



INTERNATIONAL LABOUR ORGANIZATION

Scaling-up STED: Skills for Trade and Economic Diversification in Cambodia and Myanmar

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

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Executive Summary

Project Background and Context

The Skills for Trade and Economic Diversification (STED) programme is a unique sector-based approach addressing the nexus between trade and employment to help countries become more competitive in the context of globalization, achieve more decent and productive work for its people and bring about socially inclusive economic growth.

The Scaling-up Skills for Trade and Economic Diversification project in Cambodia and Myanmar is funded by Swedish International Development Cooperation Agency (SIDA) and was approved in 2014 for 3.5 years, ending in December 2017 in Cambodia and December 2016 in Myanmar. For Cambodia, a full cycle Skills for Trade and Economic Diversification (analytical and implementation phases) was planned to be undertaken at least one of the two sectors (see the project document). While only the analytical phase was planned for Myanmar, additional funds have been mobilized to extend the project into the implementation phase there.

The overall objective of the STED project is to increase competitiveness and decent work creation in the selected export sectors of the target countries. Underneath this overall objective, the project aims to develop effective skills strategies in the selected export sectors in the target countries through STED analysis; strengthen the capacities of governments, social partners and other stakeholders to assess skill gaps and to design, implement or promote the implementation of skills strategies to overcome identified skill gaps.

The methodology of the project integrates skills development into sectoral development strategies through two phases. The analytical phase of the project establishes tripartite steering committees, inclusively selects economic sectors with export-growth potential, facilitates the collection and analysis of data through broad social dialogue, builds capacity on social dialogue and labour market information systems, and forms recommendations on skills development in the chosen sectors. The implementation phase of the project involves guided interventions in the selected sectors based on the analytical phase outcomes.

The project is under the supervision of the Director of the ILO Decent Work Team (DWT) in Bangkok and is managed by a Chief Technical Advisor (CTA) based in Cambodia. In Myanmar, the project team reports to the ILO Liaison Office in Yangon. The project is backstopped by a Senior Skills Specialist in the DTW Bangkok as well as the STED-SKILLS Team at ILO HQ in Geneva.

Evaluation Background and Methodology

An internal mid-term evaluation is required to assess the implementation of the STED project in Myanmar and Cambodia since 2015. The evaluation's scope covers all expected outcomes of the projects in Cambodia and Myanmar and all key outputs that have been produced since the start of the project. The evaluation is participatory, enabling key stakeholders (internal ILO as well as tripartite partners) to determine how to improve the project in the remaining project periods.

The goals of this evaluation are to review the process of project implementation against the initial work plan; assess strategies and implementation arrangements, highlight lessons and identify limitations/challenges as well as opportunities and propose areas for improvement for the remaining implementation period. Key recommendations and lessons learned will be produced that can fine-tune the STED tools and method at country level.

The main clients of the evaluation are the Governments of Cambodia and Myanmar, the Government of Sweden, social partners in Cambodia and Myanmar, the ILO Management, Decent Work Team Bangkok, Regional Office for Asia and the Pacific and the SKILLS department.

The evaluation took place from 21/04/16-31/05/16.

The evaluation methodology involved a desk review of both project and external documents and interviews with key stakeholders using a questionnaire reflecting the prescribed OECD DAC¹ evaluation criteria. Content analysis was used for both the desk review and interviews to identify themes and patterns corresponding to the evaluation criteria. The interviews were conducted using a participatory methodology

¹ The Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee's (DAC) criteria for evaluation development assistance are: relevance, effectiveness, efficiency, impact and sustainability.

that seeks to gather data on stakeholders' first hand experiences, opinions, judgments, behaviours and perceptions of the STED program and the tangible and intangible changes resulting from the project.

Interviews were conducted with key tripartite stakeholders, implementing partners and the STED project team in Phnom Penh, Yangon and Nay Pyi Taw, as well as backstopping officials in Bangkok and Geneva (by Skype). The evaluator gathered data from a variety of government, trade union and employer representatives, ensuring tripartite consultation throughout the data collection process. The sampling of interviewees was determined by the evaluation managers to ensure that data was collected from the most applicable and relevant key persons related to STED.

Participatory debriefing sessions were held with the ILO project team in Myanmar and key tripartite stakeholders (Project Advisory Committee) in Cambodia to present initial findings for validation, clarification, to obtain feedback and to ensure the inclusion of tripartite stakeholders in the whole evaluation process. Data collection was undertaken in adherence to evaluation norms, standards and ethical safeguards throughout the evaluation.

Key Findings

Relevance and Strategic Fit:

The project is well aligned with national policies and laws in both countries. However, respondents noted that in Myanmar the new government is in a state of change so it is unclear how the country's priorities and structures will change in the coming year. There is a need to be clear on each ministry's activities and mandates and stay up to date on the status of TVET reform in Myanmar.

STED complements and coordinates with existing skills projects supported by other development partners in Myanmar. Interviewees at GIZ and LuxDev confirmed there has been good cooperation and communication with the ILO team and that STED has not replicated activities of these other programmes. Thanks to close cooperation between STED and LuxDev, STED recommendations on tourist guides will be incorporated into the government's tourism human resource development strategy.

In Cambodia, STED has kept up to date on other skills initiatives through stakeholders involved in the project as well as through inter-agency groups such as the TVET Core Working Group convened by DGTNET² and an informal technical group led by the Swiss Embassy. DGTNET is currently implementing a major Asian Development Bank (ADB) project which is supporting the formulation of a TVET Policy. Under the same ADB project, the establishing of skills councils particularly in light manufacturing is also envisioned. Thus, continued cooperation between ILO/STED and ADB will be essential in developing a coherent strategy in this area.

Greater engagement of line ministries relevant to the implementation phase in Cambodia including the Ministry of Commerce, Ministry of Agriculture Forestry and Fisheries and Ministry of Industry and Handicraft, Ministry of Mines and Energy will be especially helpful to ensuring the quality and sustainability of implementation activities. Furthermore, engagement with the Ministry of Women's Affairs in the pilot training programs could be beneficial to increase the quality and diversity of the training programs they conduct across Cambodia.

Validity of Design

The project is well designed to build the capacity of national partners in the STED process through involvement in the project steering committees and key decision making consultations and meetings. Steering committee members are tripartite, and consultations/meetings have also taken place with tripartite participants, although the involvement of private sector and union stakeholders in both the steering committees and each country's project activities could be greater in the future.

Foreign exchange fluctuations leading to a depreciation of project funds was identified by ILO staff as challenging and led to downsizing of activities. In Cambodia, this could result in a greater negative impact and lead to the need to mobilize additional funds for the implementation phase. In Myanmar, the ILO Yangon office has been able to mobilise additional funds from Japan to support implementation activities. In Myanmar, the greatest risk to the project is the general restructuring of government ministries, meaning a turnover in members of the PSC and ministries not being able to take ownership of the STED process and skills as in Cambodia. However, ILO staff in Bangkok and Myanmar noted that the project is aware of these risks and is working with the government to be well informed and involved in the TVET reform process.

² The Director General for Technical Vocational and Educational Training.

Progress and Effectiveness

Outputs delivered so far for both countries include scoping reports, the formation of the Project Advisory Committee (PAC) in Cambodia and the Project Steering Committee (PSC) in Myanmar, STED introductory meetings, sector selection meetings, sector surveys and primary consultation workshops to present findings and form recommendations. Respondents noted that it was too early in the project for unintended or unexpected outcomes to be identified. Many respondents in both countries observed that the project is still in early stages and there have only been a few outputs, but that these outputs were of good quality.

Interviewees in both Cambodia and Myanmar stated the benefits of the STED project are equal to men and women, identifying an equal gender balance during activities with stakeholders, with females providing constructive input throughout. Respondents also noted that for the implementation of the skills development recommendations, females would receive considerable benefits as it was estimated that many women would be employed in the chosen sectors.

In Cambodia there were two arrangements identified by interviewees as most supporting the realization of the project's goals. Firstly, the leadership and involvement of government ministries in the sector surveys was key to building the technical capacities of each stakeholder, as well as creating greater ownership and relationships between these bodies. Secondly, carrying out both sector surveys and consultations together rather than separately has greatly streamlined project activities, saving resources and accelerating the process. In Myanmar the involvement and enthusiasm of the MoLIP and the NSSA was identified in interviews as being highly significant in generating buy-in and involvement from other government ministries and stakeholders.

In terms of constraining factors, respondents in Cambodia cited the project starting four months late (initially) and the reports taking time to be published. Furthermore, a constraining factor moving forward could be the lack of funds for implementation phase activities due to foreign exchange fluctuations. The change of government in Myanmar has been identified by many interviewees as a constraining factor for the program. This is caused by changes to the PSC and government ministries relevant to the fruits and vegetables sector not being in a position to lead or take ownership of the sector survey, due to the segregation of duties between ministries. Additionally, for fruit and vegetables, there is a lack of previous data to be used for the surveys as there is little information sharing structures between ministries. This was not the case for the tourism sector. Respondents also identified Myanmar Tourist Guide Association's (MTGA) internal organizational structure and vision as weak, creating an inability for them to participate fully in the project.

Efficiency of Resource Use

The use of technical specialists in the Decent Work Team for South and South-East Asia and the Pacific to assist in managing the project is an efficient use of resources, pulling on pre-existing expertise and human resources in the ILO. Respondents in both Cambodia and Myanmar noted that the Decent Work Technical Support Team's Senior Specialist on Skills and Employability, Carmela Torres, was especially helpful in providing oversight and technical assistance in the initial stages of the project.

The hiring of staff was initially late as it took time to process the paperwork to finalize the placement of the CTA and hire a Technical Officer for Myanmar. These processes could have been prioritized earlier in the start up of the project.

Continued training/coaching will be essential of the National Coordinator in Myanmar, who is new to the ILO.

In Cambodia, foreign exchange fluctuations have posed an issue in terms of mobilizing additional funds in a timely manner for the piloting of competency standards and related materials for light manufacturing, which will be developed with at least one training institution and one or two enterprises. As a counter measure, a concept note has been developed to mobilize additional funds from donors for the remainder of the Cambodia project. It is essential that this phase is carried out to ensure full benefits of the STED project in Cambodia.

Effectiveness of Management Arrangements

ILO Yangon directly reports to Geneva for political and historical reasons. Interviewees in Myanmar management expressed some dissatisfaction regarding the complexities in reporting technically and financially, to Bangkok, Cambodia and Geneva. These arrangements required an extended amount of time and energy to manage from ILO Yangon.

Respondents in both countries confirmed that inclusive consultations and workshops held with tripartite

stakeholders have ensured that stakeholders have been able to develop a good grasp of the STED strategy and methodology. In interviews stakeholders noted that although the project concept and methodology was initially difficult to grasp, it became clearer as time went on.

A 'study abroad' trip for key stakeholders in each country to observe the implementation and best practices of similar programs in other countries could be an engaging and interesting way to deepen their understanding of STED and skills development.

Sustainability

The project's exit strategy will be to pass on the maintenance and implementation of recommendations to national stakeholders, utilising existing structures to adopt the project mandate. This strategy is made effective by the capacity building and involvement of these partners in the projects in both countries. However, there should be more direct engagement of the private sector in the implementation phase in Cambodia to ensure there is maximum ownership and implementation of STED recommendations.

The implementation phase of the projects could leave lasting impacts in each of the project countries through activities such as curriculum development, training of trainers, piloting of training programs and the NIS development of occupational classifications.

Conclusions

The STED project is a unique and well thought out approach to addressing skills gaps, better jobs, human development, economic diversification and trade competitiveness. The project is well aligned with the current policies and priorities of the governments of Cambodia and Myanmar, although in Myanmar, the new government presents the greatest risk for the project, particularly due to restructuring of ministries and their activities. The ILO will need to maintain its close contact with the government regarding the development of TVET to stay up to date on any important changes and adapt the program to these changes.

In Cambodia there should be greater engagement of line ministries relevant to the implementation phase including the Ministry of Commerce, Ministry of Agriculture Forestry and Fisheries and Ministry of Industry and Handicraft, Ministry of Mines and Energy to ensure the relevance, quality and sustainability of implementation activities. Furthermore, engagement with the Ministry of Women's Affairs and Ministry of Education Youth and Sports in the pilot training programs could be beneficial to increase the quality and diversity of the training programs they conduct across Cambodia.

STED complements existing similar skills programs in both countries well, and has cooperated efficiently with these other programs to ensure coherent sector strategies and sustainability of skills development recommendations. Continuing this close relationship with development partners working in the skills sector will be key in maintaining these positive benefits through the implementation phases of the project in both countries.

In both countries there could be greater involvement of the private sector and unions in the respective steering committees and implementation activities to ensure the project takes into account the needs and inputs of these partners.

In Myanmar the involvement of the MoLIP and the NSSA was identified as being highly significant in generating buy-in and participation from other government ministries and stakeholders. However, respondents identified the MTGA's internal organizational structure as weak, creating an inability for them to participate fully in the project. Capacity building of this body would be extremely helpful in ensuring they can take part in the implementation for the most effective impact.

Human resource arrangements have been efficient in terms of oversight from the DWT in Bangkok, however, finalizing documentation for placing human resources in each country could have been prioritized earlier in the start up of the project. There would be a benefit in continuing capacity training for the Myanmar national staff, who is new to ILO, in STED project management.

Combining activities such as conducting the surveys for both sectors at once in Cambodia was an efficient resource saving decision.

