF THE PROJECT. IF SO, THEY CAN PROVIDE A RESPONSE THAT RELATES TO THE PART OF THE PROJECT WITH WHICH THEY ARE FAMILIAR.)

4.1 How well do you think that the design of the project responded to your country's TVET needs and broader development objectives? Explain.

4.2 How much input has the National Project Advisory Board had in the design and implementation of the project and its activities? Explain.

4.3 Do you think the design of the project took into account key issues relating to gender and skills? Explain.

4.4 Has the project and its activities added value to other programs or approaches used in your country to address these TVET needs and broader developed objectives? Explain. (For example, how has STED or the Skills Foresight Tool added value to your country's current approach to skills development?)

4.5 Would another approach have been more appropriate? Explain.

5. EFFECTIVENESS (SOME INTERVIEWEES MAY NOT BE ABLE TO ANSWER ALL THESE QUESTIONS BECAUSE THEY ARE ONLY FAMILIAR WITH A PART OF THE PROJECT. IF SO, THEY CAN PROVIDE A RESPONSE THAT RELATES TO THE PART OF THE PROJECT WITH WHICH THEY ARE FAMILIAR.)

5.1 In your country, to what extent has the project achieved its intended outcomes – namely:

- Improving the capacity of TVET institutions to deliver quality training?
- Training programs anticipating and meeting skills needed for economic diversification?
- Creating and testing new TVET development tools and methodologies?

5.2 What factors or obstacles contributed to these results?

5.3 Have there been any unintended or unexpected effects (good or bad) from the project?

6. EFFICIENCY OF RESOURCE USE (SOME INTERVIEWEES MAY NOT BE ABLE TO ANSWER ALL THESE QUESTIONS BECAUSE THEY HAVE NOT BEEN INVOLVED IN OVERALL PROJECT MANAGEMENT. THEY MAY HAVE OBSERVATIONS THAT YOU CAN RECORD, BUT OTHERWISE YOU CAN SKIP THESE QUESTIONS FOR THESE PEOPLE.)

6.1 Have the project resources (funds, staff, time, networks, expertise and knowledge) been used efficiently? Explain.

6.2 Have the project's management arrangements and reporting lines been conducive to efficient implementation? Explain.

6.3 Do you think the project could have been staffed or managed better? If so, how.

7. IMPACT & SUSTAINABILITY OF RESULTS

7.1 In what ways do you think the project has contributed to:

- Developing the capability of your country to improve its training delivery system?
- Extending better training to those who need it most?
- Contributing to the country's competitiveness and economic growth?

7.2 When the project ends, do you think that any project results will be sustained? Explain.

7.3 (NOT ALL INTERVIEWEES WILL BE ABLE TO ANSWER THIS QUESTION – IF SO, SKIP.) Have national counterparts decided to continue to use the project tools (such as the Skills Foresight Tool, Training Simulation Tool for TVET Managers, STED etc)? Why or why not? Are resources available to do so?

7.4 How might the sustainability of the project's results be improved?

7.5 Do you think the project should be continued and if so, what should the priorities be?

8. RECOMMENDATIONS

8.1 In the short term, in the time remaining before the projects ends, are there any actions that you think should be taken to maximize project results?

8.2 More broadly, what lessons have been learned from this project that might help in the design and implementation of future projects of this type?

8.3 Do you have any other comments or suggestions? Explain.

Annex D – Inception Report

1. Background

This Inception Report provides a brief overview of the approach to be taken in the conduct of the Evaluation of the above project. This includes the planned approach for both the Evaluation Consultant's field missions to Moscow, Amman and Dushanbe and the national research support officers in Viet Nam, Kyrgyzstan and Armenia. An Interview Guide has been prepared for the latter and is attached for comment.

2. Document Review

The following documents have been reviewed in preparation for the conduct of the Evaluation:

- Terms of Reference for Independent Final Evaluation
- Terms of Reference for Local Consultants
- Project Document including annexes
- Technical Cooperation Progress Report (Period: January-December 2014)
- Independent Mid-Term Evaluation Report (March 2015)
- Progress Matrix outlining responses to Mid-Term Evaluation (undated)
- Schedule of events/activities/missions January-November 2015 (CIS Countries)
- Skills Proposals under Outcome 2 (2014-15) – Jordan and Vietnam
- Draft Note on the Project Advisory Committee (PAC) meeting for the TC project “Applying the G20 Training Strategy” (May 2015)
- Implementation Agreement between ILO and Moscow School of Management SKOLKOVO

