



ILO EVALUATION

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MIDTERM INDEPENDENT EVALUATION OF THE PROJECT

**"Human Resources Development in Albania" ALB/11/01/EEC
(European Union IPA 2010 Project on Human Resources Development in
Albania)**

FINAL EVALUATION REPORT

October 2013

Evaluator: Donata Maccelli

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List of acronyms

ALMP	Active Labour Market Programmes
AQF	Albanian Qualification Framework
AP	Action Plan
CEDEFOP	European Centre for the Development of Vocational Training
DG	Direction General
DWT/CO	Decent Work Team/Country Office
ETF	European Training Foundation
EC	European Commission
ECVET	European Credit Transfer System for Vocational Education and Training
EU	European Union
EO	Employers' Organisations
HRD	Human Resource Development
ILO	International Labour Organisation
IPA	Instrument for Pre-Accession Assistance
INSTAT	Institute of Statistics of Albania
IT	Information Technology
LM	Labour Market
LMI	Labour Market Information and Intelligence
LI	Labour Inspectorate
LLL	Lifelong Learning
MoES	Ministry of Education and Science / Ministry of Education and Sport
MoLSAEO	Ministry of Labour, Social Affairs and Equal Opportunities
MOSWY	Ministry of Social Welfare and Youth
NAVETQ	National Agency for Vocational Education and Training and Qualifications
NES	National Employment Service
NQF	National Qualification Framework
NSDI	National Strategy for Development and Integration 2007-2013

OSH	Occupational Safety and Health
PES	Public Employment Service
PSC	Project Steering Committee
SLI	State Labour Inspectorate
TA	Technical Assistance
TL	Team Leader
ToR	Terms of Reference
ToT	Training of Trainers
TU	Trade Unions
VET	Vocational Education and Training

1. Executive Summary

The overall development objective of Human Resources Development in Albania project is to have improved labour market functioning and the quality of human capital in Albania. The project purpose is to improve the capacity of labour market institutions, mainly the State labour Inspectorate (SLI) and the National Employment Service (NES), and promote employment by enhancing the employability of Albanian workforce.

The action has been implemented over the period from 2012 to 2013 (administrative and other issues have slowed down the starting date of the project). A no-cost extension of 6 months was requested to the Contract Authority with the submission of the second progress report (April 2013). A one-year extension was approved at the end of August 2013 by the EU Delegation upon submission of relevant annexes.

METHODOLOGY

The evaluation concentrates on the aspects of relevance, effectiveness, efficiency and sustainability. Impact considerations will be limited, as the project actual implementation period was only one year and three months when the evaluation was carried out and many activities were undergoing.

Horizontal (cross-cutting) issues of special interest, such as gender, have been taken into consideration in evaluating effectiveness.

The evaluation exercise has been carried out respecting the ILO guidelines, recommending a high level of stakeholders' participation.

PURPOSE, SCOPE AND CLIENTS

Purpose: The purpose of the evaluation is:

- To assess the coherence and relevance of the project's general and specific objectives regarding the situation of the Albanian labour conditions, employment services and education and training systems;
- To assess the implemented activities and respective results achieved and their efficiency and effectiveness with regard to indicators of achievements defined for each Component of the project;
- To identify main success aspects of the project and the problems encountered during its implementation, as well as the means undertaken by the contracted agency to overcome these problems;
- To identify lessons learned and develop recommendations for similar interventions in the future.

Scope: The evaluation covers the whole period and the entire scope of the implementation of the project. Initially it was planned to be a final evaluation, however, the evaluation type was revised to mid-term upon receipt of the decision from the donor on the extension of the project through August 2014.

Clients: The evaluation serves the following - external and internal – clients' groups:

- ILO tripartite constituents, including direct beneficiaries of the project action
- Other national counterparts
- The Donor
- ILO DWT/CO-Budapest and Headquarters
- Project staff

MAIN FINDINGS

Relevance: The ILO-EU IPA project was very relevant and aligned with the national development strategies and with the donors' community intervention policies/programmes in Albania; specifically, it was well linked to the key strategic frameworks which constituted the background of the project activities. The project design saw a large and active participation of all national stakeholders. Finally, the project – in spite of time and procedural constraints – has been able to rapidly address the changes requested by continuous policy developments in the country. It is to be expected that it will continue to be relevant for the labour sector in Albania and that it will further contribute to the country's integration into the European Union.

Effectiveness: The project effectiveness – in spite of considerable challenges faced during the implementation and repeated modifications to its structure – has been satisfactory. Although most of the activities have been carried out in a limited time frame, they have substantially contributed to the achievement of the project objectives and have marked a considerable progress in the target areas of intervention. It is expected that a significant boost will be given to the project in the following months, through an enhanced cooperation with the government authorities and a renovated spirit of collaboration among the key stakeholders – ILO, EUD, MoSWY and MoES in first instance.

Efficiency: As to management efficiency, the project team has been able to manage the complex workload in a satisfactory manner. Financial efficiency has been a critical point, with low utilization of available financial resources compared to time elapsed.

Sustainability and Impact: Several aspects of the project's outcomes have had a satisfactory impact and are most likely sustainable, such as the adoption of key regulations, the introduction of new tools to monitor the labour market and the associated institutional changes at provincial and municipality levels. It is expected that further impact will be achieved once the strategy will be completed and approved at Government level.

Conclusions: The project has been of high strategic relevance for the country, and was aligned with both EU and ILO internal policies and programming documents and GoA development strategies. The contributed to shared stakeholder and ownership in the design of, and reflection on, labour market, employment and VET policies. It produced immediately tangible results, such as the transposition of EU directives into the national legislation. It elaborated a series of tools and materials which - if appropriately used – will further contribute to increase skills of staff working in beneficiary institutions. Finally, the project has encouraged dialogue and cooperation between the relevant authorities, and has promoted communication among the state and the private sector on themes related to OSH, employment and vocational education and training, inter alia business associations.

Recommendations:

1. Re-consider the available project budget and – if needed and appropriate – proceed with a budget extension request with the EUD
2. Analyse new GoA priorities and negotiate with the government the possibility for ILO to further assist it in the labour reform process

3. Explore possibilities to receive additional financial support from donors for future ILO initiatives.

Lessons learned:

1. Readiness and commitment of stakeholders is an essential prerequisite to the success of any donor-funded interventions.
2. Flexibility in project structure and implementation is key to success.
3. Improved coordination and dialogue among all stakeholders is per se a valuable result.

2. Project summary

2.1. Basic Data

Lead Office:	ILO DWT/CO-Budapest
Duration:	01 September 2011 – 31 August 2013 (24 months), with an extension from the European Union Delegation granted for 12 months, through 31 August 2014
Target countries:	Albania
Donor agency:	European Commission
Budget:	€2,988,422 (total eligible cost of the action, with the amount of Euro 2,988,422 requested from the Contracting Authority)

2.2. Background and Description

In 2009, Albania submitted its formal application for EU membership. In its Opinion on Albania's application (in 2010), the Commission assessed that before accession negotiations could be formally opened, Albania still had to achieve a necessary degree of compliance with the membership criteria and in particular to meet the 12 key priorities identified in the Opinion.