Foreign currency devaluations of donor funds have detrimentally impacted both programs, although particularly Cambodia, causing the STED project teams and particularly the CTA to re-plan and down-scale activities as well look for other options to mobilise additional funding for the Cambodia implementation phase. It is crucial that this phase is carried out in Cambodia to ensure full benefits of the STED cycle.

The complex management and reporting arrangements for ILO Yangon regarding the STED project have caused some frustration and could be streamlined to take pressure off the project staff.

The STED project design was originally complicated for many stakeholders, but clear and well understood after the initial learning period. A 'study abroad' trip for stakeholders to observe similar skills programs and their best practices would be a positive method of deepening and engaging understanding of STED and wider skills development.

An equal gender balance was identified by interviewees in activities such as consultations and meetings, with females providing constructive input throughout. Interviewees also stated that females would receive the most benefits during the implementation of skills development, as it was estimated that more women would be employed in the chosen sectors.

The project's exit strategy to hand over ownership of the recommendation implementation in each country with national stakeholders is realistic, given their involvement in the project and their extensive learning of the STED process. However, there will need to be increased engagement with the private sector in Cambodia to ensure they are able and willing to implement STED recommendations in the long-term.

Recommendations

1. Continue close cooperation and collaboration with development partners in both countries including Asian Development Bank in Cambodia and LuxDev in Myanmar.
2. Continue close communication with the Myanmar government on TVET reform.
3. Greater engagement of line ministries relevant to Cambodia's implementation phase including the Ministry of Commerce, Ministry of Agriculture Forestry and Fisheries, Ministry of Industry and Handicraft and Ministry of Mines and Energy, as well the Ministry of Women's Affairs in the training piloting activities to improve the quality and diversity of their training programs.
4. Strengthen the internal structure and vision of the Myanmar Tourist Guides Association (MGTA) through technical assistance and capacity building so they are able to fully participate in STED recommendation implementation.
5. Provide additional capacity building for national staff in Myanmar in STED management skills.
6. Add an additional phase with mobilised funding to ensure conclusion of the pilot program If there are not sufficient funds to carry out the planned implementation phase in Cambodia.
7. Consider options for streamlining and/or simplifying the reporting and management arrangements for STED in Myanmar.
8. Arrange a 'study tour' abroad for key stakeholders in each country to observe the implementation of similar programs and their good practices.
9. Facilitate greater involvement of the private sector and unions in each country's respective steering committees.
10. Directly engage the Cambodian Federation of Employers and Business Associations in the Cambodia STED implementation phase.

Lessons Learned and Emerging Good Practices

Lessons Learned

11. Ensure sufficient time to process documentation for and arrangement of suitable project staff at the beginning of the project to avoid delays in activities.
12. Take into account and address the foreign exchange environment and fluctuations with donors in regards to depositing of project funds to avoid depreciation in project budget.
13. Align implementation of sector surveys and consultation workshops at the same time rather than consecutively if possible to save resources and time and to increase shareholder participation.
14. Coordination and collaboration with development partners aligns project activities with broader development strategies, creates coherent sector approaches and ensures sustainability of impacts.
15. Facilitate greater involvement of private sector and union stakeholders in project steering committees and implementation activities to strengthen the quality of tripartite input, ensure skills development strategies address their interests and create greater ownership and sustainability of the project.

Emerging Good Practices

16. Designing projects to include key tripartite stakeholders in the project steering committee and project activities (where possible) increases the likelihood that the project is meeting the needs of these partners, builds partner capacity and facilitates ownership of the project, which in turn leads to sustainability of the intervention's impact.

Acronyms and Abbreviations

ADB	Asian Development Bank
AFFM	Agriculture & Farmer Federation of Myanmar
ASEAN	Association of Southeast Asian Nations
CAMFEBA	Cambodian Federation of Employers & Business Associations
CCC	Cambodian Chamber of Commerce
CCTU	Cambodia Confederation of Trade Unions
CIS	Commonwealth of Independent States
CLC	Cambodian Labour Confederation
CTA	Chief Technical Adviser
DGTVET	Directorate General Technical and Vocational Education and Training
DTIS	Diagnostic Trade Integration Study
DTIS	Diagnostic Trade Integration Study
DWCP	Decent Country Work Program
DWT	Decent Work Team, Bangkok
EIF	Enhanced Integrated Framework
EU	European Union
FESR	Framework for Economic and Social Reform, Myanmar
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit, Germany
HQ	Head Quarters
HRD	Human Resource Development
IDP	Industrial Development Policy
ILO	International Labour Organization
IOM	International Organisation for Migration
ITC	International Trade Centre
JICA	Japan International Cooperation Agency
KOICA	Korean International Cooperation Agency
LuxDev	Luxembourg Development
M&E	Monitoring and Evaluation
MEF	Monitoring and Evaluation Framework
MoA	Ministry of Agriculture, Myanmar
MoC	Ministry of Commerce, Cambodia
MoE	Ministry of Education, Cambodia
MoHT	Ministry of Hotels & Tourism, Myanmar
MoLIP	Ministry of Labour, Immigration and Population, Myanmar
MoLVT	Ministry of Labour and Vocational Training, Cambodia
MoWA	Ministry of Women's Affairs
MTGA	Myanmar Tour Guides Association
NACC	National Union Alliance Chamber of Cambodia
NEA	National Employment Agency
NEP	National employment policy
NES	National export strategy
NIS	National Institute of Statistics
NSSA	National Skill Standard Authority
OECD	Organisation for Economic Co-operation and Development's Development Assistance

DAC	Committee
PAC	Project Advisory Committee, Cambodia
PRODOC	Project Document
PSC	Project Steering Committee, Myanmar
RBM	Results Based Management
ROAP	Regional Office for Asia and the Pacific
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Cooperation Agency
STED	Skills for Trade and Economic Diversification
TO	Technical Officer
TVET	Technical and Vocational Education and Training
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIAP	United Nations Inter-Agency Project on Human Trafficking

Background and Project Description

STED is a strategic sector-based tool developed by the ILO that facilitates the formation of skills development policies, which helps countries to become more competitive in the context of globalization. Established on the pillars of rigorous economic analysis and rigorous social dialogue, STED will improve the ability of policy-makers, industry and the skills development system to identify export-oriented sectors with growth potential, to then identify emerging skill needs in those industries and to build up the capacity of training providers to meet them.

The STED Project in Cambodia and Myanmar (RAS/14/65/SID) is under Component 1 of the global “Scaling-up STED: Skills for Trade and Economic Diversification” project (GLO/14/11/SID), which is funded by SIDA. Currently about US\$1,478,133.69 is allocated for the project implementation in the two countries. The Global STED Project was approved for implementation in 2014 for a period of 3.5 years. In Cambodia, the STED Project will end in December 2017. In Myanmar the project is supported until December 2016 with additional funds mobilised from the ILO-Japan Social Safety Net Fund.

The STED Project is aligned with Outcome 2.2 (KHM202) on “Enhanced employability of men and women through improved skills development and public employment services” of the Cambodia Decent Work Country Programme, and to Country Programme Outcome (MMR) 126 of Myanmar on “More and quality jobs created through better policies and frameworks and strengthened labour market information systems”.

The project assists target countries in keeping up with increased demand for new and updated skills at all levels of economic activity by integrating skills development into sectoral development strategies within export-oriented sectors. The project addresses the intersection between trade and employment, aiming to cultivate human resources and boost productive and decent work to enable a higher level of trade openness and competitiveness, economic diversification, socially inclusive economic growth and sustainable growth of quality job sectors.

The STED project involves three components. Component 1 involves the STED country projects in Malawi, Myanmar and Cambodia, the latter two of which are the subject of this mid-term evaluation.

The overall objective of Component 1 of the STED project being addressed in this evaluation is to increase competitiveness and decent work creation in the selected export sectors of the target countries. Underneath this overall Objective, Objective 1.1 is, through STED analysis, to develop effective skills strategies in the selected export sectors in the target countries; Objective 1.2 to strengthen the capacities of governments, social partners and other stakeholders to assess skill gaps and to design and implement strategies to overcome those gaps and Objective 1.3 to promote the implementation of skills strategies to overcome identified skill gaps.

The STED methodology involves two phases, the analytical and recommendation implementation phase. The analytical phase involves the establishment of tripartite steering committees, assessment and analysis of statistical data, collection of qualitative information through broad social dialogue, selection of economic sectors with export-growth potential, capacity building on sector social dialogue and labour market information systems, vetting draft reports with public and private stakeholders for recommendations on reforming skills development systems, instituting specific training programmes and governance mechanisms and building up institutions of industry skills councils in selected sectors.

The implementation phase involves guided interventions based on the STED analysis and recommendations as agreed with tripartite partners.

In Cambodia, a full-cycle STED with both analytical and implementation phases was envisioned, with planned implementation activities including designing curricula based on report findings and stakeholder recommendations in one sector, training TVET teachers and piloting the programs in training institutions. In Myanmar, only the analytical phase was initially planned but with the mobilization of additional funds, the implementation of some guided interventions will be possible.

The project undertakes extensive capacity building and inclusion of tripartite stakeholders in the methodology process outlined above in order to create ownership and sustainability of recommendations. As such, it is intended that the skills institutions engaged are able to carry on the work instigated by the project and that the STED sector assessment process can be repeated by national stakeholders in the future.

The STED Project is under the overall supervision of the Director of the ILO Decent Work Team in Bangkok/CO-Bangkok. The Project is managed by a Chief Technical Advisor, who is based in Cambodia. She is supported by a National Project Officer and an Admin-Finance Assistant. In Myanmar, the STED Team is composed of a Technical Officer, National Officer and an Admin-Finance Assistant. They report to the ILO Liaison Office in Yangon. The STED Project Team is backstopped by a Senior Skills Specialist in the Decent Work Team (DWT) Bangkok and the STED-SKILLS Team in the ILO Headquarters in Geneva.

Cambodia

As Cambodia transitions out of its Least Developed Country status due to high levels of investment and economic gains (particularly in the garment and agriculture sectors) in the last decade, socially inclusive, sustainable and diversified economic progress is needed for the country to grow without international aid. The STED project is aligned with Cambodia's Industrial Development Policy (2015-2025) and National Employment Policy (2015-2012). The former details the national strategy to develop Cambodia's industrial sector and bring about full integration into regional and global value chains, and promotes industry as a platform for productive, diversified and competitive growth. The latter addresses skills development of and investment in the country's labour force as a necessary component of boosting economic growth, diversification and production of high-value outputs. These policies are also relevant to the environment of increased competitiveness and economic growth in the ASEAN region.

The programme has established a tripartite Project Advisory Committee (PAC) and selected two sectors (light manufacturing and food processing) through analysis of export growth potential sectors and skill needs to accomplish growth in these sectors, development of a sector selection note and significant consultations with the PAC and other relevant stakeholders. The National Employment Agency then undertook enterprise and skill supply surveys in both sectors in January of this year with technical support from the STED project. The initial findings of these surveys were then presented for vetting and initial recommendations at a two-day tripartite consultation workshop in March. Draft reports based on the surveys are being consolidated at the time of the evaluation and will be presented for final vetting with tripartite stakeholders in the coming quarter. In the coming year, the project aims to strengthen the capacity of industry skills councils and implement final STED report recommendations to upgrade TVET provision in the light manufacturing and food processing sectors.

Myanmar

Myanmar is experiencing a significant political and economic transformation, which has brought about rapid economic growth and huge opportunities for integration of its economy into the realm of international trade and investment. These opportunities can only be accomplished alongside the investment in and development of skills in the workforce, the lack of which is cited as a significant constraint for businesses and firms in the country.

A Project Steering Committee (PSC) was established and the tourism (specifically tourist guides) and fruit and vegetable sectors were selected through the development of sector selection criteria and consultations with tripartite stakeholders (including the PSC). A consultant conducted a sector skill needs survey for the tourist guide sector in December 2015, the findings of which were vetted by the PSC and presented for vetting at a tripartite consultation workshop in February 2016. The workshop also produced recommendations in the form of a plan of action for skills development in the tourist guide sector with timeframes agreed upon and responsibilities assigned to relevant stakeholders. The final draft of the survey report is being finalised at the time of evaluation. The survey for the fruits and vegetables sector commenced in February 2016 and is on-going at the time of evaluation.

Purpose of Evaluation

The STED Programme in Cambodia and Myanmar requires an internal mid-term evaluation to assess and analyse the project's implementation, successes and challenges since commencing in mid 2015. The evaluation will enable project staff, constituents and other relevant stakeholders to take part in this assessment process to collectively determine how to improve strategy and implementation arrangements in the remaining implementation period. The evaluation aims to produce key lessons learned and recommendations that can feed into the fine tuning of the STED tools and methods that can be applied at country level. The format and process of the evaluation will follow the ILO's global programme approach and learning objectives closely for maximum integration of evaluation findings into the local and global STED projects.

As such, the goals of this evaluation are to review the process of project implementation against the initial work plan; assess strategies and implementation arrangements, highlight lessons and identify limitations /

challenges as well as opportunities and propose areas for improvement for the remaining implementation period.

The evaluation's scope covers all expected outcomes of the project in Cambodia and Myanmar and all key outputs that have been produced since the start of the project. Since it is a mid-term evaluation, the focus will be on the outputs and outcomes rather than impact. Throughout the evaluation process the evaluator has integrated gender equality as a cross-cutting concern. The evaluation also reviews the project management, overall ILO support, coordination mechanisms among the partners and the effectiveness and efficiency of project implementation in general.

The evaluation has utilised the OECD DAC evaluation criteria to assess the project's relevance and strategic fit, validity of design, progress and effectiveness, efficiency of resource use, effectiveness of management arrangements and M&E, potential impact and sustainability.