3. Pre-Mission Briefings

The Evaluation TOR envisaged that a planning meeting be held with ILO representatives. This did not take place. Instead individual telephone discussions were held with the following ILO staff prior to the mission:

- James Windell - Training Policies and Programs Specialist, Skills and Employability Branch
- Con Gregg - Technical Officer, Skills Anticipation, Skills and Employability Branch
- Jean Duronsay – Chief Technical Advisor, Skills and Employability Branch
- Dimitrina Dimitrova – Director, ILO Moscow
- Girma Agune – Officer-in-Charge, Skills and Employability Branch

Additional pre-mission briefings are planned with Paul Comyn (Evaluation Manager for this project) and Olga Koulaeva (Employment and Skills Specialist, CIS Countries, Moscow Office).

4. Some Issues Highlighted in the Document Review and Briefings

Design

It was generally accepted that the design process was more “top-down” than is usual with ILO technical cooperation agreements. While the opportunity to establish the ILO's first project with the Russian Federation was important and required a flexible approach, there have been some legitimate concerns about the transparency of the process and the waiving of standard ILO procurement requirements. Participating countries have a range of needs and the design process may not have responded to these well. A view was expressed that this affected the clarity and relevance of the objectives set out in the project document – e.g. objectives that were more in line with the needs of the implementing agencies than with the priorities of the participating countries.

Reviewing both the Project Document and the Mid-Term Evaluation, questions arise about the overall “program logic”, especially over the development and use of the project's “tools” (i.e. The TVET Simulation Tool, the Skills Foresight Tool and STED). As was pointed out in the Mid-Term Evaluation, Immediate Objective 3 – in short, creating and testing the tools - is essentially an activity (or an output) rather than a development objective.

In contrast, Objective 1 is about improving the capacity of TVET institutions in the target countries and Objective 2 is about improving the relevance and effectiveness of training programs in these countries. In this context, Objective 3 seems out of place. Developing and testing the tools may be a worthwhile pursuit, but the project document, as it is written, does not provide a framework for evaluating these activities as contributing to the development of the target countries. In other words, developing and testing the tools appears to be an end in itself.

Management

Difficulties with staffing the project have had a disruptive effect – delays in recruitment, resignations, the issues some individual staff had with project elements etc. For a period, the CIS countries were said to have been “left to their own devices”. The project was quite complex, including a mix of centralised and decentralised control and the management of four separate budgets. This may have contributed to the situation, described in the Mid-Term Evaluation, of many project activities being organised and run in a somewhat ad hoc manner.

There was no Project Advisory Board in place until May 2015 and this meant that external operational oversight and guidance of the project were lacking. This was reflected in the country-level governance of the project with no national project advisory boards in place until fairly recently.

Implementation

Regarding the TVET Simulation Tool, there has been favourable feedback about the product – “the users loved it”. As a counterpoint, the actual applicability of the tool needs to be assessed and not just the immediate reactions of those who have used it. As one person put it – “the fact that it is interesting, doesn’t make it useful.”

With the STED component, delays have been experienced everywhere except Vietnam, and, even there, the NPO had to split his time between this and another ILO project. The process has enabled some tourism-related activities to be initiated in some provinces and has brought the key stakeholders together. As a potential major outcome of the project, the establishment of a Tourism Sector Skills a Council is proposed.

In Jordan, progress is not as good and the Government stakeholders there are said to be somewhat disappointed. Some curriculum development and training have been done in the pharmaceuticals sector, but more time is needed.

While the SKOLKOVO-developed skills foresight tool was initially planned to be implemented in just the CIS countries (with STED used as an alternative approach in Jordan and Vietnam), in practice, it was used in Vietnam too, albeit it in a separate industry sector.

A view was expressed that applicability of these foresight and trade diversification methodologies need to be closely examined in some countries. It is difficult enough to usefully apply such tools in highly developed countries, but in places like the CIS, which lack economic opportunities and resources to implement developed plans, the tools might not offer viable solutions of the scale needed to make a real difference.

The Evaluation

The briefings reinforced the need for the evaluation to focus on the “clients” – the target countries – rather than the people and organisations directly involved in delivery. For the ILO, such evaluations are intended to improve future project implementation and results. For example, if the project was too ambitious and had too many themes, the evaluation should explore this. If the logic of the project design or the wording of objectives were not expressed well, the evaluation should suggest how this might have been done in a better way. The final report should be structured around the key evaluation questions, followed by a formal discussion and synthesis of the findings.