The Multi-annual Indicative Planning Document 2009-2011 for Albania, indicated that IPA would assist the Albanian authorities in developing the functioning of the labour market through increased flexibility and better links with the education system.

The MIPD 2009-2011 indicated the following areas for assistance (Section 2.3.1.2- Economic criteria):

Employment and labour market: Develop labour market measures to combat unemployment, in particular long-term, youth unemployment and promote women's participation in the labour market.

Education: Reform education and vocational and educational training (VET) system and research policy to create better links between the education system, research needs and the labour market; improve teacher training and education infrastructure; promote better involvement in Tempus programme and use of Seventh EU research framework programme.

Following the indications of the MIPD 2009-2011, the Ministry of Education and Science, the Ministry of Labour, Social Affairs and Equal Opportunities and their implementing agencies - National Employment Service (NES), National Agency for Vocational Education and Training and Qualifications (NAVETQ) and State Labour Inspectorate (SLI) - jointly prepared at the end of 2009 and beginning of 2010, a project fiche to be financed under IPA 2010 funds. Based on this document, the ILO prepared a fully-fledged implementation plan and signed the Contract No. 2011/268-252 with the Delegation of the European Union to Albania on 24 June 2011.

The overall objective of Human Resources Development in Albania project is *to have improved labour market functioning and the quality of human capital in Albania.*

The project purpose is *to improve the capacity of labour market institutions, mainly the State labour Inspectorate (SLI) and the National Employment Service (NES), and promote employment by enhancing the employability of Albanian workforce.*

The action was implemented over the period from 2012 to 2013 (administrative and other issues have slowed down the starting date of the project). A no-cost extension of 6 months was requested to the Contract Authority with the submission of the second progress report (April 2013). A one-year extension was approved at the end of August 2013 by the EUD upon submission of relevant annexes.

The project is focused on enhancing the capacity of national institutions to:

- enforce occupational safety and health regulations,
- address employment and labour market challenges,
- improve the skills base of the workforce.

According to the above areas, the project comprises five components:

Component 0 - Project Management (crosscutting);

Component 1 - Modernisation of the State Labour Inspectorate (SLI);

Component 2 - Modernisation of the National Employment Service (NES);

Component 3 - Vocational Education and Training (VET) Reform;

Component 4 - Communications and Visibility (crosscutting).

The project had obviously different results, outcomes and impacts in each of the components, which will be dealt with in the present evaluation report.

3. Introduction

3.1. Background

ILO conducts an independent mid-term evaluation of the project in accordance with the ILO Evaluation Policy and donor requirements, stating that all projects over US\$1 million must undergo at least one independent evaluation.

As ToRs state, *the mid-term evaluation planned outcome is to: i) assess progress made on the implementation towards achieving impact; ii) formulate recommendations for better programme implementation; and iii) strengthen the organizational learning by sharing lessons learnt and good practices that emerged from the evaluation findings.*

3.2. Purpose

As clearly stated in the ToRs, the objectives of the evaluation are:

- To assess the coherence and relevance of the project's general and specific objectives regarding the situation of the Albanian labour conditions, employment services and vocational education and training systems;
- To assess the strategic fit of the project vis-à-vis ILO and EU development priorities;
- To assess the implemented activities and respective results achieved and their efficiency and effectiveness with regard to indicators of achievements defined for each Component of the project;

- To identify main success aspects of the project and the problems encountered during its implementation, as well as the means undertaken to overcome these problems;
- To document lessons learned and good practices for future wider dissemination;
- To develop recommendations to the EU and the ILO for similar interventions in the future.

3.3. Principles

The present evaluation has been carried out on the basis of the main ILO strategic documents guiding ILO evaluations, namely the ILO evaluation policy and the ILO results-based evaluation strategy for 2011-15. Those, in turn, adhere to the OECD/DAC Principles and UNEG norms and standards. In particular, this evaluation seeks to respect the principles of Usefulness, Impartiality, Independence, Quality, Competence, Transparency and Consultation, enshrined in the ILO policy guidelines for results-based evaluations.

3.4. Scope

The scope of work of the present evaluation is to review project progress to date and provide: i) decision makers in the concerned Governments, ii) ILO constituents, including direct beneficiaries of the project action, iii) other national counterparts, iv) the Donor, v) ILO DWT/CO-Budapest and Headquarters, vi) the project staff, with sufficient information to make an informed judgement about the performance of the project and to make recommendations for a potential continuation of actions.

4. Evaluation Methodology and Evaluation Questions

4.1. Methodology

The evaluation will concentrate on the evaluation aspects of relevance, effectiveness, efficiency and sustainability. Impact considerations will be limited, as the project actual implementation period was only one year and three months when the evaluation was carried out and many activities were undergoing.

Horizontal (cross-cutting) issues of special interest, such as gender (environment issues are not applicable to the present evaluation), will be taken into consideration in evaluating effectiveness.

The present evaluation is being carried out in three main phases:

A **Preparatory, Inception and Desk Research Phase**, which has focused on: interviews with ILO project staff in Budapest, collection and analysis of all relevant documents and materials, and a first field mission carried out in Albania from 12 to 14 August 2013. The main objective of the first field mission – given the imminent Government change following June elections - was to interview the project team in Tirana, the main project stakeholders of the previous Government and the Contracting Authority, and draw preliminary findings about the project outcomes and results.

This phase was also focused on the check of the evaluation questions provided in the ToRs, according to the five DAC criteria on the basis of the preliminary analysis of the existing

documentation, as stated in the ToRs. This was conducted in parallel with the report preparation. Questions were consequently shared with the stakeholders.

A **Field Phase** consisted of a second field visit to Albania from 23 to 26 September 2013, where the main objectives were to go more in depth on the substance of the project, continue interviews with the project team, the Contracting Authority, the local stakeholders and the ILO HQ Geneva staff, collect additional materials, explore attitudes and suggestions of the new Government as far as the next project steps and activities are concerned.

An **Analysis and Reporting Phase** when the draft evaluation report was prepared following the ILO evaluation methodology guidelines and the proposed format.

Following ILO and stakeholders' comments after the circulation of the draft report to the relevant stakeholders, the **final evaluation report** was prepared.

4.2. Stakeholder involvement

The evaluation exercise has been carried out respecting the ILO guidelines, recommending a high level of stakeholders' participation¹. In this evaluation, the project's key stakeholders are relevant HQ and field staff, Contracting Authority, national partners, UN officials from partner agencies, government officials in collaborating ministries, implementing agencies and representatives of other donors. The ILO-EU IPA project staff has been involved in the two field missions and has been duly briefed by the Evaluator on the main outcomes of the field missions.

5. Review of Implementation

The following chapter will examine some of the key findings identified by the evaluator in the first round of interviews conducted with ILO staff in Budapest office and in the field and during the mission to Albania.

The project team and the ILO office have provided the evaluator with a rather complete set of information on past and ongoing activities carried out to date. These were partially checked with interviewees during the two field missions.