The main clients of the evaluation are the Governments of Cambodia and Myanmar, the Government of Sweden, social partners in Cambodia and Myanmar and the ILO Management. In addition, ILO Offices and staff involved in the initiative (DWT Bangkok, Regional Office for Asia and the Pacific (ROAP)) and the SKILLS departments at HQ are also evaluation clients. The evaluation process has been undertaken in a participatory manner and has involved tripartite partners and other parties involved in the execution of the project.

The evaluation commenced on the 11th April 2016. The desk review and inception report were composed from this starting point until the 22nd April. Field work for data collection in Cambodia was carried out from the 25th-29th April and field work in Myanmar conducted from the 2nd-6th May. Debriefings were held in Myanmar during the field trip and will be held in Cambodia in the second week of May to present initial findings to stakeholders for clarification and feedback. A final report, incorporating comments and inputs from stakeholders, is expected to be finalized by the end of the month. The evaluation will use a total of 25 workdays.

Evaluation Methodology

The evaluation methodology involved a desk review of project and external documents and interviews using a questionnaire reflecting the prescribed evaluation criteria. The evaluation criteria are as follows:

Relevance and strategic fit:

- a. To what extent has the Project supported the existing policy frameworks and priorities for economic development in Cambodia and Myanmar?
 - i. To what extent has the Project supported the needs and priorities of ILO partners in Cambodia and Myanmar?
- b. How has the Project supported the realization of the Decent Work Country Programme outcomes and the needs and priorities of the UN and ILO nationally and globally.
- c. How well was the project aligned with and has it complemented other skills development initiatives in Cambodia and Myanmar?

Validity of design:

- a. To what extent was the project design adequate and effective for strengthening capacities in identifying and addressing skills gaps in the selected sectors?
- b. To what extent was the capacity of various project's partners taken into account in the project's strategy and means of action?
- c. Did the project design adequately plan for an effective participation of tripartite stakeholders in the management of the project?
- d. To what extent were risks and assumptions identified and managed? To what extent have they affected the Project?
- e. Were the planned monitoring and evaluation arrangements adequate?
 - i. Were the targeted indicator values realistic and can they be tracked?
- f. Assess the project design in terms of its replicability in other sectors.

Progress and effectiveness:

- a. What outputs have been produced and delivered so far, and has the quality and quantity of these outputs been satisfactory?
- b. Were outputs produced and delivered so far as per the work plan?
 - i. How do the stakeholders perceive them?

- ii. Do the benefits accrue equally to men and women?
- c. What progress has the project made towards its planned objectives? In regard to the indicators of achievement, to what extent were the actual results reached against the planned target?
- d. What were the arrangements made by ILO that most supported the realization of the programme's goals and were there any constraining factors?
- e. Are there any unintended results of the project?

Efficiency of resource use:

- a. In what ways has the ILO managed programme resources efficiently (funds, human resources, etc.)? Could things have been done differently or more efficiently?
- b. Have Project activities been delivered by ILO in a timely manner?
- c. What are the factors that have hindered timely delivery of project funds and the counter-measures that were put in place?

Management arrangements including monitoring and evaluation:

- a. To what extent and how did management capacities and arrangements facilitate good results and efficient delivery? Was there a clear understanding of the roles and responsibilities by all parties involved?
- b. Did the Project receive adequate political, technical and administrative support from its partners? How do the project stakeholders contribute to the success of the project?
 - i. Did the project stakeholders have a good grasp of the project strategy?
 - ii. Has cooperation with project stakeholders been efficient?
- c. How effectively did the Project management and ILO staff monitor project performance and results?
 - i. How appropriate and useful were the project's RBM and M&E monitoring and evaluation framework, if any, including targets and indicators, in assessing the Project's progress?
 - ii. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?

Sustainability:

- a. What are the possible impacts of the Project?
- b. Is there an effective and realistic exit strategy for the Project?
 - i. To what extent are implementing partners able, willing and committed to continue with similar interventions?
 - ii. To what extent is the Project contributing to the strengthening of the enabling environment (laws, policies, technical capacities, local knowledge, people's attitudes, etc.)?
- c. How likely is it that the procedures and tools developed by the project will be replicated in future?

A mixture of subjective (questionnaire) and objective data (internal and external reports and documents) were collected as per the following methodologies:

Desk review.

In April 2016 a desk review was conducted of project documents, RBM and M&E tools (STED Results chain and Measurement Guide Spreadsheets), reports and meeting minutes. External documents including relevant laws, frameworks, strategic plans and policies are also included (please see Annex 4 'Bibliography' for a complete list of documents included). A content analysis method has been used to identify themes and patterns that correspond to evaluation criteria, and data from the desk review and questionnaires has been triangulated for maximum robustness and reliability of analysis.

In terms of limitations, the desk review only takes into account partial information, is not participatory, lacks practical orientation and is a purely secondary methodology. As a result the interview and questionnaire methodology was necessary to obtain primary data on the practical aspects of the project from a variety of sources.

Interviews and Questionnaire.

A mix of primary qualitative and quantitative data has been gathered via interviews to fill out a questionnaire based on the format of the global evaluation questionnaire for maximum evaluation coherence. The questionnaire is based on the evaluation questions set out above, with some questions omitted if they are addressed solely by the desk review. Other questions have been reworded for better understanding for all stakeholders or split into two questions if they are long. A scale rating system is used for each questionnaire question, ranging from 'very high' to 'very low' or 'no answer/not applicable', which was filled out by the evaluator based on the interviewee's response. This was filled out by the evaluator to ensure consistency between questionnaire data. The questionnaire includes spaces for details on qualitative data for each question to provide more in-depth descriptive information depending on the nature of the question.

Interviews were recorded alongside the questionnaire to ensure the highest accuracy and reliability of data gathered. The questionnaires were filled in electronically by the consultant to ensure consistency alongside handwritten notes where needed, with each question in the questionnaire being filled out separately for each individual in the case of group meetings.

This is a participatory methodology that seeks to gather data on stakeholders' first hand experiences, opinions, judgements, behaviours and perceptions of the STED programme and the tangible and intangible changes resulting from the project to answer evaluation questions. The process of collecting data from these stakeholders is essential to the evaluator's understanding of the project's outputs and activities on a practical level, and gives the stakeholders an opportunity to express their understanding and opinion of project performance in regards to the evaluation questions.

Qualitative data gathered was examined using content analysis to identify patterns and themes that correspond to evaluation questions.

Data was gathered via interviews with key stakeholders, implementing partners and the STED project team in Phnom Penh, Yangon and Nay Pyi Taw, as well as backstopping officials in Bangkok and Geneva (by Skype). The evaluator gathered data from a variety of government, trade union and employer representatives, ensuring tripartite consultation throughout the data collection process.

In **Cambodia** nine partner interviews were conducted involving fourteen respondents, one of which was female. In **Myanmar**, eight partner interviews were conducted involving 28 respondents, eleven of which were female. A total of twelve ILO staff were interviewed: three in Cambodia, six in Myanmar, two in Bangkok (via Skype) and one from Geneva (via Skype), eleven of whom were female.

See Annex 3 of this document for a full list of key stakeholders who were interviewed in both countries. The sampling of interviewees was determined by the evaluation managers to ensure that data was collected from the most applicable and relevant key persons related to STED. Participatory debriefing sessions were held with key stakeholders in both countries in the process of drawing up findings to present initial findings for validation, clarification, to obtain feedback and to ensure the inclusion of tripartite stakeholders in the whole evaluation process.

Please see Annex 5 for the questionnaire.

Data collection was undertaken in adherence to evaluation norms, standards and ethical safeguards throughout.

In terms of limitations and sources of potential bias, the purposive sampling of interviewees determined by ILO staff meant that for data source selection the ILO had complete influence over who was interviewed. However, it is unlikely that the evaluator would have been able to select relevant interviewees without STED project staff influence given the time constraints of the evaluation. National ILO staff also attended the interviews in both Cambodia and Myanmar, which could have influenced the responses given by interviewees. This was addressed at the beginning of each interview so that the interviewee was aware and had the opportunity to decline if they chose, and no international ILO staff were present during interviews.

Overall Review of Implementation by Outcome

Cambodia

Output 1.1: 'Two sectors selected for STED analysis'. Overall activities for this output delivered on time with the exception of the delay in conducting the consultation workshop to select the sectors and presentation of the sectors for the approval of the PAC.

- **Activity 1.1.1: 'Establish/strengthen the Project/Sector Steering Committee and support the activities of this committee'** – planned 2015 Q2-2017. ToR for PAC drafted according to plan in August 2015 and two Prakas passed by the MoLVT in September and December 2015. The passing of the Prakas was delayed by a few months (originally planned to be passed in August), although this responsibility falls under the MoLVT, and would have been subject to their timeframe and readiness.
 - A tripartite Project Advisory Committee was successfully formed under the Prakas on Establishing a Project Advisory Committee for the Implementation of the ILO Project on STED passed on 17th September 2015 with the Prakas featuring finalised member names and alternatives passed December 2015.
- **Activity 1.1.2: 'Conduct assessment on the proposed export sectors to be selected through conducting desk reviews and consultations with relevant agencies'** - planned 2015 Q2 and Q3. Desk review and consultations conducted according to work plan.
 - Assessment of export sectors and desk review conducted according to work plan as part of the April 2015 Scoping Report. The quality scoping report is satisfactory, providing an overview of Cambodia's economic and trade climate, labour market, key economic and employment policies and an overview of the top 10 priority export sectors according to the Diagnostic Trade Integration Strategy.
 - Sector selection note analysing export growth potential sectors against selection criteria delivered according to plan in July 2015: 'Scoring and ranking sheet on 10 export sectors Cambodia'. The document scores the 10 priority export sectors according to 14 selection criteria using key economic research and statistics, providing a comprehensive but succinct overview of the sectors. Using the pre-existing DTIS priority sectors contributes to the quality of the document by ensuring it is working within the government's priority areas.
- **Activity 1.1.3: 'Organize consultation workshop on selecting 2 export sectors for STED project in Cambodia'** - planned 2015 Q2 and Q3. Consultation Workshop and Tripartite meeting on sector selection delivered on time in Q3 (August and September 2015) but actual selection of sectors delayed by one month (planned August 2015 carried out in September 2015) and sub-sectors delayed by four months (planned August 2015 carried out in December 2015)
 - Consultation Workshop on Priority Export Sectors, August 2015: With fifty-nine participants, the workshop involved presentations on the STED approach and possible selection criteria by ILO, a presentation on Cambodia's macroeconomic environment and the economic contribution and labour market situation of export sectors by the Council for the Development of Cambodia, a presentation on priority export sectors and products by the MoC and a presentation on skill development frameworks and priorities by MoLVT. The workshop also included group discussions, presentations and short-listing of priority exports by for STED analysis. This represents a highly inclusive and informative process for the short-listing of sectors, providing stakeholders with the necessary information to inform their views and an opportunity to share their recommendations
 - Tripartite meeting on sector selection for STED, September 2015: Involved the presentation of proposed criteria for sector selection to tripartite constituents, discussion on priority sectors for selection, formal recommendations on and rationale for sectors to be selected by each body represented and final selection of the sectors (food processing and light manufacturing) based on discussion confirmed with participants. Building on information sharing and discussion facilitated during the previous meetings, satisfactory in the quality of sector selection by all participants attending based on the objective merits and disadvantages of each.
- **Activity 1.1.4: 'Present the assessment report on the 2 selected export sectors to the members of PAC in order to endorse these sectors for STED project's implementation'** - planned 2015 Q3. Held one quarter later than intended in December 2015 (Q4).
 - Project Advisory Meeting on Sub-Sector Selection of Food Processing and Light Manufacturing Sectors, December 2015. Meeting presented the STED project/methodology, ToR of the PAC, sectors selected and initial selection of sub-sectors selected by the NEA, NIS and a consultancy firm for the endorsement of the PAC.

Output 1.2 and 1.3: 'STED analysis and findings and recommendations for the 1st and 2nd selected sectors are published and presented to policy makers and private sector and supported by the training institutions'. These outputs and activities for each sector have been grouped together as the skills

gaps studies for each sector were conducted together and both presented in the 1st consultation workshop. This may have implications for timely delivery of the 2nd consultation, finalization and publication of the reports, but represents an efficient use of resources and overall unintended benefit.