Regarding the national consultants engaged in Kyrgyzstan, Armenia and Vietnam, these people should be considered to be working under the Evaluation Consultant’s control, who is responsible for the overall quality of the project. They can be assumed to already have a strong grounding in the project and can be contacted directly by the Evaluation Consultant (i.e. without going through national project coordinators).

Given the concerns outlined above about the irregular processes followed in developing the project, the issue was raised about the relationship between the evaluation and the possible development of a second phase for the project. This issue was clarified – the evaluation should focus solely on the current project and should not involve itself with any scoping of follow-up activities in the form of a new project. The donor has indicated that it would only look at future arrangements in the light of the evaluation of current project.

5. Schedules of Field Visits

The CTA advised that a schedule of field visits to be made by the Evaluation Consultant (in Moscow, Amman and Dushanbe) is being prepared by ILO staff. Schedules for the national research support officers (in Viet Nam, Armenia and Kyrgyzstan) are being sought.

Timing of field visits is as follows:

Evaluation Consultant:

Russia (11-16 September)

Jordan (17-22 September)

Tajikistan (23-26 September)

National Research Support Officers in Viet Nam, Kyrgyzstan and Armenia (engaged over the period 14-25 September) have been asked to provide the Evaluation Consultant with details of their planned consultations.

6. Evaluation Instrument

The attached Interview Guide has been prepared to guide the national research support officers. The questions included in this guide will also be used in the Evaluation Consultant's field visits.

7. Report

Five days have been allocated to analysing the data collected and preparing a draft report. Another 2 days have been allocated to finalising the report after feedback is provided by the Evaluation Manager and stakeholders. The proposed submission date for the draft report is Monday 5 October.

Annex E – Evaluation Terms of Reference

1. Background and context

Project Background

In June 2010 at the Toronto Summit the G20 leaders welcomed the **G20 Training Strategy for a Skilled Workforce for Strong, Sustainable and Balanced Growth** developed by the International Labour Organization (ILO). In Seoul, in November 2010, the G20 leaders pledged to support developing countries in implementing national strategies on skills for employment, building on the G20 Training Strategy.

The G20 Training Strategy project is a response to the interest indicated by the Russian Federation to work with the ILO in supporting the application of the G20 Training Strategy to the skills development and employment needs in a range of countries. The initiative is implemented in line with the Concept of Russia's Participation in International Development Assistance.

The overall objective of the project is to develop the capabilities of the target countries to improve their **training delivery systems**, extend better training to those who need it most and thereby contribute to each country's competitiveness and economic growth. The project focuses on improving the delivery of demand-led training in the formal technical and vocational education and training system (TVET). Specific interventions in trade-related economic sectors to identify skills needs and development of new methods of skills foresight in those economic sectors, where skills needs are significantly affected by technological change, will complement the activities.

The project is aligned with the relevant ILO Decent Work Country Programmes¹² (DWCPs). DWCPs are broader frameworks to which the individual ILO project is linked and contributes to (see <http://ilo.org/decentwork>). The DWCPs define priorities, results, operational strategies, as well as implementation plans that support national decent work priorities with due regard to broader UN and national development context.

Two groups of countries have been identified for technical support under the project. The first consists of three countries members of the Commonwealth of Independent States (CIS): Armenia, Kyrgyzstan and Tajikistan. Decent Work Country Programmes in these countries have identified skills development as one of the prioritized country outcomes.

The second group consists of Jordan and Vietnam where DWCPs have identified vocational education and training as a high priority for improving productivity and employability.

Although at different stages of development, all five countries experience a problem of mismatch between skills and labour market opportunities. This is a significant obstacle to job-rich growth and increased productivity and, therefore, there is a pressing need to upgrade vocational training systems and other skills development mechanisms. Access to education and training is of paramount importance for those who are disadvantaged in society, to support them in moving out of the vicious circle of low skills, low-productivity and low-wage employment. It is important to recognize that some face multiple sources of disadvantage, which pose particular challenges. Removal of barriers to accessing training and education, and addressing the specific needs of those who are disadvantaged, is thus essential to achieving social inclusion and equality.

In addition to the national components, the sub-regional component of the project will focus on capacity building in these countries based on exchange of experiences.

Development objective of the project

The development objective of the project is to strengthen skills development systems so as to improve employability, promote access to employment opportunities and increase incomes of women and men for inclusive and sustainable growth.