The period from June to August of this year represented a challenge for the project implementation, due to political elections in the country and a consequent lack of strong commitment from the Government stakeholders to review and endorse some of the already completed project outputs.

5.1. Component 1 - Modernisation of the State Labour Inspectorate (SLI)

The general impression of stakeholders on this component is very good. OSH is very new in Albania and there was a real need for capacity building, awareness actions and toolkits. Beneficiaries expressed the need for further strengthening and continuation of support on this field.

- 10 out of the foreseen 17 draft regulations on OSH have been submitted to the beneficiaries for official approval and are awaiting endorsement and further legislative steps. 3 Regulations have already entered into force by Decision of Council of Ministers and published in the Official Gazette.
- The Action Plan for training of labour inspectors was prepared and endorsed by the SLI.

¹ *The relevant stakeholders should be involved in defining the main focus and the key questions that the evaluation should address. These evaluation questions are of significant importance to check the assumptions of the intervention logic of projects or programmes and to assess risks taken (ILO Policy Guidelines for results-based Evaluations).*

- 5 out of 7 ToT courses have been delivered to 90% of labour inspectors selected (28 inspectors in total).
- A bilateral agreement on best practices, sharing of information and experiences with the Labour Inspectorate of the FYR of Macedonia was established.
- The EU OSHA Campaign was implemented in November-December 2012 and concluded with an International Conference on Occupational Health and Safety.

5.2. Component 2 - Modernisation of the National Employment Service (NES)

- The first draft of the national Inter-sectoral Employment Strategy 2013-2020 was prepared and the two first consultation meetings were held in April 2013. The latest requests from the new Government on this issue led to the agreement on having only one Strategy for JOBS & SKILLS 2014-2020 integrated in the NSDI 2014-2020. A new merged draft is being prepared.
- Training of NES staff: 30 NES practitioners were exposed to EU good practices on employment service models; 21 NES managers were trained in management by objectives approaches; 38 staff were trained in basic job counselling.
- A new NES service model (3-tiered service delivery) was designed, complemented by a handbook and toolkit for the reorganisation of the NES offices. A study visit to Czech Republic PES was organised in April 2013 for MoLSAEO and NES officials. A "trial office" in Tirana is implementing in a pilot basis the new service model.
- 5 regional training activities on skills needs analysis (SNA) were designed and delivered to 156 NES staff after the preparation of the national SNA survey (ILO-UNDP SIVET project);
- A tracer methodology for vocational training centres was designed and submitted to MoLSAEO. The piloting is currently being carried out in one VT centre and in one VE school.

5.3. Component 3 - Vocational Education and Training (VET) Reform

- The first draft of the national VET and LLL Strategy 2013-2020 was submitted to the beneficiaries (MoLSAEO and MoES) and to the partners in November 2012. The content of the Strategy was discussed in 3 regional round tables, 3 thematic workshops and 2 stakeholders' meetings (October-December 2012). The final version, aligned to the policy outcomes of the Employment Strategy, was submitted at the end of May 2013. However, due to the above mentioned agreement on having only one Strategy for JOBS & SKILLS 2014-2020, a new merged draft is being prepared, to be submitted by December 2013.
- A national media campaign on VET and LLL is being prepared with the MoLSAEO and the MoES, to be launched after the endorsement of the National Strategy. The procedures for re-launch the tendering process are being carried out now.
- The final draft of the feasibility study on the expansion of the post-secondary VET system was submitted in September 2013. A consultation workshop on the findings of the feasibility study was organised at early June 2013.
- An implementation plan for the post-secondary VET system expansion was submitted in late September 2013. A final consultation workshop to validate the policy options included in the implementation plan is going to be organised in late November 2013.
- A study visit on the Bavarian VET system was organised in the week of 20-24 May 2013 for staff of the MoES and MoLSAEO.

- A first draft of the methodological guide for the pilot and implementation of Recognition of Prior Learning Mechanisms was drafted. A consultation workshop will be organised at the end of November for wider discussion and further piloting.

The change in the Government structure has determined some changes in definition and execution of outcomes. The new Government has requested one consolidated policy document for the Employment and Qualification policies to be submitted by mid-December 2013 and planned to be endorsed by the Government in January 2014.

6. Project performance according to Evaluation Criteria

The present chapter will review main outcomes of the project according to the DAC criteria, making use of the Evaluation Questions indicated in the ToRs of this exercise.

6.1. Relevance

How does the project approach fit the on-going trends and patterns of labour market functioning and quality of human capital in Albania?

The project has been extremely relevant in all its components to the country's needs and priorities at the time of its preparation.

For Component 1, the Labour Inspectorate was established in 1993 as Directorate within the Ministry of Labour. In 2006 it was transformed in an independent body. The National Strategic Policy on Occupational Safety and Health (OSH) 2009 – 2013 was approved by the Parliament in September 2009, and the OSH law was approved by the Parliament in February 2010. There was at the time a stringent need for increasing the human, physical and financial resources of the SLI, supporting inspectors to enforce the occupational health and safety norms, supporting the approximation of the Albanian legislation to the EU standards in the field of OSH, including 19 EC Directives that needed to be integrated within the Albanian legislation.

As for Component 2, a Sectoral Strategy on Employment and Vocational Training 2007-2013 had been adopted, envisaging among others actions aimed at improving the link between the world of work (business community) and the vocational education and vocational training sub-systems. Reports highlighted lack of monitoring and assessment of the impact of employment promotion programmes, insufficient labour market data, missing links between the vocational training offered and labour market demand, and insufficient capacity of the labour offices to carry out labour market surveys; also, the capacity of regional labour offices was limited.

Regarding Component 3, participation in VET of Albanians of the age 15-18/19 was at the time less than 20 %, while in other European countries was around 60 %. The low participation in VET and the poor quality of VET negatively impacted on the percentage of qualified and qualitative labour force on the labour market. Also, there was a diffused tendency in the country to choose general secondary education with clear pathways to higher education instead of VET; a need was identified to make VET more attractive by providing a pathway to further education and training at a higher level (post-secondary), and creating more alternatives and increase its flexibility. In that direction, the National Agency for VET and Qualifications (NAVETQ) had prepared a draft strategy for post secondary aimed at providing qualification at level 5 of the Albanian Qualification Framework. With regard to Lifelong learning (LLL), there was a need to prepare a new strategy covering all qualification levels and looking at initial and continuing VET, Higher Education, formal and non-formal education. Finally, the Quality Assurance System needed to be strengthened by finalising the

Albanian Qualification Framework (AQF) and establishing procedures for accreditations of VET programmes and courses.

In the light of what said above, the project intended to cover those areas by providing consistent support to what was identified as the core areas in need.

How do the project objectives fit under the ILO Decent Work Country Programme for Albania and broader development frameworks (e.g., DaO, UNDAF)?

DWCP Albania

The overall objective of the ILO-EU IPA project was **to have improved labour market functioning and the quality of human capital in Albania.**

The ILO Decent Work Country Programme (DWCP) 2008-2010 for Albania provides a comprehensive set of data on the country, including statistics on employment and labour market trends. The Programme aimed, among others, *to strengthen the capacities of the government institutions and social partners for improving the governance of the labour market.*

The programme commits ILO *to support the integration of Albania in the international structures (e.g. the European Union) and agendas (e.g. the MDGs),* through supporting the implementation of the sectoral and cross-cutting strategies included in the National Strategy for Development and Integration (2007-2013).