- **Activity 1.2.1 and 1.3.1: 'Conduct skills gap studies on the selected export sectors based on the TOR, which will be developed with inputs from agencies involved in the selected sector'** Sub activities: Desk review, collecting primary data and drafting a preliminary report to be presented in the consultation workshop - planned 2015 Q3 and Q4 and 2016 Q1 and Q2 for each respective sector. This activity was delivered according to schedule, spanning the months of November 2015-January 2016.
 - Desk review on the two sectors conducted by consultant, December 2015: Results in two PowerPoint Presentations that are later presented at the 1st consultation workshop. The PowerPoints are of satisfactory quality, providing sector definitions, an overview of each sector's current business environment, growth, number of establishments, number of persons engaged in each sector, government registration annual sales and top products. However, there seems to be some differences in format of presentations (different titles for the same category of information) and in information for each sector, for example information on issues specific to food processing but not light manufacturing.
 - STED assessment comprising of an enterprise survey and a skill supply survey undertaken for each sector selected by the National Employment Agency with technical support from ILO. Surveys conducted in January 2016 and presented at a tripartite consultation workshop in March 2016. The National Institute of Statistics provided access to national data sets and actively participated in the research throughout, with the NEA, NIS and DGT VET providing continuous inputs into drafting of survey reports. High quality studies making use of stakeholders' strengths, using a qualitative methodology and large varied samples to gain in depth insight into the current status of the sectors and skills needs specific to those sectors as well as into skills training and supply in general.
- 17. Enterprise survey: Through interviews with staff from 200 enterprises in each sector and along its value chain gathered information on what types of products they produce and that are available for export, what the current business environment and challenges are, the status of employment and recruitment in the sector, key occupations in the sector, the skills supply situation in the sector (including skills shortages) and the future importance of business capabilities.
- 18. Skill supply survey: Through in depth interviews with key informants providing training in the relevant sector, gathered information on challenges in providing training, insertion and replacement of trainees into the labour market, training assessment and curriculum updating, capacities to supply skills, designing and delivering new courses and challenges in attracting students to study in the relevant sector.
- **Activity 1.2.2 and 1.3.2: 'Organise 1st consultation workshops with stakeholders involved in analysing the skill gap/skill supply, to review/validate the draft reports of findings'** - planned 2015 Q4 and Q3 2016 for each respective sector. Activity delivered later than planned for the first sector but highly ahead of schedule for the second in Q1 2016.
 - Presentation of and workshop on STED Report findings from enterprise survey and skills supply survey on light manufacturing and food processing, March 2016: A highly comprehensive and in depth presentation of initial STED findings for each sector carried out over a two day period, with each sector addressed on a different day, aiming to validate the types of skills needed for each sector, generate discussion on business capabilities and skills gaps and identify possible roles of stakeholders in addressing the identified skills gaps.
- 19. An initial sector analysis presentation by ILO provided an overview of current information on the structure, business environment, growth, labour involvement, export value and demand associated with each sector.
- 20. The following presentation by the NEA provided information on the skills supply and enterprise surveys detailed above.
- 21. Each day, group discussions following the presentations explored challenges and critical occupations for each sector, how to address each and stakeholders to lead and be involved in addressing them. Importantly, the discussions also validated the top priority occupations for each sector as cited by the surveys, what should be done to support skills development for these, which stakeholders should lead and which should be involved. A final list of occupations for each sector was produced based on the final vetting process.
- **Activity 1.2.3 and 1.3.3: 'Organise 2nd consultation workshop with stakeholders involved in the validation of each draft report, then finalise each report'** - planned 2015 Q4 and 2016 Q3. This output has not yet been delivered according to the implementation due to the changes in schedule previously mentioned.
- **Activity 1.2.4 and 1.3.4: 'Publish and disseminate the STED report of the selected sectors to the policy makers and relevant training institutions/training service providers'** - planned 2016 Q1 and 2016 Q4. Output/activity is on-going at the time of the evaluation.

Output 1.4: 'STED implementation promoted for at least one sector'.

- **Activity 1.4.1: 'Identify activities from the STED Report'** - planned Q1 2016-Q4 2017. This activity was partially undertaken during the 1st consultative workshop on the initial findings of the skills gap and enterprise surveys and is on-going. Groups in the consultation workshops identified how to address the top challenges of and skill development in the top occupations for each sector - some groups also identified who should lead these activities, who else should be involved and the time frame, although not all groups.

Myanmar

Output 2.1: 'Project work plan developed and budget aligned with broader work plans; Project Partners identified.' Overall activities delivered approximately one quarter later than planned for this output.

- **Activity 2.1.1: 'Organize STED project country planning meeting with key stakeholders/partners'** - planned 2015 Q2. Activity started according to schedule but was completed one month later than planned, finishing in July instead of May 2015.
 - May-July 2015: Key stakeholders mapped out by project staff for sector selection and to introduce STED methodology. Consultation meetings conducted with government ministries (facilitated by the Ministry of Labour, Education and Social Services and the National Skills Standards authority) and social partners. All stakeholders addressed and contributed to the planning satisfactorily.
- **Activity 2.1.2: 'Establish Project Steering Committee and focal person mechanism'** - planned 2015 Q2. Delivered later than planned in 2015 Q3, with PSC formation being proposed to MoLIP in August instead of July 2015 and the PSC being formed in September instead of August 2015.
 - PSC established in September 2015 to develop ToR of STED assessment in selected sectors, guide the implementation of the project, coordinate with stakeholders, monitor and oversee the project, approve the annual work plan and approve technical assessment reports. Composed of tripartite stakeholders, with the Deputy Director General of the Ministry of Labour, Employment and Social Security acting as the Chairperson and focal person mechanism. A quality selection of individuals from a wide range of institutions.
- **Activity 2.1.3: 'Present STED project in key national TVET sector working groups'** - planned 2015 Q2. Delivered slightly later than planned in 2015 Q3 (August).
 - STED project presented during sector selection consultations in August 2015 (see Activity 2.2.1 below). Combining STED introduction with the sector selection note is an efficient streamlining of activities.
- **Activity 2.1.4: 'Develop and deliver project progress reports'** - planned 2015 Q2 and 2016 Q1. First report delivered according to the work plan and second report one slightly late by one quarter.
 - First Technical Progress Report to SIDA submitted in April 2015, and is of satisfactory quality, providing updates on project progress and an overview of relevant national policies and institutional frameworks. Although the quantity of details for the Myanmar project is low, this could be attributed to the very early phase of the project, as very few activities had been conducted at the point of April 2015.
 - Second Technical Progress Report to SIDA submitted at the end of April 2016 is of satisfactory quality and quantity, providing information on the current economic context of each country; relevant policy and institutional frameworks for each country; progress towards objectives; progress of project activities in each country; overviews of key meetings and documents including sector selection notes/criteria, consultative workshops and surveys; lessons learned and challenges being addressed and next steps and follow up actions for both countries.

Output 2.2 'Two sectors selected for STED analysis'. One activity for this output was delivered on time while the other was delivered one quarter late.

- **Activity 2.2.1: 'Develop sector selection concept note and conduct stakeholder consultative meetings to initial screening of potential sectors'** - planned 2015 Q2. Delivered later than planned in 2015 Q3 (July).
 - 'Recommendations for Sector Shortlisting' and 'Shortlisting Scoring Card' developed through two rounds of in depth consultations with key stakeholders, who took part in narrowing down sectors and

deciding on selection criteria. Sector selection is of satisfactory quality, based on NES recommendations, well informed and based on recommendations from all stakeholders as well as research information. However, compared to the sector selection assessment against criteria conducted in Cambodia, the Shortlisting Scoring Card does not go into as much detail as it could have, rating each sector against the criteria in terms of 'high, medium, low or unknown' instead of with details and information like was provided in the Cambodia equivalent document.

- **Activity 2.2.2 and 2.2.3: 'Conduct sector selection workshops among stakeholders/project launch and delivery sector selection note'** - planned 2015 Q2 and Q3. Activities combined as sector selection note was presented at the sector selection workshop for a more efficient selection process. Activity delivered according to schedule.
 - Tripartite consultative workshop on priority sector selection (held in collaboration with MoLIP), August 2015: Presentation and finalisation of preliminary project findings, sector short-list and selection criteria ('Recommendations for Sector Shortlisting' and 'Shortlisting Scoring Card'). Sector selection was based on NES recommendations, well informed and based on recommendations from all stakeholders as well as research information. The formation of the PSC was also proposed at the workshop.

Output 2.3: 'STED analysis conducted to identify skill requirements for export competitiveness in selected sectors'. The majority of activities for this output delayed from the end of 2015 to the beginning of 2016. So far the activities for this output has only been conducted in one sector, with the second sector activities delayed and pending.

- **Activity 2.3.1: 'Conduct desk reviews and field research to analyse development plans and related skill needs in selected export sectors'** - planned 2015 Q3 and Q4. Delivered ahead of schedule in 2015 Q2.
 - Desk review conducted as part of the April 2015 Scoping Report. Scoping report is of satisfactory quality, providing an overview of the economic environment in Myanmar, the labour market, relevant national policies and priority export sectors. The review of export sectors is based on the NES, but has less detail than Cambodia and does not go into each sector individually. However this is most likely there is less information available as until recently Myanmar has been generally closed off, meaning a more broad big-picture review was given instead based on general consensus.
 - **Activity 2.3.2: 'Develop first draft report with consultation of stakeholders'** - planned 2015 Q3 and Q4. Although the survey for tourism started according to schedule in December 2015 (Q4), the initial report for tourism was delivered one quarter later than schedule in January 2016 planned two quarters later in May 2016 for fruits and vegetables. Consultations with stakeholders were planned for January 2016 and delivered one month late for tourism (February 2016) and delivered one quarter late for fruits and vegetables (May/June 2016).
 - Skills gap analysis - Report on Findings of Sector Needs Survey on Myanmar Tourist Guides, December 2015: A rapid survey conducted in consultation with tripartite stakeholders involved in the hotel and tourism sector. The survey explores information on the tourist guide business enterprises surveyed (including staff employed and level of training received by staff), industry knowledge on the capacity of existing Myanmar training systems for tour guides (including courses for tourist guides, effectiveness of tourist guide trainings and current trainers of tour guides) and employer perception and requirements of skills demand and trends (including top skills needed from tour guides and top competencies for tour guides). The report also gives preliminary recommendations for the short and long term for skills development in the tourist guide sector.
22. The survey involved 55 interviewees in the formal tourism sector. While the quality of the report is sufficient, the sample size is much lower than the survey in Cambodia. However, the international consultant and Myanmar Technical Officer involved in the tour guide survey observed in interviews that although the number of survey respondents was relatively few (55), the quality of the data was good in comparison to other similar situations as the interviews had lasted 1-2 hours each.
- PSC meeting on tourist guides conducted in February 2016 to provide input, feedback and comments on the tourist guide study. Consultation with the PSC as well as with other stakeholders ensures that the widest variety of actors are able to vet and provide input for the study for a higher quality output adapted to local needs (please see below).

- **Activity 2.3.3: 'Conduct 1st stakeholders validation and recommendation workshop'** - planned

2015 Q4. Delivered later than planned in 2016 Q1 (February) for tourism and Q2 for fruits and vegetables (June).

- Vetting of analysis (tripartite) - Meeting Report and Proposed Action Plan: National Consultation Meeting on the Implementation of Skill Development for Tourist Guides, February 2016: Aiming to validate the tourism survey results and discuss future actions, the meeting was lead by the National Skills Standards authority, who presented the findings of the Sector Needs Survey on Tourist Guides, promote a clearer understanding of the strategy needed to develop a regionally recognised tourist guide industry in Myanmar, improve understanding on roles and responsibilities in the process of skill development for tourist guide and facilitate discussion to develop an integrated national action plan for tourist guide skills development.
23. The meeting was key for information sharing among a group of normally isolated stakeholders, who gained better understanding of the national context and potential to develop the tourist guide industry. During the meeting each stakeholder had the chance to clarify its roles and responsibilities, and group discussions took place on possible skills development pathways for tourist guides.
24. An action plan was formed at the end of the meeting, with assigned timeframes and responsible stakeholders for each action point, representing the formation of recommendations for the sector.
- **Activity 2.3.4: 'Revise the first draft report and conduct additional data collection/survey if required based on the feedback from the workshop'** - planned 2015 Q4 and 2016 Q1. Activity is one quarter late as it is on-going at the time of the evaluation for tourism (Q2), and this activity has not yet commenced for fruits and vegetables.

Findings by Evaluation Criteria

Relevance and Strategic Fit

The STED project in **Myanmar** comes at a crucial time as the country undergoes significant political, social and economic transformation. The project fits into the need to link economic and social priorities highlighted by the country's Framework for Economic and Social Reform, Five Year Development Plan and National Export Strategy. The project is particularly relevant to the latter policy, which aims to increase production and value addition in a number of priority sectors including tourism and pulses and beans, which coincide with the sectors chosen by STED. By facilitating strategic skills development in high growth potential sectors, building the capacity of national and sector institutions and promoting a more inclusive tripartite system of gathering and using labour market information, STED contributes to the realization of both strategic economic growth and more decent work.

The committees formed by the Employment and Skill Development Law will be responsible for setting standards in skills development and forming skill training policies and certifications. Interview respondents noted collaboration these committees and STED will be essential, as the project is able to contribute to their mandate by promoting capacity building within institutions, developing industry skill councils in targeted sectors and ensuring an effective and participatory structure for approaching TVET.

The majority of respondents in Myanmar noted that the newly elected government is still in state of change so it is unclear how the country's priorities and structures will change in the coming year. There is a need to understand and be clear on what each ministry's activities and mandates will be and who will lead. Much will depend on the TVET law, which is still in draft form, and the Employment and Skill Development Law, which is currently under review. TVET is currently under the MoE, unlike Cambodia, so the NSSA will be a vital part of the guidance for TVET in the future.

The MOE and MOST has been merged. MOE now has the clear mandate for TVET making the MoLIP's role unclear at the current time. The ESD Law notes the role of the NSSA, which is still co-chaired by the MoLIP. The project needs to have a closer relationship with the MOE, in particular the Department of TVET.

In **Cambodia**, NIS, CtD, NEA and DGTNET respondents noted that STED is aligned with, and has taken into account the focus areas and recommendations made by the government's Industrial Development Policy 2015-2025 and National Employment Policy 2015-2025. The IDP identifies lack of skills and human resources as a key obstacle to the development of Cambodia's industrial sector, while one of the central goals of the NEP is to 'enhance skills and human resource development', specifically in improving access to and quality of education and TVET, as well as its relevance to labour market needs. Importantly, the NEP places emphasis on expanding skills outside of the traditional sectors, something that STED addresses well. Respondents specifically mentioned the policy's measures to develop sector-based approaches in TVET, strengthen connections between the private sector and TVET, strengthen mechanisms for dialogue among stakeholders in education and training, promote private sector involvement in policy formulation and skills development as being addressed by the STED project. MoC and CCC interviewees noted that the project is in early stages, but has the potential to contribute positively to skills and employment generation.