¹² The current DWCPs for the project target countries include: Kyrgyzstan (2011-2014) (in draft form), Tajikistan (2011-2013) <http://www.ilo.org/public/english/bureau/program/dwcp/download/tajikistan.pdf>, Vietnam 2012-16 <http://www.ilo.org/public/english/bureau/program/dwcp/download/vietnam.pdf> and Jordan 2012-15 <http://www.ilo.org/public/english/bureau/program/dwcp/download/jordan.pdf>

Immediate objectives of the project

The project has three immediate objectives:

1. Improved capacity of technical and vocational education and training (TVET) institutions and management in the selected target countries to deliver quality training.
2. Training programs in the target countries anticipate and meet skills needed for trade and economic diversification (STED).
3. New TVET development tools and methodologies are created and tested in the selected target countries by the ILO in cooperation with international technical experts with participation of Russian experts and institutions.

Project strategy

The ILO, with its tripartite constituency and global alliances, is taking a role of a catalyst for action on training and employment. At national level, governments, along with employers' and workers' organizations, are major players in the development of training policies and programmes. The project seeks to strengthen the involvement of its tripartite constituency during implementation. The challenge and responsibility for the ILO and its constituents is to mobilize the potential of tripartism as a force to promote poverty reduction and socially inclusive development in the context of competitive global markets.

The overall strategy of the project relies on interventions at national, sectoral and sub-regional levels:

- ➔ At national level the project will develop and implement pilot initiatives, taking into account the specificities of the target countries. The focus will be on management aspects of TVET bodies and institutions and the improvement of participation of the social partners in skills development mechanisms.
- ➔ The sectoral interventions, especially in Jordan, Viet Nam and Tajikistan are based on applying the Skills for Trade and Economic Diversification (STED) tool, and on implementing the findings of this work.
- ➔ The sub-regional interventions will play a supporting role in capacity development and knowledge sharing among the institutions and other bodies of the constituents in the five target countries and will introduce good practice and relevant experiences.

Project management arrangements

The umbrella project has been divided into several components covering different countries. The ILO SKILLS Branch of the Employment Policy Department (HQ) exercises overall technical backstopping of the project and is responsible for the implementation in Jordan and Vietnam in collaboration with relevant DWTs and Country Offices. DWT/CO Moscow is responsible for the implementation of the project in Armenia, Kyrgyzstan and Tajikistan. The Chief Technical Advisor of the project is based at the SKILLS Branch in Geneva (since June 2014). The project employs a Project Coordinator and senior project assistant based in DWT/CO Moscow, and National Project Coordinators in three CIS countries (Armenia, Kyrgyzstan and Tajikistan). In addition, the project employs a Skills Technical Specialist based in Geneva, responsible for implementation in Jordan and Viet Nam and for technical backstopping of STED components across the project; and National Project Officers in Jordan and Viet Nam.

2. Introduction and rationale for the evaluation

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and established procedures.

The G20 Training Strategy Project Document states that evaluations should be conducted, preferably, at the umbrella level and the umbrella project is subject to two independent evaluations: one at the mid-term (tentatively mid-2014) and one final (at the end of the project).

Due to the delays experienced at the inception phase in 2013 and changes made in the management arrangements, the mid-term evaluation was slightly postponed to enable the project to catch up with the

implementation of planned activities. As such it was undertaken over the period December 2014 to February 2015. Given the project is scheduled to end in November 2015, it is timely to commence procurement of services for the final evaluation.

3. Purpose, scope and clients of the evaluation

Purpose

The purpose of the final evaluation is to indicate to the ILO and its partners the extent to which the project has achieved its aims and objectives and to determine the relevance, impact, effectiveness, efficiency and sustainability of project outcomes.

Objectives

The main objectives of the evaluation are to:

- a. Assess the relevance of the project design, management arrangements and implementation strategy;
- b. Determine implementation effectiveness and the extent to which the project achieved its stated objectives;
- c. Determine the efficiency of the project;
- d. To the extent possible, determine the impact of the project in supporting implementation of the Decent Work Country Programs in each of the target countries;
- e. Identify the supporting factors and constraints that have led to this achievement or lack of achievement;
- f. Identify lessons learned, especially regarding models of interventions that can be applied further; and
- g. Provide recommendations relevance to the future development and implementation of projects this type.

Scope of the evaluation

The evaluation will focus on the project as a whole, covering activities completed and/or planned during the period from December 2012 through the end of 2015.

Field research will be conducted in all five countries using national research support officers in each country working under the supervision of the lead international consultant. It is expected that the lead international consultants will personally visit Jordan and Tajikistan only, as these two countries were not included in the field phase of the mid-term evaluation.