As far as OSH is concerned (Project component 1), the document stresses the need for strengthening the capacities of the National Labour Inspection Service and OSH institutions, in order to develop an integrated system, with a wider and deeper scope of activity and authority. For the implementation of the law, the ILO Programme emphasized the need for *the development of a National OSH strategy by tripartite stake holders.*

Under employment policies and measures (Project Component 2), the 2008-2010 DWCP highlighted the lack of labour market analyses based on a Labour Force Survey, and the necessity to monitor the absorption capacity (political and financial) of employers' and workers' organizations.

ILO support country priorities were identified as follows:

- I. Strengthen the capacity of government institutions and the social partners to improve the governance of the labour market.*
- II. Support the government's implementation of measures to reduce the informal economy.*
- III. Improve the coverage of the social protection system.*

The DWCP specifically states that, under Priority 1, *ILO capacity building interventions will target the actors of social dialogue and the institutions of social dialogue, the Ministry of Labour, Social Affairs and Equal Opportunities (MOLSAEO), the National Employment Service, the Labour Administration, the Labour Inspection and the social partners.*

In particular, Outcome 2: *Gender-sensitive employment policies and programmes are formulated and implemented to address both efficiency and equity objectives and are aligned with the provisions of international labour standards on employment policy and employment services,* aims to support the government to shape and implement active employment policies.

Under this outcome, ILO commits to support the implementation of eight of the twelve objectives of the employment and vocational training strategy [...] . Technical assistance will be provided to the MoLSAEO to develop the knowledge and tools for the design and delivery of employment services at both central and local levels (institution building) with pilot active labour market programmes through contracting training and services.

Foreseen results of this outcome are, among others: i) a strengthened institutional capacity to design, monitor and evaluate a gender-sensitive active policy on employment, ii) development of integrated employment and training services, iii) design and implementation of active labour market programmes that are gender-sensitive and target unemployed persons at risk of labour market exclusion.

Outcome 3 of Priority 1: *Labour administration*, including labour inspection effectively implements international labour standard (ILS) through national legislation, is according to the Programme realised through *capacity building of the labour administration*, including the labour inspection and social partners on implementation of international labour standards and reporting procedures through training and advisory services.

Under Priority 3, Outcome 2: *National occupational safety and health (OSH) strategy is developed and the promotion of a preventative culture developed*, states that ILO will provide technical assistance to improve the OSH system, in particular the legislation, and will build the capacity of tripartite constituents to develop and implement the national OSH strategy.

The ILO-EU IPA project overall objective is therefore fully aligned with the ILO DWCP Priorities 1 and 3.

UNDAF Albania

As far as UNDAF priorities are concerned, the 2006-2010 document had presented its Outcome 3 as *Increased use of quality public services delivered in an efficient, transparent, accountable and equitable manner*, and had identified ILO as one of the partners. The subsequent programme, elaborated for the 2012-2016 period, contains more specific and detailed indications.

Outcome 4.4 of the UN- Albania Cooperation Programme 2012-2016 states : *All people better realize fundamental rights at work, have greater and inclusive employment opportunities, and can engage in a comprehensive social dialogue.*

Under this Outcome, Output 4.4.1. states that *Key state institutions and social partners are capable to develop and implement, in a fair and inclusive manner, employment policies and programmes that meet international standards*. Also, Output 4.4.3 states: *Key state institutions have the capacity to draft the gender sensitive Life Long Learning (LLL) strategy and establish the Life Long Learning system, in line with EU education and training policies.*

The Programme of Cooperation 2012-2016 specifically indicates its intention to *contribute to transforming the work of the National Employment Services from that of administering benefits to providing services for job seekers and enterprises. This will include strengthening the planning and monitoring of policies and active labour market measures.*

Finally, the Programme commits to *aid the State Labour Inspectorate to improve inspection and occupational safety and health services, including through effective implementation of labour inspection policy.*

The ILO-EU IPA project is therefore entirely in line with past, current and future years' UNDAF priorities for the country.

How do the project objectives respond to EU priorities in Albania in the context of the EC recommendation of October 2012 that Albania be granted EU candidate status?

At the time of signing the financing Agreement, the project was fully aligned with the priorities stated in the 2008 European Partnership Document with Albania², in the areas of:

- i) Employment and social policies (*Adopt measures to increase school enrolment rates at secondary level and among children in rural areas, in particular girls, and in vocational schools*),
- ii) Education and Training (*Improvement of education and training system in order to increase the offer of required skills of the market for encouraging employment and long-term economic growth; continue efforts to improve the quality of education and to create a modern vocational education and training system, promote regional cooperation in the field of higher education*).

Also, the 2009 EU Progress Report on Albania suggested that *the employment services at national level should be strengthened in terms of quality, capacity and outreach, and that employment promotion schemes should be in place, in order to incentive job seekers and ease their entry into the job market*. With respect to Vocational Education and Training (VET), the 2009 EU Progress Report - referring to the Albanian Qualification Framework, which was endorsed by the Albanian Parliament in March 2010 - recommended that *links between VET and the labour market be strengthened and harmonised, in order to train VET graduates and prepare them to best respond to contemporary labour market needs*.

The new EU progress report of October 2013 paved the way for the EU Candidate Status to be granted to Albania soon: the report recommended that Albania be granted EU candidate status, subject to completion of key measures in the areas of judicial and public administration reform: *efforts are needed to strengthen administrative capacity for the implementation and enforcement of legislation*.³

The ILO-EU IPA project was therefore, and still is, highly coherent with the EU priority areas of intervention as indicated in its main strategic cooperation documents and strategies with Albania.

To what extent were the general and specific objectives coherently defined and adapted to the Albanian context?

All above mentioned documents have highlighted significant shortcomings in policies, strategies and institutional settings in the labour, employment and VET sectors in Albania, which the project intended to address.

The project well responds to needs and priorities highlighted in the **National Strategy for Development and Integration 2007-2013** (NSDI), which aims, among others, *to increase access to employment that will serve the purpose of social inclusion*. In particular, chapter 3.3 of the NSDI (Economic and social development) deals with the areas of employment and VET covered by the project.

With regard to employment, the Strategy states that the most significant challenge is *to play an effective intermediary role between the labour market and the labour force*, including the *need to deliver appropriate vocational education and training*, achievable by means of *improved quality of*

² Council Decision of 18 February 2008 on the principles, priorities and conditions contained in the European Partnership with Albania and repealing Decision 2006/54/EC

³ http://ec.europa.eu/enlargement/pdf/key_documents/2013/package/brochures/albania_2013.pdf

services provided to job-seeking and job-offering clients, through the improvement of the employment service, the more effective implementation of active and passive labour market programmes, and the achievement of acceptable levels for rapid regional and European integration.