ILO staff respondents in **Cambodia** also noted that the project is well aligned the government's Rectangular Strategy Phase III. Rectangle III 'Private Sector Development and Employment' includes 'Development of the Labour Market' as Side 3 of the strategy, which specifically addresses provision of vocational training to meet market demand as well as development of the labour statistical system and national qualification standards framework.

Also highly relevant is the Diagnostic Trade Integration Strategy 2014-2018, which provides a strategic policy framework for priority export sectors, including the sectors selected by STED, food processing and light manufacturing (and Special Economic Zones). The project has used the DTIS as a basis on which to explore possible sectors for selection, thus ensuring the final selection is aligned with this policy. The National Strategic Development Plan for 2014-2018 also identifies development of high quality human resources as key to supporting economic growth and competitiveness. STED is also aligned with the MoLVT TVET Strategic Plan for 2014-2018 Actions 1 and 3.

The April 2015 STED Scoping Reports for **Cambodia and Myanmar** address many of the above policies and laws to ensure the project functions in the most complementary way to the priorities of each country. The Scoping Reports also identify existing skills development projects so that the project is aligned well with these and does not replicate any pre-existing initiatives.

In **Myanmar**, similar programs are being conducted by GIZ, Swisscontact, ADB, KOICA, LuxDev and EU-Switch Asia. Interviewees at GIZ and LuxDev confirmed there has been good cooperation and communication with the ILO team and that STED has not replicated activities of these other programmes. The Myanmar M&E document further details that LuxDev will incorporate STED recommendations on tourist guides into the government's tourism human resource development strategy. The STED country team notes in the M&E document that through discussions with similar programs, they have established that there is no overlap between STED and these stakeholders. The project team also notes the niche status of the STED project in Myanmar and the appreciation from other actors regarding its activities.

In **Cambodia**, DGVET (MoLVT) offers a range of educational and training programmes across 24 provinces, MoWA provides training to vulnerable and poor women in 12 centres and a number of NGOs operate training programmes, generally on a small scale. Engagement with the Ministry of Women's Affairs in the implementation phase could be beneficial to increase the quality and diversity of the training programs they conduct across Cambodia. Aside from numerous small-scale operations by NGOs, other similar programmes include those by ADB, UNDP, SDC and JICA. ADB, DGT VET and NEA confirmed in interviews that the project keeps up to date on other skills initiatives through inter-agency groups such as the TVET Core Working Group convened by DGT VET³ and an informal technical group led by the Swiss Embassy. DGT VET is currently implementing a major Asian Development Bank (ADB) project which is supporting the formulation of a TVET Policy. Under the same ADB project, the establishing of skills councils particularly in light manufacturing is also envisioned. Thus, cooperation between ILO/STED and ADB will be essential in developing a coherent strategy in this area.

ILO interviewee respondents in **Cambodia** noted that the STED project positively contributes to the country's Decent Work Plan (2011-2015) by contributing to Country Programme Objective/DWCP Outcome KHM202, which is related to DWCP Priority 2 (KHM200). Furthermore, Cambodia's 2011-2015 DWCP Review identified the implementation of STED as a key element of achieving Recommendation 5d focusing on skills development as a priority area for completing unfinished business. This priority area of skills development is also consistent with Cambodia's UNDAF 2011-2015 as well as in the more recent UNDAF 2016-2018.

In **Myanmar** STED is aligned with CPO (MMR) 126, which is associated with Outcome 1 Employment Promotion and Indicator 1.4, regarding states putting in place or strengthening labour market information and systems, and disseminating information on national labour market trends. However, more consultations with the Myanmar office could have been helpful at the onset.

From a more **global** perspective, the STED programme is relevant to the Jobs for Peace and Resilience programme as well as the ILO Programme and Budget for the 2016-2017. In the ILO Programme and Budget the Director General's response and adjusted proposals explicitly states that 'there is need and scope...to bolster the focus on skills and youth'. The relevance of STED to the 2016-2017 strategic plan is significant as the transitional plan represents a move towards greater focus, meaning the area of work addressed by STED is a top priority and will continue to be a priority in the next four-year plan.

Validity of Design

A key component of the STED programme design is capacity building of national partners to identify export-oriented sectors, identify the emerging skills needs in these sectors and meet these needs effectively. The project design builds capacity through practical experience of collaboratively managing the project through the project steering committees and taking part in key decision making consultations and meetings. This design is more effective than just providing training alone, as it equips stakeholders with experience in carrying out and adapting the STED process to the local context as well as investing in maximum ownership of the process by national stakeholders.

The project steering committee bodies in both countries are key ways through which the capacities of tripartite stakeholders have been built in STED at a management-level. In **Cambodia**, the PAC was formed under the Prakas on Establishing a Project Advisory Committee for the Implementation of the ILO Project on STED passed by the MoLVT, which includes the membership of the government (four ministries), industrial/private stakeholders (two entities) and union representatives (three unions), incorporating tripartite stakeholders into the formal management and implementation of the project. In **Myanmar**, the tripartite PSC similarly includes the membership of the government (eight ministries), unions (three) and one association. These bodies are responsible for overseeing the management and implementation of the project and its

³ The Director General for Technical Vocational and Educational Training.

outputs. Interviewees in both countries noted that the various workshops and consultations conducted have also involved the participation of tripartite stakeholders from a greater number of institutions, which has allowed for their involvement and input into each step of the STED process. ILO and government respondents in both countries noted that although private sector and union stakeholders are involved in other aspects of the projects, their involvement in the project steering committees and project activities could be greater, as their input is crucial to ensuring skills development addresses private sector needs. However, they anticipated that both parties will be more involved at the implementation stage.

Consultation workshops have been attended by participants from a wide range of institutions, and interviewees in both countries noted that the various consultations conducted have allowed for tripartite stakeholder involvement in and input into each step of the STED process.

The project has taken into account the relative capacities of partners, drawing on the strengths of each to assist the project implementation and providing technical assistance for project partners where needed. For example, in **Cambodia** the NEA, NIS and DGT VET noted the successful cooperation between themselves and the ILO in carrying out the skills gap and enterprise surveys, with the ILO providing technical support while the NEA lead the surveys, the NIS and Crossroad to Development (CtD) provided information resources and DGT VET contributed technical support. In **Myanmar**, ILO respondents noted that MoHT, MoLIP and NSSA was key in assisting the ILO in introducing the STED project to various other government ministries through obtaining commitment and participation in meetings from these ministries and other stakeholders for the project.

Risks, assumptions and indicators were not included in the original project design, but were established subsequently as part of Component 2 of the Global project.

As the draft evaluation of the global component states:

“Overall, the assessment of the project document shows that performance indicators are absent from the document, as well as explicit assumptions about the project, as part of a Theory of Change. The rationale for working on the analytical phase of STED in six sectors and aiming for implementation in only one sector is not provided. It remains unclear from the project document whether this is a design flaw or a calculated “high risk-high return” strategy to force the project to reach out to new potential donors for immediate STED implementation once the STED report is published.”

In **Cambodia**, assumptions regarding the willingness of partners to adopt STED recommendations, willingness of firms to test standards and curriculum and willingness of firms to invest the capital for skills development pose higher potential risks for the project. These are being managed through tapping existing partnerships of TVET institutions with enterprises, however it is too early in the project stage to assess whether these have affected the project. Competing priorities of institutions is identified as a risk, however, the project is working closely with these large programmes to prevent replication and create synergies between projects.

ILO staff identified a lack of financial resources due to foreign exchange fluctuations as a challenge to carrying out implementation stage activities, and in response the project is preparing a concept note to share with potential donors and funders to obtain additional funds to carry out these activities. The reality is that there was a depreciation in the funding in both countries (although this has had more impact in Cambodia) due to these foreign exchange fluctuations, resulting in budgetary constraints. Although there was a 'provision for cost increase', it was only 5%, so not enough to make up for the shortfall. The **Bangkok** office made a proposal for extra funds from the Supplementary Account, but these were not given. This resulted in the need to downsize and adjust some activities. ILO staff were successful in mobilising an additional resource allocation for Myanmar for implementation activities, provided by Japan.

For **Myanmar**, the willingness of partners to adopt STED recommendations, test standards/curriculum and invest in skills development are also assumptions, although the integration of STED tourism recommendations into LuxDev's project with the MoHT indicates progress has been made towards ensuring these assumptions do not negatively impact the tourism component of the project. The future of TVET reform and general restructuring of government ministries poses a risk for the project. Individual government contact points who have been involved in the project and the PSC may not be able to continue their involvement in the project, which means a turnover in members of the PSC and a lack of consistency in individuals from the government involved in the project. Furthermore, as the Myanmar government is still very young, ministries are not as coordinated as they are in Cambodia, and have not been able to take ownership of the STED process and skills surveys in the same way as the NEA, NIS and DGT VET. However, ILO staff in Bangkok and Myanmar noted in interviews that the project has been well informed of these risks and is working with the government on TVET reform, meaning project implementation can still be carried forward regardless of

restructuring and that ILO will be well informed and involved in the TVET reform process.

Assigning responsibility for producing and managing the project's M&E Framework to the Skills Specialist (Cornelius Gregg) based in Geneva is an effective arrangement as this individual is able to commit more time and energy to developing these frameworks than country project staff, who have numerous activities to carry out, ensuring both components can be delivered to maximum quality. However, the M&E and RBM frameworks were introduced and piloted in both countries after project activities started, hence staff had to retrofit some of the earlier activities within the prescribed framework. Additionally, it is unclear how relevant to the country context these M&E frameworks are, especially in Myanmar where there is limited capacity, limited resources and limited information for monitoring the indicators. It needs to be as simple as possible.

ILO **Bangkok** staff indicated that the STED M&E is a comprehensive and thorough documentation system. However, staff in countries noted that parts overlap and initially took time to understand. It was confirmed by ILO staff in both countries that indicator values are realistic, reflecting activities detailed in the implementation work plan, and can be easily tracked through mostly yes/no. From closer inspection of the M&E documents, it is apparent that other tracking values are also easily tracked due to their quantitative nature (yes/no and #), and include easy to understand and relevant values. A few of the indicators were more qualitative, including outputs being approved as good quality and generation of recommendations. However, these values are still realistic and necessary to ensure quality of outputs.

The project strategy set out in the PRODOC aims to establish a 'process that can be repeated, ideally led and implemented by national stakeholders' to make the STED methodology and process chain cyclical rather than one-off and applicable to different sectors. This clear methodology means that the project could have far reaching applications in other sectors if there is sufficient buy-in from tripartite stakeholders. Furthermore, the M&E and RBM frameworks that have been developed for STED projects can be easily used in the implementation of the STED process in other sectors. However, the project may not be able to be replicated as successfully in very small and/or emerging sectors as a certain amount of information is needed from established employers and enterprises to adequately assess skills needs and gaps in a given sector, plus STED report recommendations and pilot activities would need to be taken ownership of by institutions and enterprises invested in the sector.

Progress and Effectiveness

For an assessment of outputs delivered so far, whether outputs were produced according to the work plan, to what extent actual results were reached against the planned target and a review of quality and quantity of outputs please see previous section 'Overall Review of Implementation by Outcome'.

Many respondents observed that both country projects are in early stages and there have only been a few outputs (consultation meetings, etc), but that these outputs were of good quality.

Progress towards objectives, Cambodia:

Objective 1.1: 'Through STED analysis, develop effective skills strategies in the selected export sectors in the target countries'. A strong pool of data has been gathered via research and tripartite consultations to inform the development of skills strategies in the selected export sectors, with preliminary strategy recommendations provided during the 1st consultation workshop, which will be built on in the coming quarters.

Objective 1.2: 'Strengthen the capacities of governments, social partners and other stakeholders to assess skill gaps and to design and implement strategies to overcome those gaps'. Respondents agreed there was very satisfactory progress towards this objective, as detailed in the 'building partner capacity' section of this desk review. The capacities of partners have been strengthened through project activities, including research (conducted by the NEA, CtD, NIS and DGTVE supported by the ILO) and consultations/workshops, where tripartite stakeholders have been equipped by the project with the information and tools to select sectors, assess skills gaps and make recommendations on strategies to address these.

Objective 1.3: 'Promote the implementation of skills strategies to overcome identified skill gaps'. Although the project has not yet reached the implementation phase, participants from key stakeholder groups who were interviewed noted that they made recommendations during the 1st consultation workshop on how to address critical challenges in each sector and how to address skill development in the top three critical occupations for each sector.

Progress towards objectives, Myanmar:

Objective 1.1: 'Through STED analysis, develop effective skills strategies in the selected export sectors in the target countries'. Partial progress has been made towards this objective, as research has

been conducted for one sector and recommendations formed based on this research during a consultation workshop for developing skills strategies for that sector (tourist guides). The finalisation of the report for the tourist guide sector and STED analysis for the second sector (fruits and vegetables) is delayed and on-going at the time of evaluation, with the survey for the fruits and vegetables sector and consultations on initial findings planned to be finished in June 2016.

Objective 1.2: 'Strengthen the capacities of governments, social partners and other stakeholders to assess skill gaps and to design and implement strategies to overcome those gaps'. Fair progress has been made towards this objective, with the PSC formed September 2015 and other key stakeholders being involved in consultations on the sector selection, survey vetting and formation of the action plan for recommendations on the tourism sector.