Clients of evaluation

The evaluation will serve the following clients' groups:

- a. ILO management, technical specialists at the HQ and in the field;
- b. the donor (the Russian Ministry of Finance);
- c. External implementing organizations (Implementing Agent Moscow School of Management SKOLKOVO);
- d. Project staff;
- e. Tripartite constituents in the target countries;
- f. Direct beneficiaries, including national TVET managers, policy-makers and practitioners; and
- g. Ultimate beneficiaries, including the unemployed, underemployed, TVET students.

It is expected that the evaluation findings will be extensively used by the Project team and line managers responsible for the implementation of the project at the HQ, regional and country level.

4. Evaluation methodology

The evaluation will be conducted by an international consultant/company with assistance from national research support officers in each country appointed by the ILO Evaluation Manager.

The following is the proposed evaluation methodology. While the evaluation consultant/company can propose adjustments in the methodology, any such changes should be approved by the ILO.

1. **Document review**

Desk review of appropriate materials, including the project document, Logical Framework, DWCPs, progress reports, mid-term evaluation report, mission reports, activity reports, surveys, studies and other outputs of the project, progress reports of other ILO projects implemented in the countries and relevant materials from secondary sources (e.g., national research and publications).

2. **Planning meeting**

A planning meeting will be conducted (possibly, on distance) with the participation of the ILO representatives (including the national research support officers) and the international consultant/company. The objective of the meeting is to reach a common understanding regarding the status of the project, priority assessment questions, data sources, data collection instruments, status of logistical arrangements.

3. **Liaison with national research support officers**

The lead international consultant will liaise with the national research support officers in each country to plan the field phase in each country.

4. **Inception report**

At the end of the desk review the evaluation consultant/company will prepare an evaluation instrument indicating the methodological approach to the evaluation to be followed in each of the countries (list of evaluation questions). The Inception report should specify the plan for research and will be discussed with the ILO prior to the field missions.

5. **Observation**

If scheduling permits, the evaluator will attend and assess an event or a training activity of the project whilst in the field.

6. **Interviews**

Individual or group interviews will be conducted with the following stakeholders:

- a) Project staff at SKILLS, DWT/CO Moscow and in the countries, regional backstopping officials, ILO National Coordinators in Armenia, Kyrgyzstan, Tajikistan;
- b) Project Implementing Agent, Moscow School of Management Skolkovo represented by both the Dean and the project staff;
- c) Project partners from tripartite constituents organizations in the countries;
- d) Project partners and direct beneficiaries, i.e. from TVET system management and teachers, e.g. those who received training from the project; and
- e) UN partners and other development agencies working in the field.

7. **Field visits**

Meetings will be scheduled in advance of the field visits by the ILO project staff and/or the national research support officers, in accordance with the evaluator's requests and consistent with these terms of reference.

8. **Post-trip debriefing**

The evaluator will present preliminary findings, conclusions and recommendations to the ILO and will prepare the draft report. The draft report will subsequently be shared with the ILO for comment.

Following ILO evaluation requirements¹³, the evaluation will assess ILO's contributions based on the criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. A set of key questions for each criterion (see table 1) shall guide the analysis:

Table 1. Evaluation criteria

<ul style="list-style-type: none"> • Relevance and strategic fit: How relevant is the project to the target countries TVET needs and broader national development objectives? Does the project fit into the ILO programming and implementation frameworks? What is the added value of the STED when compared to other approaches used in country? Was the design and implementation of the intervention gender responsive? Would another combination of activities been more appropriate at the country level? 	<ul style="list-style-type: none"> • Coherence: To what extent are the various activities in the project's implementation strategy coherent internally and externally (i.e. with other interventions at country level), and complementary (in its design and implementation)?
<ul style="list-style-type: none"> • Effectiveness: To what extent has the project achieved its intended outcomes? Have there been any significant contributing factors or obstacles that have led to this result? How have gender issues been taken into account during the implementation? Have there been any unintended or unexpected effects? 	<ul style="list-style-type: none"> • Efficiency of resource use: Have the project resources (knowledge, expertise, networks, time, staff and funds) been used in an efficient manner? Are the project's reporting lines and management arrangements conducive to efficient implementation? What is the optimal staffing / implementation arrangement to ensure an effective delivery of outputs?
<ul style="list-style-type: none"> • Impact and sustainability of results: What contribution did the project make towards achievement of broader, long-term, sustainable development changes? What is the likelihood that the results of the project will be sustained and utilized after the end of the project? What needs to be done to enhance the sustainability of the project, strengthen the uptake of the project outcomes by the national stakeholders, i.e. from within the TVET systems? What is the level of ownership national counterparts have of the STED method? What are resources available for running similar exercises in the future? Has the project contributed so far in a genuine transfer of capacity related to STED? 	<ul style="list-style-type: none"> • Recommendations¹⁴: Are there any recommendations for the immediate next steps for the remaining duration of the project? Is there any corrective action needed?