It is worth noticing that the Strategy's policy directions on employment⁴ make explicit reference to the recommendations provided in the joint Council of Europe-ILO *Country Review of Employment Policy*; this is a further evidence of ILO and Albania proximity in the understanding of strategic priorities in the sector. Among the main tasks attributed to the MoLSAEO in the achievement of the above objectives, the following are for the most part related to the project: strengthening of employment promotion programmes including supervision to control abuses; and development of legislation on health and safety at the workplace, in line with European Union policies.

The Strategy also envisages the need for reforms in the vocational education sector, calling on: *strengthening and expansion of vocational education by building the necessary infrastructure; a new policy of vocational education and training to be jointly prepared by MOES and MoLSAEO; and establishment of the Albanian Framework of Qualifications, in accordance with market demand*⁵. Again, the objectives of the EU ILO-IPA project largely coincide with national priorities.

Finally, the project was reportedly designed in very close cooperation with the main stakeholders (MoLSAEO, MoES, SLI, NES, NAVETQ), involving their relevant staff. National stakeholders have had the opportunity to openly express their views, and these were adequately reflected in the project drafting and design.

<i>Did the project handle accurately the on-going changes occurred during the project implementation?</i>

One of the major issues affecting the project implementation was a certain delay in the start-up phase. Recruited experts started activities in early 2012.

The inception mission confirmed the areas of interventions set up in the original project and kept update of the recent policy developments; in particular, regarding Component 2, the new NES' Internal Change Strategy, prepared in line with the National Employment and Vocational Training

⁴i) Consolidation of the employment service across the country through the improvement and unification of working methods, including the upgrading of the skills of staff in regional offices; the review of the capacities and the distribution of employment offices; an increase in the share of specialists who deal with clients; and the monitoring and evaluation of services; ii) Improvement of contacts with enterprises, development of partnerships, and improvement in the conditions of private agencies with adoption of an ethical code and the exchange of experiences; iii) Use of information technology to improve the quality of service (*National Employment and Vocational Training Sector Strategy for 2007-2013*).

⁵*National Strategy for Development and Integration 2007-2013*. The strategic directions illustrated in the document for VET are: i) Increased mobility: through the establishment of a national framework for professional qualifications and the subsequent restructuring of vocational education and training levels; ii) Curriculum modernisation to meet labour market needs: through a two-tier curriculum structure (partly determined at the centre and partly reflecting regional labour market and training centre conditions) and the gradual modularisation of the curriculum; iii) Institutional development: strengthening the National Council of Vocational Education and Training as a three-party consultative body (representing government, firms and workers), establishing the National Agency of Vocational Education and Training, strengthening the boards of schools and their links with social partners, and creating a national mechanism for career counselling; iv) development of the competencies of instructors; v) Completion of legal framework to support reforms: in the areas of the national framework for professional qualifications, non-public vocational education and training provision, and school engagement in economic activities; vi) Improvements in the quality of facilities and extended provision of teaching materials: with emphasis on access for the disabled, cooperation with local businesses to use infrastructure effectively, and communication links with the employment centres.

Sector Strategy for 2007-2013 and aimed at improving the overall functioning and efficiency of the organization. Also, NES had been piloting Active Labour Market Programmes, with the assistance of the ILO, in four regions of the country: Lezha, Shkodra, Kukes and Gjirokaster.

Regarding institutional arrangements for State Labour Inspectorate, there were repeated rumours of an administrative reform leading to the establishment of a general inspectorate for coordination of all state inspections. All this did not alter the nature and the objectives of the project, which was launched with minor changes vis-à-vis the original financing agreement. Recommendations were made by national stakeholders during the first Steering Committee (SC) in November 2011; in particular, it was suggested to re-organise the timing of the activities related to Component 3 to meet time requirements.

The next SC saw the need to introduce some modifications to the project activities in order to follow the GoA developments in the related fields. Among others, it was planned to establish links with Ministries responsible for the transposition of EU directives and it was decided to incorporate the Adult Learning Strategy and related Action Plan into the Strategy for Employment and Training 2013-2020.

At the end of 2012, further developments in the sector led to the need to introduce additional modifications to the projects' expected outputs. These are reflected in the decisions taken in the third SC meeting. For example, in Component 1, it was foreseen to replace the development of the three strategic documents originally planned (Labour Inspection Strategy, LI Action Plan and Human Resources Strategy) by the drafting of the National Strategy for Safety and Health at Work 2013-2020 and the Action Plan 2013-2015; this would have been developed on the basis of the new EU OSH Strategy 2013-2020, thus allowing a better alignment with European Union strategic priorities. The main changes occurred in Component 2, in order to align the component with new needs expressed by the MoLSAEO during the Third PSC; some outputs were deleted and others were modified or strengthened.⁶ MoLSAEO specifically requested: technical assistance to develop an Inter-sectoral National Strategy on Employment; design of a new NES service model based including a Handbook and a Toolkit for the re-organisation of the NES offices; development of a staff training plan for the implementation of the new NES service model; development of a tracer system to be used by the network of public Vocational Training Centres. For Component 3, it was decided that the VET Strategy and Action Plan 2013-2020 would be changed to National Strategy and Action Plan for VET and LLL 2013-2020, on request of the Government, and its publication was included as an additional activity of the project.

A major turning point in the project implementation process is to be considered the change of Government, occurred in August – September 2013. The renewed attention given to employment, labour market and qualification issues as one of the key priorities of the new government agenda is already contributing to re-boost the project. From what the evaluator could observe during the second field mission, it seems clear that cooperation and coordination with key state stakeholders will be strengthened, and that the project will be able to adapt again to the changing environment.

6.1.1. Conclusions

⁶ Three Outputs of Component 2 of the Project were deleted (e.g. Output 2.1.2. *Adult learning Strategy and related Action Plan*; Output 2.1.4. *Decentralization*; and Output 2.2.3. *New Active Labour Market Programmes*), while the scope of three others (e.g. Output 2.1.1 *Gender-sensitive sectoral Employment Strategy*, Output 2.2.1 *Reorganize front-desk counselling* and Output 2.2.2 *Training on job counselling*) was significantly expanded.

The ILO-EU IPA project was very relevant and aligned with the national development strategies and with the donors' community intervention policies/programmes in Albania; specifically, it was well linked to the key strategic frameworks which constituted the background of its interventions. Its design saw a large and active participation of all national stakeholders. Finally, the project – in spite of time and procedural constraints – has been able to rapidly address the changes requested by continuous policy developments in the country. It is to be expected that it will continue to be relevant for the labour sector in Albania and that it will further contribute to the country's integration in the European Union.

6.2. Effectiveness

6.2.1. Effectiveness of the project (outcomes)

In this section, we discuss the achievement of the ILO-EU IPA project's results, focusing on the three pillars identified in the programme's design and its subsequent redesign.

Before any considerations, it is important to have in mind that the initial delays in the project implementation mentioned in the above chapter, as well as the reforming agenda of the project not coinciding with the political cycle of the former Government, have determined a substantial shift in time of all activities. These factors have in turn had repercussions on the progress in achieving the expected project objectives, and have led to the necessity to revise the implementation plan. This has also led to lack of ownership by the local beneficiaries and further delays on the endorsing of completed outputs.