Objective 1.3: 'Promote the implementation of skills strategies to overcome identified skill gaps'. Good progress has been made on this objective for one sector. Preliminary recommendations were given in the draft report of the survey on tourist guides for the short and long term. An initial action plan has also been formed during the consultation workshop on the implementation of skill development for tourist guides where the preliminary survey findings were presented. The action plan includes key actions, responsible agency and specific timeframe (in months) for each identified key issue.

Interviewees in both **Cambodia** and **Myanmar** stated the benefits of the STED project are equally to men and women, identifying that there was an equal gender balance during activities with stakeholders including consultations, discussions and meetings, with females providing constructive input throughout. Respondents also noted that for the implementation of the skills development recommendations, females would receive the most benefits as it was estimated that more women would be employed in the chosen sectors.

In **Cambodia**, two particular arrangements were identified as supporting the realisation of the project's goals. Firstly, interviewees stated that the leadership and involvement of the NEA, CtD, NIS and DGT VET in the sector surveys was key to building the technical capacities of each stakeholder, as well as creating greater ownership and cooperative relationships between these bodies that could have far reaching positive impacts in the future, particularly in terms of replication of the STED methodology and skills development in general. Secondly, based on project documents, carrying out both sector surveys and consultations together rather than separately has greatly streamlined project activities, saving resources and accelerating progress towards developing and implementing skills strategies. In **Myanmar** the involvement and enthusiasm of the MoLIP and the NSSA was identified in interviews as being highly significant in generating buy-in and involvement from other government ministries and stakeholders. During interviews, the current involvement of these key ministries and their willingness to engage in dialogue was identified as being significant to the progress of the project.

In **Cambodia**, respondents cited the project starting four months late (initially) and the reports taking time to be published as the main constraining factors. Furthermore, a constraining factor moving forward could be the lack of funds for implementation phase activities caused by foreign exchange fluctuations. The change of government in **Myanmar** has been identified by many interviewees as a constraining factor for the program for a number of reasons. Firstly, the restructuring of government ministries means that there could be changes to the PSC, creating some instability in PSC membership. Secondly, it's unclear whether the government ministries relevant to the fruits and vegetables sector are in a position to lead or take ownership of the sector survey due to the segregation of duties between ministries. Finally, for fruit and vegetables there is a lack of previous information and data to be used for the surveys as there is little information sharing structures developed between ministries, although this was not the case for the tourism sector. Interviews also indicated that choosing dehydrated fruit and mangoes as sub-sectors for fruits and vegetables rather than the Ministry of Agriculture's suggestion of rice resulted in the MoA not being as invested in carrying out future activities for skills development these sectors. Furthermore, respondents also identified MTGA's internal organizational structure and vision as weak, creating an inability for them to participate fully in the project.

In terms of unintended results of the project, the decision of the STED **Cambodia** team to conduct the skills gaps and employers surveys for each sector at the same time (and to then present both in the same 1st consultation workshop) is a positive unintended result of the project that was not originally planned. However, aside from this, interviewees noted that it was too early to identify any unintended or unexpected results of the project.

Efficiency of Resource Use

The use of technical specialists in the Decent Work Team for South and South-East Asia and the Pacific to assist in managing the project is an efficient use of resources, pulling on pre-existing expertise and human resources in the ILO who already have in depth knowledge on the project context to support the project

instead of hiring additional human resources. Respondents in both Cambodia and Myanmar noted that the Decent Work Technical Support Team's Senior Specialist on Skills and Employability, Carmela Torres, was especially helpful in providing oversight and technical assistance in the initial stages of the project. The placement of a CTA in Cambodia to oversee the technical work in both Cambodia and Myanmar also streamlines management arrangements, and is justified in placement in Cambodia due to the country programme's planned additional TVET facilitation component.

Having experienced and competent national staff in Cambodia was highly beneficial in both backstopping before the CTA arrived and in providing subsequent support after her arrival. The hiring of staff was initially late as it took time to process the paperwork to finalize the placement of the CTA and hire a Technical Officer for Myanmar (as it was deemed difficult to get a qualified national person to coordinate the STED work there). These processes could have been prioritized earlier in the start up of the project.

There would be a benefit in short and long term for capacity training for the National Coordinator as they are new to the ILO, including the CTA spending more time in Myanmar if allowed by the travel budget.

Programme resources were used efficiently in **Cambodia** by conducting the skills gaps/employer surveys for both selected sectors simultaneously and presenting these at the same primary consultation workshop, saving the time, money and human resources that would have been spent conducting each survey and workshop twice. In **Myanmar** conducting the STED introductory and sector selection meetings at the same time also streamlined and saved resources.

Per the original implementation plan, the current mid-term evaluation has been conducted ahead of schedule, planned to be carried out in 2016 Q3 but conducted in 2016 Q2 (April-May). Activity delivery in **Cambodia** has been generally timely and on-schedule, with some activities experiencing minor delays (for example by one or two months). The delivery of the activities under Output 1.2 and 1.3 experienced some changes as instead of conducting the desk review, survey and consultation activities for each sector separately, these activities were combined for the two sectors to save on resources and time. As such, the activities for the first sector are technically slightly behind schedule and the activities for the second sector are highly ahead of schedule, meaning overall the activity delivery timeframe has roughly remained the same or become ahead of schedule. In **Myanmar**, many of the activities, particularly involving the survey and consultations for the fruits and vegetables sector, have been delayed by one or two quarters. This is due a lack of literature and data available from previous research in the sector, resulting in difficulties for data collection, as well as difficulties identifying and hiring of research team. Furthermore, as identified in the interviews, it is difficult to assign leadership of the survey to a government ministry as the two relevant ministries to the sector are undergoing changes, meaning an unclear entry point for the study. For more details on timeliness of activity delivery please see the above section 'Overall Review of Implementation by Outcome'.

In **Cambodia** foreign exchange fluctuations have posed an issue in terms of mobilizing funds for the piloting of competency standards and related materials for light manufacturing and food processing, that will be developed with at least one training institution and one or two enterprises. According to the Bangkok ILO team interviewed, these foreign exchange fluctuations have lead to a substantial decrease in the STED budget and has lead to downsizing of activities, particularly in Cambodia. A concept note has been developed to mobilize additional funds from donors for the remainder of the Cambodia project as a counter-measure to this (additional funds have already been mobilised from Japan for Myanmar). Aside from this, no other delays in the delivery of project funds were identified by the evaluation.

Effectiveness of Management Arrangements

Some of the ILO team interviewed in Bangkok observed that placing a Skills Specialist in a centralised position in Geneva to take on the responsibilities of providing technical support to the programmes and overseeing Components 2 and 3 of the project results in reduced pressure on the country teams to perform these responsibilities. This way these teams can focus on high quality delivery of outputs and activities at the country level and the full involvement of tripartite stakeholders in these activities.

Interview respondents stated that there was a clear understanding of the roles and responsibilities by all staff and project stakeholders, which was also assisted by the detailed ToRs of each project's steering committee.

It should be noted that the **ILO Yangon** operation reports to Geneva for political and historical reasons. Interviewees identified some complexities and frustration regarding reporting to there, Bangkok, with the and Cambodia, both for technical and financial. These complex management arrangements required an extended amount of time and energy to manage from the Myanmar office.

Respondents in both countries confirmed that inclusive consultations and workshops held with tripartite stakeholders from the beginning of the project until present have ensured that all stakeholders have been able to develop a good grasp of the STED strategy and methodology. In **Cambodia**, the STED Introduction Meeting on June 18th lay the foundation of this knowledge. The meeting introduced the project, its processes, analytical stages and next steps to government, embassy, private sector and union representatives. In **Myanmar**, a series of initial consultations with key stakeholders facilitated by the NSSA and MoLIP served to provide information on the STED methodology and strategy, allowing stakeholders' knowledge to deepen as the selection criteria development and sector selections moved forward. This was further strengthened by MoHT. From these initial points, the following consultations and workshops discussed at length in this desk review served to deepen stakeholders' knowledge on the strategy and methodology of the programme through participatory learning. In interviews stakeholders noted that although the project concept and methodology was initially difficult to grasp, it became clearer as time went on.

Partners have been key in providing support to the project in both countries. In **Cambodia**, MoLVT initiated the Prakas that formed the project's PAC, leveraging political resources in the interest of the project. ILO staff interviewed noted that there was a willingness from the stakeholders to proceed even though the Prakas had not been totally finalised. Furthermore, the CtD, NIS, NEA and DGTVET collaboratively undertook the enterprise and skills surveys lead by the NEA, making use of the relative strengths and resources of each partner, with technical support from ILO. In interviews these stakeholders noted that cooperation was successful, with all four collaborating throughout the survey process and in consolidation of the reports. In **Myanmar**, the MoLIP and NSSA facilitated introductions to and buy-in from other relevant government stakeholders, and interviews have shown that there is enthusiastic support and involvement from all relevant government ministries in the project. Interviews identified that for these government ministries the 'first 100 days' outcomes are important for to show that they are active, so there are high expectations for their activities in May/June, which will impact their involvement in the project positively.

The establishment of tripartite steering committees in each country has significantly facilitated partner collaboration and contributes to the success of the project by ensuring the projects are well suited to and integrated into the local context.

Outside key tripartite stakeholders, the project is also collaborating with organizations in each country who are working in skills development and STED related fields in order to facilitate cross-programme collaboration and coherent sectoral strategies. Respondents noted that the project has been coordinating and communicating with other programs in **Cambodia** through inter-agency groups such as the TVET Core Working Group convened by DGTVET⁴ and an informal technical group led by the Swiss Embassy. In **Myanmar** the project team communicates with other similar programs, and timely discussions with the MoHT and LuxDev on their human resource development in tourism project has lead to the STED assessment and work plan for tourism being adopted into this project. This is a very efficient means of cooperation between STED and partners both directly involved and not involved in the project for the most effective outcome.

Project staff have effectively monitored project performance and results in both countries, using the results chain up to the current month as well as filling out planned dates for achieving indicators/outcomes in the future. The **Myanmar** results chain has planned outcome achievement dates set out until July 2016, although it may be difficult for the team to plan further into the future given the project's activities are currently in the process of being extended. The details in the measurement plan sections for each country are generally well filled out, although the time periods in the Myanmar document are missing, and these are certainly crucial for seeing the big picture of project monitoring. The indicator tracking sheet has been filled out for both countries up to the current date, but have been utilised more thoroughly and with more detail in **Cambodia**, where dates are added for each indicator. Progress can be verified through the 'date completed' and 'documents' areas in the measurement plan section, and the 'source/key documents' area in the indicator tracker. The latter is particularly useful for verifying progress, performance and achievement according to each individual indicator value.

Sustainability

It is possible for the project's exit strategy to pass on the maintenance and implementation of recommendations to national stakeholders, utilising existing structures such as DGTVET, MoLVT and NEA in Cambodia and the NSSA, MoHT and MoLIP in Myanmar to adopt the project mandate. In **Cambodia**, once the STED project has ended, it maybe possible for the PAC to be transferred to either the NEP committee,

⁴ The Directorate General for Technical Vocational and Educational Training.

the TVET policy committee or similar, once one of these is fully established. This will ensure the committee can carry on its work into the future under the ownership of a national institution. Greater engagement of line ministries relevant to the implementation phase in Cambodia including the Ministry of Agriculture and Ministry of Industry, Mining and Energy will be crucial to ensuring the sustainability of implementation activities. This strategy is made effective by the inclusion of these bodies in the entire STED process overseen by the ILO, where their capacities and abilities have been built to take over these activities. Furthermore, these stakeholders will be more motivated to take ownership and responsibility for the activities and recommendations that they had a central role in forming throughout the project. This exit strategy is realistic by making some on-going technical assistance from ILO available in the future. This potential on-going technical assistance would be key, as many interventions equip stakeholders with tools and training, but without on-going support to facilitate a smooth transition from project to national ownership many initiatives are abandoned.

In terms of sustainability and implementation: the role of Ministry of Commerce and the private sector is not clear as the project was still in early stages.

In this way, implementing partners will have the ability, support and motivation to continue the intervention in the future.

The replication of tools and procedures developed by the project is made more likely by equipping national and sectoral stakeholders with practical experience in implementing the STED process. The NEA acknowledged the quality of the tools and confirmed that it is considering applying the STED methodology to their existing skills gap surveys and perhaps conducting a similar survey in other priority sectors in the future.

Respondents noted that direct learning and technical capacity building has taken place in **Cambodia** through the execution of the enterprise and skills gaps surveys for each sector. The surveys were lead by the NEA with significant involvement of the NIS and DGVET, with the NIS contributing access to national data sets and actively participating as a member of the research team in the survey design and data analysis process. All three stakeholders were involved in the analysis and drafting of the survey reports. Similarly in **Myanmar**, respondents noted that the consultative workshop to present the findings of the tourist guide survey in Myanmar provided a valuable opportunity for stakeholders to network and discuss a comprehensive strategy for skills development in the sector. These kind of relationships facilitated by the STED project have the potential to create lasting connections between these key stakeholders that significantly contribute to the enabling environment.

The implementation phase of the projects will hopefully leave lasting impacts in each of the project countries. In Cambodia, the planned implementation activities include designing curricula based on STED analysis in the sectors, training TVET teachers and piloting the programs in training institutions. If these pilot programs are successful, these training programs could leave a lasting legacy on TVET in Cambodia. Similarly, in Myanmar the action plan for the tourism sector to update and develop the occupational classification for tourist guides to align with industry needs and develop curricula and tools for training of trainers could have a significant impact on the tourism guide sector if they are fully implemented.