5. Main outputs/deliverables of the evaluation

The evaluation process will yield the following outputs:

1. Inception report
2. Draft evaluation report (electronic version) in English that should comply with ILO/EVAL requirements and include¹⁵:
 - Executive Summary with key findings, conclusions and recommendations¹⁶

¹³ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations: http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang-en/index.htm

¹⁴ Recommendations should be clear, concise, actionable and specify who is called to act upon.

¹⁵ See EVAL Checklist 5 on preparing evaluation reports for detailed guidance http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf

- Project background¹⁷
 - evaluation methodology
 - description of the current status of the project (stocktaking), per each of the strategic objectives
 - findings
 - conclusions and recommendations (identifying which stakeholders are responsible)
 - lessons learnt
 - good practices
 - annexes including the TORs, a list of those consulted by the evaluation team in each country
3. Final evaluation report (electronic version) in English incorporating feedback from stakeholders on the draft.
 4. Evaluation Summary.
 5. Translation of the evaluation report or most essential parts of it into the national languages as relevant (to be done by the project).

The total length of the report should be up to 30 pages, excluding annexes. The templates and checklist to be followed are provided in the annexes.

6. Management arrangements

Evaluation team

The evaluation will be conducted by an International Evaluation Consultant/company who will be assisted by country based national research support officers appointed by the ILO Project Evaluation Manager.

The consultant profile

- Background in social and economic development, labour market policies
- Technical expertise in the area of skills development and TVET
- Knowledge of evaluation methods and norms
- Experience in the evaluation of development projects, in the UN system in particular
- Previous work experience and knowledge of the target regions and countries an advantage
- Fluency in English

Roles and Responsibilities

The Evaluation Consultant/Company is responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary
- Review project background materials (e.g., project document, progress reports)
- Conduct preparatory consultations with the ILO prior to the assessment mission
- Prepare an inception report
- Develop and implement the assessment methodology (i.e. prepare questionnaires for country level interviews/focus groups, conduct interviews/focus groups, review documents, liaise with national research support officers) to answer the assessment questions
- Prepare an initial draft of the evaluation report
- Conduct briefing on findings, conclusions and recommendations
- Prepare a final evaluation report based on comments obtained on the initial draft report

¹⁶ The executive summary should address the project purpose, project logic, project management structure, present situation/status of project, evaluation purpose, evaluation scope, evaluation clients/users, evaluation methodology, main findings, conclusions, main recommendations, important lessons learned, and good practices.

¹⁷ The project background should address the project context, project purpose, project objectives, project logic, funding arrangements, organizational arrangements for implementation, and project major events and milestones.

The Evaluation Manager is responsible for:

- Drafting the TOR and circulating the draft to the stakeholders
- Finalizing the TOR with input from colleagues
- Preparing a short list of candidates to be circulated to the main stakeholders, including SKILLS, DWT/CO Directors, and submitted to EVAL for final selection and approvals
- Hiring the consultant/company
- Providing the consultant/company with the project background materials in coordination with all the responsible offices (including SKILLS, DWT/CO-Moscow, RO Arab States, CO Vietnam)
- Participating in preparatory meeting prior to the assessment mission
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents)
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the evaluation consultant/company
- Reviewing the final draft of the report
- Submitting the final draft of the report to EVAL for approval
- After EVAL approval, submitting the final report to PARDEV for submission to the Donor
- Disseminating the final report or a summary to all the stakeholders
- Coordinating follow-up as necessary

The Project Manager (CTA) is responsible for:

- Reviewing the draft TOR and providing input, as necessary
- Providing project background materials, including surveys, studies, analytical papers, reports, tools, publications produced
- Participating in preparatory meeting prior to the assessment mission
- Facilitating all the necessary logistical arrangements and scheduling all meetings
- Reviewing and providing comments on the draft report
- Participating in debriefing on findings, conclusions, and recommendations
- Ensuring proper follow-up on evaluation recommendations
- Ensuring translation of the most essential parts of the report into the national languages, if necessary

The evaluation will be carried out with the logistical and administrative support of the ILO project staff and project backstopping officials at the country, regional and global level.