Finally, the time shift has had consequences on the project's effectiveness and – as shown later in this report – on its impact. It is to be considered that the project is currently at its midway, despite the time elapsed since the contract signature (we will later see how this shift has not been completely a disadvantage in terms of achievement of objectives).

Tables are provided in Annex 6, evidencing the differences between the expected and the actual plans, for each of its three components.

What progress has the project made towards achieving its planned outcomes? Has the capacity of the State Labour Inspection been strengthened as a result of the project activities? Has the capacity of the National Employment Service in combating against unemployment been enhanced? Has the VET system been reformed and the employability of workforce been improved?

How did the project contribute to the improvement of strategies and systems pertaining to human capital and the labour market functioning?

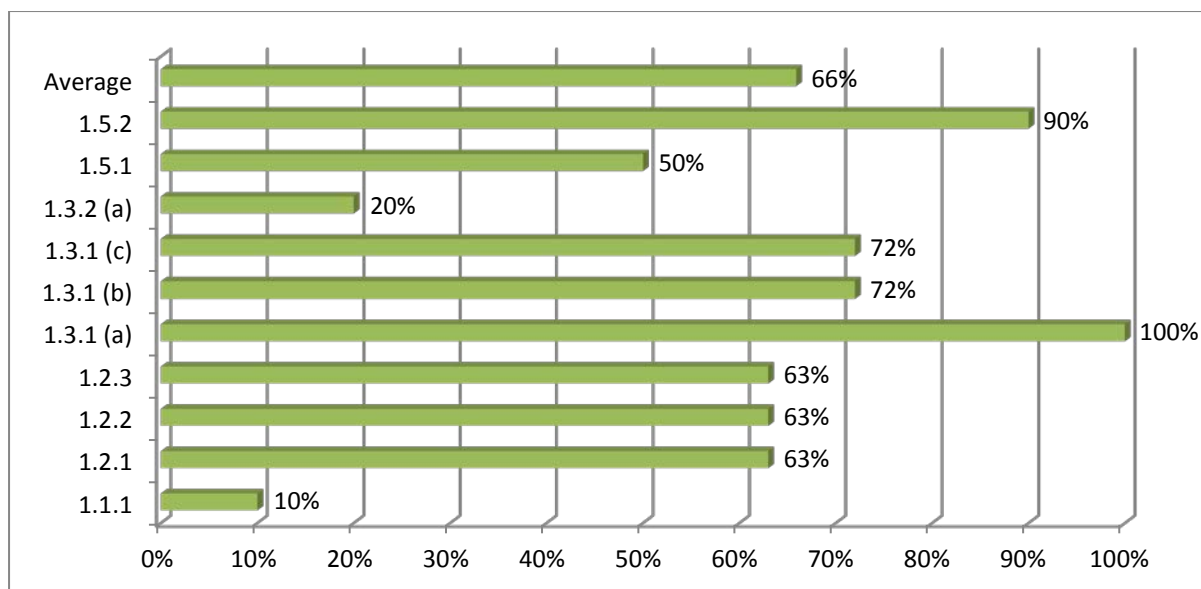
To what extent did the project support the planned technical assistance to the beneficiaries according to the project objectives in the different Components (1 to 3)?

The project was designed to address three major topics – labour, VET reform and employment – in the limited timeframe of 24 months; more than 30⁷ activities/strategic outputs were included in its plan. Besides the delayed start-up, several external factors hindered its smooth implementation.

⁷ The project has a total of 34 strategic outputs.

Component 1 – State labour Inspectorate

The actual beginning of the implementation of the Component 1 started from 3rd of May 2012. The table below shows achievement in percentage by October 2013 only for the already initiated outputs.



Output 1.2.1: Tables of Concordance (ToC)

Output 1.2.2: Recommendations for revision of existing or new legislation

Output 1.2.3: Technical assistance in drafting new legislation

Output 1.3.1: Training

Output 1.3.2: Cooperation with international community

Output 1.5.1: Communication strategy on OSH

Output 1.5.2: EU OSHA campaign - Working together for risk prevention

The work on this component has been highly praised by its beneficiaries, who generally appreciated the team work and the quality of outputs. Much of the delays and slowdowns were caused by some initial negative attitudes of the MoLSAEO, which blocked activities and negotiations and prevented the SLI from organising and planning activities together with the project office.

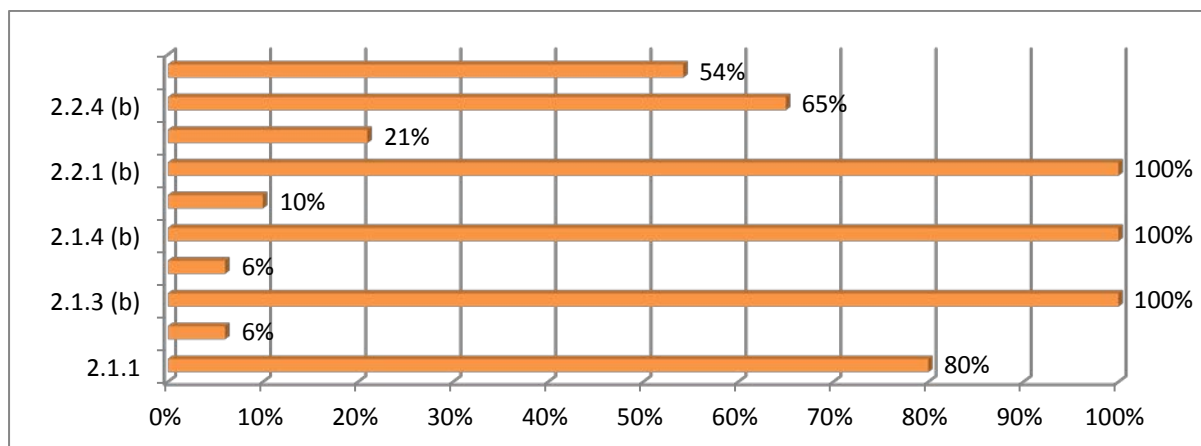
Currently, the SLI capacity to enforce Occupational Safety and Health rules is still not fully strengthened. As the table shows, only 35% of the planned EU directives – namely 3 out of 10 regulations drafted - were transposed to be legally adopted. Work on National Strategic Policies on OSH (2014 -2020) and AP just started. Work remains to be done on training-of-trainers (ToT) modules. Public awareness was raised by the OSHA campaign "Working together for risk prevention."

The EU Progress Report for Albania 2013 notes that *In the area of standardisation, adoption of European standards (EN) continued and Albania adopted 1158 more ENs, mostly by the 'cover page' method, without translation.* This remark does not regard the ILO-EU IPA work which has been accompanied by appropriate translation, discussions and adaptation.

As regards health and safety at work, the EU Progress Report 2013 mentions that several awareness-raising campaigns on occupational health and safety, risk prevention and working conditions of employees have been carried out, and that inspectors were trained on EU health and safety legislation. However, in spite of the SLI reorganisation, the report still considers the health and safety conditions at work 'poor', and calls on the need for careful monitoring of the impact of SLI reorganisation on administrative capacity.