Future possible impacts of STED implementation and outcomes in both countries include stronger capacity and ability of national stakeholders to anticipate the needs of the labour market and skills development in priority sectors, greater cooperation and relationships between tripartite stakeholders in skills development high quality and suitable training programmes/apprenticeships, improved supply of high quality skills in the workforce, improved capabilities of businesses met by these high quality skills, increased labour productivity and national economic competitiveness (particularly in relation to other ASEAN countries), greater economic innovation, greater employment in decent and productive jobs and movement towards higher-value added economy.

Conclusions and Recommendations

Conclusions

The STED project is a unique and well thought out approach to addressing skills gaps, better jobs, human development, economic diversification and trade competitiveness. The project is well aligned with the current policies and priorities of the governments of Cambodia and Myanmar, although in Myanmar, the new government presents the greatest risk for the project, particularly due to restructuring of ministries and their activities. The ILO will need to maintain its close contact with the government regarding the development of TVET to stay up to date on any important changes and adapt the program to these changes.

In **Cambodia** there should be greater engagement of line ministries relevant to the implementation phase including the Ministry of Agriculture, Fisheries and Forestry Ministry Industry and Handicraft, Ministry of Mines and Energy to ensure the relevance, quality and sustainability of implementation activities. Furthermore, engagement with the Ministry of Women's Affairs and MOEYS in the pilot training programs could be beneficial to increase the quality and diversity of the training programs they conduct across Cambodia.

STED complements existing similar skills programs in both countries well, and has cooperated efficiently with these other programs to ensure coherent sector strategies and sustainability of skills development recommendations. Continuing this close relationship with development partners working in the skills sector will be key in maintaining these positive benefits through the implementation phases of the project in both countries.

At the point of this evaluation, the project interacts to a large extent with Government entities. It is important the private sector is engaged at a higher level at early stages in the respective steering committees and implementation of activities, and that they see the value of STED to them as the project progresses.

In Myanmar the involvement of the MoLIP and the NSSA was identified as being highly significant in generating buy-in and participation from other government ministries and stakeholders. However, respondents identified the MTGA's internal organizational structure as weak, creating an inability for them to participate fully in the project. Capacity building of this body would be extremely helpful in ensuring they can take part in the implementation for the most effective impact.

Human resource arrangements have been efficient in terms of oversight from the DWT in Bangkok, however, finalizing documentation for placing human resources in each country could have been prioritized earlier in the start up of the project. There would be a benefit in capacity training for the Myanmar national staff, who is new to ILO, in STED project management.

Foreign currency devaluations of donor funds have detrimentally impacted both programs, although particularly Cambodia, causing the STED project teams and particularly the CTA to re-plan and down-scale activities as well look for other options to mobilise additional funding for the Cambodia implementation phase. It is crucial that this phase is carried out in Cambodia to ensure full benefits of the STED cycle.

The complex management and reporting arrangements for ILO Yangon regarding the STED project have caused some frustration and could be streamlined to take pressure of the project staff.

The STED project design was originally complicated for many stakeholders, but clear and well understood after the initial learning period. A 'study abroad' trip for stakeholders to observe similar skills programs and their best practices would be a positive method of deepening and engaging understanding of STED and wider skills development.

An equal gender balance was identified by interviewees in activities such as consultations and meetings, with females providing constructive input throughout. Interviewees also stated that females would receive the most benefits during the implementation of skills development, as it was estimated that more women would be employed in the chosen sectors.

The project's exit strategy to hand over ownership of the recommendation implementation in each country with national stakeholders is realistic, given their involvement in the project and their extensive learning of the STED process. However, there will need to be increased engagement with the private sector in Cambodia to ensure they are able and willing to implement STED recommendations in the long-term.

Recommendations

Recommendation	Importance	Time Frame	Resources	Action From
1. Continue close cooperation and collaboration with development partners in both countries including Asian Development Bank in Cambodia and GIZ, ADB, LuxDev in Myanmar.	High	Duration of the project.	Time and technical.	ILO Country Offices in Cambodia and Liaison Office in Myanmar.
2. Greater engagement of line ministries relevant to Cambodia's implementation phase including the Ministry of Commerce and Ministry of Industry, Mining and Energy, as well the Ministry of Women's Affairs and MoEYS in the training piloting activities to improve the quality and diversity of their training programs.	High	Duration of project implementation phase.	Time and technical.	ILO Country Office Cambodia.
3. Continue close communication with the Myanmar government on TVET reform, particularly with the Ministry of Education.	High	Duration of the project.	Time.	ILO Country Office in Myanmar.
4. Facilitate greater involvement of the private sector and unions in each country's respective steering committees, activities and implementation.	High.	6 months.	Technical.	ILO Country Offices in Cambodia and Myanmar.
5. Strengthen the internal structure and vision of the Myanmar Tourist Guides Association through technical assistance and capacity building so they are able to fully participate in STED recommendation implementation.	Medium.	6 months.	Technical.	ILO Country Offices in Cambodia and Liaison Office in Myanmar.
6. Capacity building for national staff in Myanmar in STED management skills.	High.	6 months.	Technical & management.	ILO Liaison Office in Myanmar and Project Management.
7. If there are not sufficient funds to carry out the planned implementation phase in Cambodia, either: a. add an additional phase with mobilised funding to ensure conclusion of the pilot program. b. raise more funds and implement within the existing project timescale.	High.	3-6 months.	Additional financial budget to carry out implementation activities.	Project Management and ILO Regional Office (Bangkok).
8. Consider streamlining and/or simplifying the reporting and management arrangements for STED in Myanmar.	Medium	6 months.	Technical.	ILO Regional Office (Bangkok), ILO HQ Administration and Project Management.

Recommendation	Importance	Time Frame	Resources	Action From
9. Arrange a 'study tour' abroad for key stakeholders in each country to observe the implementation of similar programs and their good practices.	Medium.	12 months.	Financial.	ILO Country Offices in Cambodia and Liaison Office in Myanmar.
10. Directly engage the Cambodian Federation of Employers and Business Associations in the Cambodia STED implementation phase.	High.	6 months.	Technical.	ILO Country Office Cambodia.

Lessons Learnt, Emerging Good Practices and Models of Intervention

Lessons Learned

1. Backstopping teams in Geneva and relevant regional office should ensure sufficient time to process documentation for and arrange suitable project staff at the beginning of the project to avoid delays in activities.
Context and challenges: STED project starts in both Cambodia and Myanmar were delayed by approximately 6 months due to the process of finalizing the human resources arrangements.
Potential relevance: All ILO projects.
2. Backstopping teams in Geneva and relevant regional offices should take into account and address the foreign exchange environment and fluctuations with donors in regards to depositing of project funds to avoid depreciation in project budget. Projects need to have a budget line for adequate provision for costs increase.
Context and challenges: STED budgets for Myanmar and Cambodia country programs experienced significant depreciations due to the foreign exchange environment in the donor deposit currency.
Project goals and beneficiaries: Contributes to better outcomes for beneficiaries of the implementation stage of the project, as without these lost funds this stage of the project may be delayed or possibly not carried out.
Potential relevance: All ILO projects.
3. Future STED project designs should involve more consultation with the country offices prior to implementation, enactment of both sector surveys and consultation at the same time rather than consecutively to maximise resources and time.
Context and challenges: STED Cambodia country project combined the two sector selection surveys and presentations, which saved a great deal of resources and time. It was not possible to do the same in Myanmar, and the second sector survey has been more delayed.
Potential relevance: Other STED projects.
4. Coordination and collaboration with development partners aligns project activities with broader development strategies, creates coherent sector approaches and ensures sustainability of impacts.
Context: Coordination with partners including ADB in Cambodia and LuxDev, GIZ, ADB in Myanmar has created greater sectoral synergies, facilitated STED's alignment with broader development priorities and has lead to uptake of STED recommendations in **Myanmar** by external partners to increase the possibility of sustainability of impact.
Project goals and beneficiaries: Contributes to skills strategies that are nationally relevant and are more likely to impact beneficiaries in the long-term through sustainable impact.
Potential relevance: All ILO projects.
5. STED project staff should facilitate greater involvement, at an earlier stage, of private sector and union stakeholders in project steering committees and implementation activities to strengthen the quality of tripartite input, ensure skills development strategies address their interests and to create greater ownership and sustainability of the project by national stakeholders.
Context and challenges: Relative to government stakeholders, there were less private sector and union representatives involved in the steering committees of both country programs, although their involvement is key to the success of the project.
Project goals and beneficiaries: Contributes to the development of skills strategies that are more effective and relevant to the interests of tripartite stakeholders and have a greater chance of being relevant to beneficiaries in terms of implementing these skills strategies. Also strengthens the capacities of the stakeholders in the STED process and creates greater ownership with more diverse stakeholders for greater involvement in implementation of the developed skills strategies.
Potential relevance: Other STED projects.

Emerging Good Practices

6. Designing projects to include key tripartite stakeholders in the project steering committee and project activities (where possible) increases the likelihood that the project is meeting the needs of these partners, builds partner capacity and facilitates ownership of the project, which in turn leads to sustainability of the intervention's impact.
Context: The project steering committees in both Cambodia and Myanmar involved key partners in the management of the project, and tripartite stakeholders were also involved in project activities and decision making. This lead to direct capacity building of national partners, and has created ownership and responsibility of the project, which will allow for adoption of project recommendation activities after the end of STED.

This potential good practice could be applied in different programs and contexts where an ILO project has a steering committee that stakeholders can be involved in. Ideally partners can be involved in project activities and decision making also, although this is more dependent on the particularities of the project.

Annex 1: Lessons Learned

ILO Lesson Learned	
Project Title: Scaling-up STED: Skills for Trade and Economic Diversification	Project TC/SYMBOL: RAS/14/65/SID
Name of Evaluator: Trevor Sworn	Date: May 2016
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)	Backstopping teams in Geneva and relevant regional office should ensure sufficient time to process documentation for and arrange suitable project staff at the beginning of the project to avoid delays in activities.
Context and any related preconditions	STED project starts in both Cambodia and Myanmar were delayed due to the process of finalizing the human resources arrangements.
Targeted users / Beneficiaries	ILO HQ Administration and ILO Regional Offices.
Challenges /negative lessons - Causal factors	Issues processing documents and finalising human resource placements led to delays in project activities.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	Design and implementation.

ILO Lesson Learned

Project Title: Scaling-up STED: Skills for Trade and Economic Diversification

Project TC/SYMBOL: RAS/14/65/SID

Name of Evaluator: Trevor Sworn

Date: May 2016

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)	Backstopping teams in Geneva and relevant regional offices should take into account and address the foreign exchange environment and fluctuations with donors in regards to depositing of project funds to avoid depreciation in project budget.
Context and any related preconditions	STED budgets for Myanmar and Cambodia country programs experienced significant depreciations due to the foreign exchange environment in the donor deposit currency.
Targeted users / Beneficiaries	ILO HQ Administration and ILO Regional Office.
Challenges /negative lessons - Causal factors	Donor provided funds in Kroner while the STED budgets were in USD. Depreciation resulted in significant funding shortage and scaling back of activities.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	Design and resources.

ILO Lesson Learned

Project Title: Scaling-up STED: Skills for Trade and Economic Diversification

Project TC/SYMBOL: RAS/14/65/SID

Name of Evaluator: Trevor Sworn

Date: May 2016

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)	Future STED project designs should involve implementation of sector selection, surveys at the the same times as consultation workshops, to save resources and time.
Context and any related preconditions	STED Cambodia country project combined the two sector selection surveys and presentations, which saved a great deal of resources and time. It was not possible to do the same in Myanmar, and the second sector survey has been more delayed.
Targeted users / Beneficiaries	ILO HQ Technical Unit.
Challenges /negative lessons - Causal factors	N/A
Success / Positive Issues - Causal factors	Combining the execution of the survey and enterprise surveys for both sectors instead of conducting them separately alongside conducting the first consultation workshop for the surveys in one two-day meeting streamlined activities, saved time and resources and advanced project progress.
ILO Administrative Issues (staff, resources, design, implementation)	Design and implementation.

ILO Lesson Learned

Project Title: Scaling-up STED: Skills for Trade and Economic Diversification

Project TC/SYMBOL: RAS/14/65/SID

Name of Evaluator: Trevor Sworn

Date: May 2016

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)	Coordination and collaboration with development partners aligns project activities with broader development strategies, creates coherent sector approaches and ensures sustainability of impacts.
Context and any related preconditions	Coordination with partners including ADB in Cambodia and LuxDev in Myanmar has created greater sectoral synergies, facilitated STED's alignment with broader development priorities and has lead to uptake of STED recommendations in Myanmar by external partners to ensure sustainability of impact.
Targeted users / Beneficiaries	ILO HQ Technical Unit.
Challenges /negative lessons - Causal factors	N/A
Success / Positive Issues - Causal factors	Contributes to skills strategies that are nationally relevant and are more likely to impact beneficiaries in the long-term through sustainable impact.
ILO Administrative Issues (staff, resources, design, implementation)	Design and implementation.