7. Norms and standards

The evaluation will be carried out in adherence with the ILO Evaluation Policy, ILO Policy Guidelines for Results-Based Evaluation; UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct; and the OECD/DAC Evaluation Criteria.¹⁸

Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”.¹⁹

Data should be sex-disaggregated when possible and different needs of women and men targeted by the project should be considered throughout the evaluation process.

¹⁸ http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm

¹⁹ http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Ethical safeguards should be maintained during the evaluation process and women and men will be interviewed in ways that avoid gender biases or reinforcement of gender discrimination and unequal power relations.

8. Proposed timeframe and workplan

The total duration of the evaluation process from the desk review to the submission of the final report should be for a 3-month period, starting in August 2015 and ending in October 2015.

It is envisaged that the evaluation consultant/company will be engaged for approximately 30 working days, with the submission of the final report within one month from the end of the field research phase.

Whilst a suggested draft timetable is shown overleaf, alternate timelines can be proposed in the consultant/company proposal.

Tasks	Responsible Person	Working days	Timeframe
1. Desk review	Consultant ²⁰	3	August 2015
2. Pre-mission briefings at the ILO/HQ in Geneva	Consultant	1	August 2015
3. Inception report	Consultant	2	August 2015
4. Field research missions to two of the target countries (tentatively Jordan and Tajikistan) and Moscow	Consultant	10 <i>(4 per country, including 2 day visit to Skolkovo)</i>	September 2015
5. Liaison with country research support staff	Consultant	6	September 2015
6. Preparation of draft final report	Consultant	5	October 2015
7. Briefing on findings and recommendations (by distance)	Consultant	1	October 2015
7. Consultation on draft report	<i>Evaluation Manager/Stakeholders</i>	8-10	October 2015
8. Finalisation of report		2	October 2015
9. TOTAL (consultant)		30	

²⁰ The consultant is the person conducting the evaluation, being an individual or the person designated by the hired company.

ILO Lesson Learned Template

Project Title: Applying the G20 Training Strategy
Project TC/SYMBOL: GLO/12/50/RUS (umbrella project)

Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Project design – While the specific circumstances of this project’s development were unusual and required the project to be approved before the usual consultation and design work had been done, this contributed greatly to the delay in project implementation. In the future, when circumstances lead to the initial approval of a project that needs subsequent more detailed design work, either the design process needs to be completed much sooner (i.e. within three months, not after fifteen) or a more realistic implementation schedule needs to be set (either by extending the period of implementation or reducing the technical and/or geographic scope of activities).
Context and any related preconditions	Project development and planning
Targeted users / Beneficiaries	Project designers
Challenges /negative lessons - Causal factors	Complex multi-regional projects require more time for detailed activity planning. If this planning consumes too much of the time available for implementation, results can be negatively affected.
Success / Positive Issues - Causal factors	

ILO Administrative Issues (staff, resources, design, implementation)	See above
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Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Staffing – To minimize the risk of projects being hindered by long delays in the recruitment of key personnel, a staffing and technical support strategy needs to be included in project design. Ideally, project staffing should be in place from project commencement. Risk management plans need to identify effective contingency plans for the loss of key staff.
Context and any related preconditions	The project experienced lengthy delays in filling key positions.
Targeted users / Beneficiaries	Project designers

Challenges /negative lessons - Causal factors	The project operated for around 9 months without a Chief Technical Advisor. At a national level, there were also significant delays in appointing National Project Coordinators. This delayed project implementation.
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	Need for more timely recruitment action.

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Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Management – Splitting the management of projects into two (in this case, a CTA managing the CIS countries and the SKOLKOVO components, and a technical specialist covering Vietnam and Jordan) risks reducing overall project cohesion and synergy. Technical backstopping capacity of the field offices and the inter-regional nature of projects need to be properly considered.

Context and any related preconditions	Multi-regional project management was split.
Targeted users / Beneficiaries	
Challenges /negative lessons - Causal factors	Opportunities for synergy across the project as a whole reduced.
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	Need for better overall project integration in multi-regional projects.

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LL Element

Text

Brief description of lesson learned (link to specific action or task)	Project governance – Early and regular involvement of the donor in the Project Advisory Committee is essential, especially when the donor has had no prior involvement in technical cooperation projects with the ILO. In this project, for reasons that are still unclear, the PAC did not have a formal meeting until May 2015.
Context and any related preconditions	Project Advisory Committee did not meet until the middle of the project's final year of operations.
Targeted users / Beneficiaries	
Challenges /negative lessons - Causal factors	Projected operated without the involvement of key stakeholders in strategic management
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	Need to ensure that PAC meetings are held.