Component 2

The table below shows the achievement of outputs by October 2013⁸.



Output 2.1.1: Inter-sectoral Employment Strategy 2013-2020

Output 2.1.2: Adult Training Strategy and related Action Plan DELETED

Output 2.1.3: Capacity building of NES

Output 2.1.4: Decentralisation (DELETED)

Output 2.2.1: New NES service model and Handbook

Output 2.2.2: Training programme to support new NES service model

Output 2.2.4: Vocational Training

Under this component, the first draft of the national Inter-sectoral Employment Strategy 2013-2020 was finalised in March 2013 and discussed with stakeholders in two regional meetings in the following months. Unavailability or lack of up-to-date data on labour market and unemployment figures, however, prevented the document from being fully relevant to its purposes. INSTAT was requested to provide methodologically adjusted figures to compute employment targets. The scope of the Employment Strategy has broadened into a merged Jobs and Skills Strategy 2014-2020 and it has been prepared in cooperation with the ETF frame project that is aiming to prepare a HRD Strategy 2020. A revised draft has been prepared by the end of December 2013, further work is needed in the demand side (undergoing work). It is planned to submit a fully fledged document in mid February 2014 as per the agreement with the local counterparts.

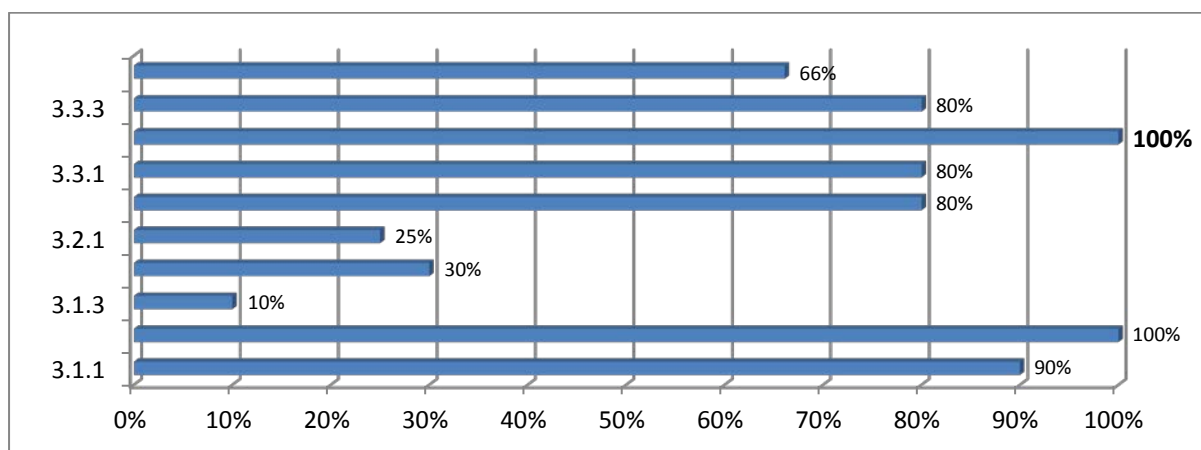
Besides that, activities have been carried out to design a new NES service model (3-tiered service delivery, including an handbook and toolkit for the reorganisation of the NES offices, which is being piloted in Tirana and should serve as a package to plan further training actions for NES staff); to train NES staff on a number of issues (basic job counselling, best practices, EU good practices on employment service models); to provide the MoLSAEO with a tracer methodology for vocational training centres. The original idea of providing support to the NES decentralisation was abandoned; also, New Active Labour Market Programmes were considered premature by the beneficiary and deleted from the project work plan.

⁸ Presentation, 4th SC meeting, May 2013.

Much of the success of those activities will depend now on the determination of the Government to carry out and refine main policy directions in the sector; the ministry has recently launched an e-portal which covers 12 regional employment offices and 24 local employment offices and serves as a platform for both job-seekers and employers to exchange labour market information. Further reorganisations are however expected and, as the EU Progress Report 2013 states, *further efforts are needed to modernise the National Employment Service, in particular with a view to increasing its attractiveness and performance levels.*

Component 3

The table below shows the percentage of achievement by October 2013.



Output 3.1.1: VET Strategy and Action Plan 2013-2020

Output 3.1.2: 12 Regional round tables on LLL and VET promotion with social partners and local authorities

Output 3.1.3: Conference on the EU policy in LLL and VET

Output 3.1.4: Media campaign about VET and LLL in Albania

Output 3.3.1: Plan for post-secondary VET implemented by the Albanian government

Output 3.3.2: Study visit to Germany on VET system

Output 3.3.3: Study about post-secondary VET offers

Component 3 was subject to various modifications due to changes in policy priorities of the two lead Ministries (MoLSAEO and MoES). The calendar for the finalization of the strategic planning was postponed to late 2013, due to the change in the Government and the consequent necessity to re-discuss strategy's main objectives, features and benchmarks. The same applies to the other outcomes of the component, Albanian Qualifications framework and post-secondary VET expansion, where final consensus has to be achieved with regard to the key features of the system (model, qualifications, priority economic sectors for the design of curricula). Validation workshops will be organised to have the official endorsement of the technical proposals prepared so far in the Post-secondary VET expansion and on the methodology for the introduction of RPL mechanisms in Albania.

Changes were also made to the original project structure under this component. For example, the idea of developing a separate strategy for adult learning was replaced with the drafting of a VET/Life-long-learning (LLL) Strategy, incorporating both aspects.

The EU Progress Report on Albania 2013 highlights that the strategy for vocational education and lifelong learning still needs to be adopted and that the *educational provision at all levels requires to*

be improved and meet labour market needs. It also recommends strengthening links with the business sector⁹.

How have constituents been involved in the implementation? Which is the level of satisfaction of the constituents with the quality of policy documents, studies, technical tools, technical advice, capacity building and other activities, delivered by the project?

Have there been any resulting changes in constituents' capacities?

As noted in the above sections, all constituents have found the project's outputs and outcomes satisfactory. All of them have praised the high level of inputs provided by the project team, by ILO headquarters and by the other experts involved in the implementation of the various components. Limitations – if any – have been perceived by stakeholders as the result of factors which did not regard the quality of resources provided, but rather the consequences of 'political' issues in the broader sense: attitudes, misperceptions or inappropriate expectations, somehow impacting on the implementation pace and on general communication. At technical level, the project has certainly delivered quality outputs; these will have to be further refined to better align with new government priorities.

Has the project contributed to the achievements of the objectives formulated under the Decent Work Country Programme?

With regard to ILO priorities and objectives, there is no doubt that the project has contributed towards the achievement of Priority 1 of the DWCP 2008-2010 for Albania (*Strengthening the capacity of government institutions and the social partners to improve the governance of the labour market*, which states that *the ILO capacity building interventions will target the actors of social dialogue and the institutions of social dialogue, the Ministry of Labour, Social Affairs and Equal Opportunities (MOLSAEO), the National Employment Service, the Labour Administration, the Labour Inspection and the social partners*.