ILO Lesson Learned

Project Title: Scaling-up STED: Skills for Trade and Economic Diversification

Project TC/SYMBOL: RAS/14/65/SID

Name of Evaluator: Trevor Sworn

Date: May 2016

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 project staff should facilitate greater involvement of private sector and union stakeholders in project steering committees and implementation activities, to strengthen the quality of tripartite input, ensure skills development strategies address their interests and to create greater ownership and sustainability of the project by national stakeholders.
Context and any related preconditions	In comparison to government stakeholders, there were less private sector and union representatives involved in the steering committees of both country programs, although their involvement is key to the success of the project.
Targeted users / Beneficiaries	ILO Country Offices and Tripartite Constituents.
Challenges /negative lessons - Causal factors	Participation of the private sector and unions contributes to the development of skills strategies that are more effective and relevant to the interests of tripartite stakeholders and have a greater chance of being relevant to beneficiaries in terms of implementing these skills strategies. Also strengthens the capacities of a wider range of stakeholders in the STED process and creates wider ownership for involvement in implementation of the developed skills strategies.
Success / Positive Issues - Causal factors	NA
ILO Administrative Issues (staff, resources, design, implementation)	Design and implementation

Annex 2: Emerging Good Practice

ILO Emerging Good Practice	
Project Title: Scaling-up STED: Skills for Trade and Economic Diversification	Project TC/SYMBOL: RAS/14/65/SID
Name of Evaluator: Trevor Sworn	Date: May 2016
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.	
GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Designing projects to include key tripartite stakeholders in the project steering committee and project activities (where possible) increases the likelihood that the project is meeting the needs of these partners and the local context, builds partner capacity and facilitates ownership of the project, which in turn leads to sustainability of the intervention's impact.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	STED project steering committees in both Cambodia and Myanmar involved key partners in the management of the project, and tripartite stakeholders were also involved in project activities and decision making. This led to direct capacity building of national partners and has ensured the project is coordinated with the needs of partners and the local context. Furthermore, this has created ownership and responsibility of the project, which will allow for adoption of project recommendation activities after the end of STED.
Establish a clear cause-effect relationship	Involvement of a wide range of stakeholders in projects, whether it is through involvement in management or activities, invests in the competency of national stakeholders for more sustainable impacts, aligns the project with local needs and creates ownership of the project and accountability by national partners, leading to greater prospects of the impacts of the project being maintained in the future.
Indicate measurable impact and targeted beneficiaries	Beneficiaries include the stakeholders who are involved in the project, whose abilities and knowledge are built through participation, as well as direct beneficiaries of the project, who may be able to receive more long-term benefits from the project through the ongoing maintenance of project impacts by stakeholders and who also benefit from the project being properly integrated into the local context.
Potential for replication and by whom	This potential good practice could be applied in a variety of programs and contexts where an ILO project has a steering committee that stakeholders can be involved in. Ideally partners can also be involved in project activities and decision making, although this is more dependent on the particularities of the project.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This best practice is linked to the ILO's Programme and Budget for the Biennium 2016-17 cross cutting issue of social dialogue, which involves capacity-building for social partners to support their engagement in key programme areas. It is also aligned with Outcome 4: Promoting sustainable enterprises and Outcome 10: Strong and representative employers' and workers' organizations.
Other documents or relevant comments	

Annex 3: List of Interviewees

Geneva
<p>ILO EMPLOYMENT/SKILLS:</p> <ul style="list-style-type: none"> Mr. Jean-Francois Klein: Senior Administrator, Department Management & Coordination Unit. Mr. Cornelius Gregg: Skill Specialist.
Cambodia
<p>ILO STED:</p> <ul style="list-style-type: none"> Ms. Ma. Concepcion Sardaña: Chief Technical Advisor. Mr. Rim Khleang: National Project Officer. <p>Crossroad to Development (CtD):</p> <p>7. Mr. Norberto Estepa: Manager.</p> <p>National Institute of Statistic (NIS) of Ministry of Planning:</p> <ul style="list-style-type: none"> Mr. Khin Sovorlak: Deputy Director General <p>National Employment Agency (NEA):</p> <ul style="list-style-type: none"> H.E. Hong Choeun: Director General. Mr Khun Sambath: NEA, Researcher. Mr Dy Kuchsa: NEA, Researcher. <p>Directorate General of Technical And Vocational Education And Training (DGTVET):</p> <ul style="list-style-type: none"> H.E. Laov Him: Director General. <p>ILO-Cambodia:</p> <ul style="list-style-type: none"> Mr. Tun Sophorn: National Coordinator. <p>Cambodian Federation of Employers & Business Associations (CAMFEBA):</p> <ul style="list-style-type: none"> Mr. Tep Sophorn: Manager. <p>Cambodia Chamber of Commerce (CCC):</p> <ul style="list-style-type: none"> Ms. Sok Soputhea: Admin Manager. <p>Trade Unions:</p> <ul style="list-style-type: none"> Mr. Nak Heng: National Union Alliance Chamber of Cambodia (NACC). Mr. Phoung Montry: Cambodia Confederation of Trade Unions (CCTU). Mr Pov Theara: Cambodian Labour Confederation (CLC). <p>Ministry of Commerce (MoC)</p> <p>8. Mr. Mr. Ho Sivyong: Director</p> <p>Ministry of Education Youth & Sports (MoYES):</p> <p>9. Mr. Nuon Vansoeun: Deputy Director.</p> <p>Asian Development Bank (ADB):</p> <ul style="list-style-type: none"> Mr. Mar Sophea: Senior Social Sector Officer.
Bangkok
<p>ILO DWT:</p> <p>10. Mr. Maurizio Bussi: DWT Director.</p> <p>11. Ms. Carmela Torres: Senior Specialist on Skills and Employability.</p>
Myanmar
<p>ILO Yangon</p> <ul style="list-style-type: none"> Ms Piyamal Pichaiwongse: OIC Liaison Officer. Ms. Lourdes Kathleen Santos-Macasil: Deputy Liaison Officer. <p>STED team</p> <ul style="list-style-type: none"> Ms. Qingrui Huang: Technical Officer. Ms. Sandar Win: National Project Coordinator. Ms. Tith Tith Su Mon: Admin. <p>LuxDev:</p> <p>12. Paul Penfold: International Operations Advisor.</p> <p>13. Paul Rogers: Consultant.</p> <p>GIZ:</p> <p>14. Ms. Naing Ye Mar: Senior Advisor.</p> <p>15. Dr. Jeanette Burmester: Head of Program.</p> <p>Empower Consultants:</p> <p>16. Dr. Naing: Director.</p> <p>MoLIP:</p> <p>17. Mr Kyaw Kyaw Lwin: Director.</p> <p>18. Mr. Khin Mar Aye. Deputy Director.</p>

Ministry of Hotels & Tourism - MoHT: 19. Mr Tint Thwin: Director General. 20. Mr. U Htay Win: Deputy Director General. 21. Ms U Ohin Myint: Director. 22. Ms Daw Khin Than Win: Deputy Director General.
Myanmar Tourist Guide Association - MGTA: 23. Dr. Nyein Nyein: Chair.
National Skill Standard Authority - NSSA: 24. Ms. Khin Mar Aye: Head of Technical Office. 25. Mr Kyaw Win: Consultant.
Trade Unions: Agriculture & Farmer Federation of Myanmar – AFFM: 26. Mr. Kyi Oo: Assistant General Secretary.

Annex 4: Bibliography

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34. Employment and Skill Development Law, August 2013 (Government of Myanmar).
35. Framework for Economic and Social Reforms, December 2012 (Government of Myanmar).
36. ILO Flagship Programme on Jobs for Peace and Resilience (ILO).
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40. Meeting Notes: STED Introduction Meeting 18th June 2015, Cambodia (ILO).
41. Meeting Report and Proposed Action Plan: National Consultation Meeting on the Implementation of Skill Development for Tourist Guides, February 2016, Myanmar (Steve Noakes - ILO & NSSA).
42. MGS-STED Cambodia (M&E), updated April 16th 2016 (ILO).
43. MGS-STED Myanmar (M&E), updated April 16th 2016 (ILO).
44. Minutes of Consultative Workshop on Priority Export Sector Selection for STED Project, August 2015, Myanmar (ILO).
45. Myanmar Country Programme View (ILO).
46. National Development Strategy 2014-2018, July 2014 (Government of Cambodia).
47. National Employment Policy 2015-2025, September 2015 (National Employment Agency, Government of Cambodia).
48. PRAKAS on Establishing a Project Advisory Committee for the Implementation of the ILO Project on Skills for Trade and Economic Diversification, September & December 2015 (Ministry of Labour and Vocational Training, Government of Cambodia).
49. Programme and Budget for the Biennium 2016-17 (ILO).
50. Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase III, September 2013 (Government of Cambodia).
51. Report on 1st Project Advisory Committee Meeting on Sub-Sector Selection of Food Processing and Light Manufacturing Sectors, December 2015, Cambodia (ILO).
52. Report on Consultation Workshop on Priority Export Sectors, August 2015, Cambodia (ILO).
53. Report on Findings of Sector Needs Survey on Myanmar Tourist Guides, December 2015 (Steve Noakes - ILO).
54. Report on Tripartite Meeting on Sector Selection for ILO-STED Project, September 2015, Cambodia (ILO).
55. Reports on Consultation Workshop - The Initial Findings of the STED Assessment of the Light Manufacturing and Food Processing Sectors, March 2016, Cambodia (ILO & NEA).
56. STED First Technical Progress Report, April 2015 (ILO).
57. STED PRODOC, March 2014 (SIDA and ILO).
58. STED Scoping Report - Cambodia, April 2015 (ILO and SIDA).
59. STED Scoping Report - Myanmar, April 2015 (ILO and SIDA).
60. STED Second Technical Progress Report, April 2016 (ILO).
61. Terms of Reference of Project Steering Committee, Myanmar (ILO).
62. TVET Strategic Plan: 2014-2018 (Ministry of Labour and Vocational Training, Government of Cambodia).
63. United Nations Development Assistance Framework 2016-2018, April 2015 (UN and Government of Cambodia).

Annex 5: Questionnaire

ILO STED QUESTIONNAIRE TEMPLATE

Name:						
Country:						
Organization/Position:						
Date of interview:						
What has been your role in and contribution to the STED project?						
Were you involved in PAC / PSC activity?						
1. Relevance and strategic fit	Very high	High	Medium	Low	N/A or no answer	Notes
a. To what extent has the project supported the existing policy frameworks and priorities for economic development in Cambodia and Myanmar? (laws, policies etc.)						Especially gov
a i. To what extent has the project supported the needs and priorities of ILO partners in Cambodia and Myanmar?						
How could this be improved?						
b. How has the project supported the realization of the Decent Work Country Programme (DCWP) outcomes and the needs and priorities of the UN and ILO nationally and globally.						ILO OR UN STAFF ONLY
c. How well was the project aligned with and has it complemented other skills development initiatives in Cambodia and Myanmar?						
How could this be improved?						
2. Validity of design						
a. To what extent was the project design adequate and effective for strengthening capacities in identifying and addressing skills gaps in the selected sectors?						
How could this be improved?						
b. To what extent was the capacity of various project's partners taken into account in the project's strategy and means of action?						
How could this be improved?						
c. Did the project design adequately plan for an effective participation of tripartite stakeholders in the management of the project?						
If not, how could this be improved?						
d. To what extent were risks and assumptions identified and managed? To what extent have they affected the Project?						Specifically for ILO staff
Please explain						
e. Were the planned monitoring and evaluation arrangements adequate?						ILO STAFF ONLY
i. Were the targeted indicator values realistic and can they be tracked?						
How could this be improved?						
f. To what extent do you feel like the project design is replicable in other sectors?						
Please explain						
3. Progress and effectiveness						
b i. How do you perceive the quality and quantity of the outputs produced by the project so far?						Distinguish between qualitative and quantitative in rating
Specific references						
b ii. To what extent do the benefits of the project apply equally to men and women?						**HIGH PRIORITY**
Specifics						
d. What were the arrangements made by ILO that most supported the realization of the programme's goals and were there any constraining factors?						**HIGH PRIORITY**
e. Are there any unintended results of the project?						More applicable to ILO staff **HIGH PRIORITY**

4. Efficiency of resource use						
a. To what extent has the Project used the ILO managed programme resources efficiently (funds, human resources, etc.)? Could things have been done differently or more efficiently?						
b. To what extent have project activities been delivered by ILO in a timely manner?						
c. What are the factors that have hindered timely delivery of project funds and the counter-measures that were put in place?						Specifically or ILO staff **HIGH PRIORITY**
5. Management arrangements and M&E						
a. To what extent did management capacities and arrangements facilitate good results and efficient delivery? Please explain						
Was there a clear understanding of the roles and responsibilities by all parties involved?						ILO staff only **HIGH PRIORITY**
b. Did the Project receive adequate political, technical and administrative support from its partners? Did implementing partners provide for effective Project implementation? How do the project stakeholders contribute to the success of the project?						
b i. To what extent did project stakeholders have a good grasp of the project strategy?						
b ii. To what extent cooperation with project stakeholders been efficient? If not, why and how could this be remedied?						
c i. To what extent were the project's RBM and M&E monitoring and evaluation framework appropriate and useful, including targets and indicators, in assessing the Project's progress?						ILO STAFF ONLY
c ii. To what extent have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?						ILO STAFF ONLY
6. Sustainability and impact						
a. What are the possible impacts of the Project?						
b. To what extent is the exit strategy effective and realistic?						
How could this be improved?						
b i. To what extent are implementing partners able, willing and committed to continue with similar interventions? Please explain						
b ii. To what extent is the Project contributing to the strengthening of the enabling environment (laws, policies, technical capacities, local knowledge, people's attitudes, etc.)? Please explain						
c. How likely is it that the procedures and tools developed by the project will be replicated in future? Is there anything else you would like to add?						

Annex 6: Terms of Reference

Please see separate attachment.

Annex 7: Inception Report

Please see separate attachment.