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Name of Evaluator: Tony Powers
2015

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The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Involvement of key stakeholders - Project planning needs to ensure that all key stakeholders are involved in overall project design and management and are allowed to fully contribute to the achievement of project objectives. In this case, it would also have been useful to enhance the role played by the Russian Ministry of Labour in project governance, particularly in relation to the project's operation in CIS countries. Not only does this Ministry have a good understanding of the challenges faced in TVET development in these countries, but also there are specific policy development issues there that would benefit from its input – for example, labour migration into Russia.
Context and any related preconditions	Liaison with the donor was through the Russian Ministry of Finance. While the Ministry of Labour was involved in the Project Advisory Committee, this only met once, mid-way through the final year of the project.
Targeted users / Beneficiaries	Participating CIS countries
Challenges /negative lessons - Causal factors	Loss of potentially valuable input from the Ministry of Labour.
Success / Positive Issues - Causal factors	

ILO Administrative Issues (staff, resources, design, implementation)	Partnership discussions should ensure that such stakeholders are appropriately involved.
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ILO Lesson Learned Template

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Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Balancing project flexibility and strategic planning – While the capacity of a project to quickly respond to emerging opportunities and immediate needs is an overall design strength, such flexibility needs to be balanced with a strong overall project implementation plan that focuses on key priorities and measurable outcomes. If this plan is weak, there is a risk that activities will be approved that offer only a marginal contribution to the achievement of project goals. Wherever possible, activities should align with short, medium and long-term TVET reform plans. The ILO could play an important role in helping countries develop such plans in line with the G20 Training Strategy’s “building blocks”.
Context and any related preconditions	Activities implemented in a project which may not have been originally included in the initial project design.
Targeted users / Beneficiaries	

Challenges /negative lessons - Causal factors	Potential for project activities to be conducted that make only a marginal contribution to project goals.
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

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Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Capacity building supporting key TVET reforms – The project demonstrated the benefits of working with stakeholders to equip them with the skills they need to better understand systemic weaknesses, such as training not matching current employer skills requirements.

Context and any related preconditions	Projects seeking to assist countries to improve the relevance and effectiveness of their TVET systems.
Targeted users / Beneficiaries	TVET systems in target countries
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	Providing methods and skills to collect information is more sustainable and effective than simply providing the information.
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

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Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element

Text

Brief description of lesson learned (link to specific action or task)	STED - (or something similar) should be considered for inclusion in projects focusing on TVET system reform as a practical demonstration of engaging with industry.
Context and any related preconditions	
Targeted users / Beneficiaries	TVET systems in target countries
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	STED provides for TVET systems to better engage with employers to identify training needs and to develop responses. It provides a practical model for employer-led TVET reform that gives stakeholders experience in working together in a new way.
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

Project Title: Applying the G20 Training Strategy
Project TC/SYMBOL: GLO/12/50/RUS (umbrella project)

Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	STED Implementation – The project demonstrated that there are benefits in delivering some activities quickly – even before analysis is fully complete. This serves to cement stakeholder engagement and give confidence that it will not just be an analytic exercise. Of course, it is also necessary to ensure that the analysis is done more quickly.
Context and any related preconditions	Implementation of STED when available time may be limited.
Targeted users / Beneficiaries	
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	Flexibility allowed some activities to commence even before full STED analysis was complete

ILO Administrative Issues (staff, resources, design, implementation)	
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ILO Lesson Learned Template

Project Title: Applying the G20 Training Strategy
Project TC/SYMBOL: GLO/12/50/RUS (umbrella project)

Name of Evaluator: Tony Powers
2015

Date: 30 October

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Developing and testing new tools and methods – The tools developed and tested through the project (the TVET Simulation Tool and the Skills Foresight Tool) were very well received and were considered innovative and engaging. However, a clearer vision for the longer-term application of these tools should have been articulated in the project design. This would have ensured that project management could maximise future benefits through the implementation process.
Context and any related preconditions	
Targeted users / Beneficiaries	

Challenges /negative lessons - Causal factors	<p>Many questions remain unanswered about these tools. How will they be used in the future? By whom and under what specific circumstances? Do they need to be redeveloped and tailored for each new country or can they be used generically? What ongoing technical inputs from SKOLKOVO are required for the tool to be a stand-alone ILO resource?</p>
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	