In particular, Component 2 of the project has contributed to Outcome 2: *Gender-sensitive employment policies and programmes are formulated and implemented to address both efficiency and equity objectives and are aligned with the provisions of international labour standards on employment policy and employment services*¹⁰.

Outcome 3: *Labour administration, including labour inspection effectively implements ILS through national legislation*, was achieved – although partially – under Component 1, which has also provided a valuable contribution to Outcome 2 under Priority 3¹¹: *National occupational safety and health (OSH) strategy is developed and the promotion of a preventative culture developed*.

The new DWCP Albania 2012-2015 also present objectives and priorities to which the ILO-EU IPA project contributes (ex. Priority 1 : *Strengthening capacity of government institutions and the social partners to improve the governance of the labour market*).

⁹ Participation of the private sector, which is a key factor for a successful VET reform, is still insufficient. The low participation in VET contrasts with the economic demand for skilled workers.. the qualifications provided do not match the country's economy; a skills needs analysis is required. No progress has been made with regard to the higher education reform, the performance and ranking scheme and development of the Albanian Qualifications Framework (AQF).

¹⁰ In this paragraph, the Programme explains that technical assistance will be provided to the MOLSAEO to develop the knowledge and tools for the design and delivery of employment services at both central and local levels (institution building) with pilot active labour market programmes through contracting training and services (direct assistance).

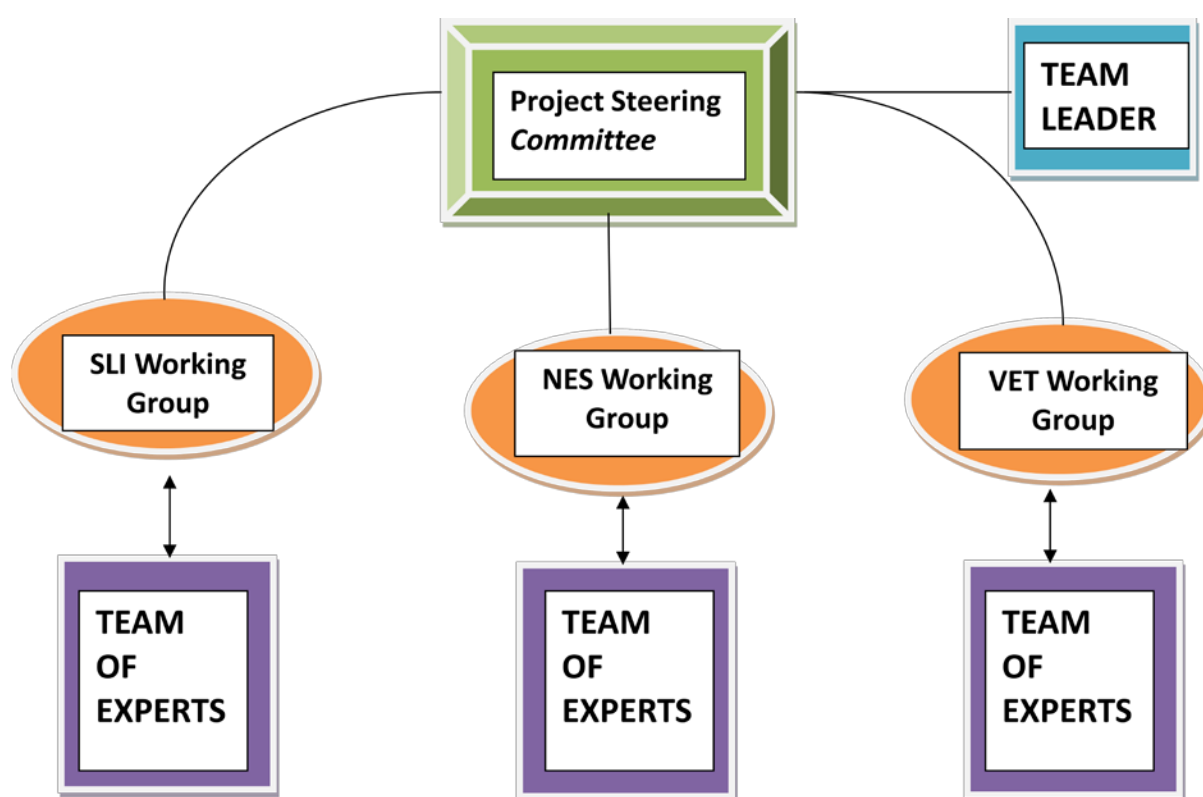
¹¹ Priority 3: Improving the quality of the social protection system.

Overall, the project has been effective in its efforts to provide valuable inputs to the ILO DWCP for the country and is still contributing to the new 2012-2015 programme.

6.2.2. Effectiveness of the overall project management approach

Were the management arrangements effective? What were the most successful practices adopted in this scope and the main problems found?

The management structure of the project is illustrated by the figure below:



The management arrangements of the project were appropriate and suitable to the project structure, articulated around the three main components. The communication and visibility pillar was properly managed and implemented at project team level. The Steering Committee correctly saw the participation of all relevant stakeholders, including the Ministry of Health for the project aspects related to OSH issues.

In general, the work of the project team was appreciated by the local stakeholders, in particular among directors and operational staff of the beneficiary institutions, who have repeatedly expressed their satisfaction for the high degree of cooperation, availability and communication established with the project staff. In particular, the capacity of the team to closely follow up on activities and to promptly respond to the beneficiaries' requests – even in cases where substantial changes were to be introduced in activities and outputs - was considered highly valuable.

The project has made use of both local and international experts. International resources were introduced at the early stages of the project, when stronger inputs were needed from international expertise in order to analyse the current context and provide appropriate advice. Internally, the initial key-expert responsible for Component 2 left the project in March 2012 and it was decided to replace him. This decision – which provoked different reactions and comments at the time – has proven to be successful: the expert's knowledge of the Albanian sector's issues and political context has added value to the project and has boosted stakeholders' ownership and dialogue.

Has the project received adequate technical and administrative support from the ILO, EU and partners?

The technical and administrative support received from the ILO has been adequate and satisfactory. In some limited cases, a quicker reaction from headquarters would have been preferable in order to better solve issues arisen during the implementation. For instance, the investigation opened by Geneva offices on a case occurred in 2012 regarding one of the project's staff is still open. This has generated some discomfort from the EU Delegation, which – reportedly – has repeatedly asked for clarifications and updated information, without success. In such cases, it would be advisable to maintain a continuous and friendly dialogue with the contracting authority in order to avoid misunderstandings and keep good diplomatic relationships.

As far as the EUD is concerned, in some stages of the project implementation the dialogue with this institution has not been particularly easy. This has also included, in certain moments, not totally adequate understanding by EUD of some procedural issues linked to the specific arrangements of the FAFA. It is hoped that the new phase – launched after the approval of the extension, in August 2013 – will see a renewed spirit of cooperation and dialogue; the last three months (September to December 2013) leave room for good expectations.

Cooperation and support from local partners has in turn experienced some difficulties, as explained in the above sections. This was mainly due to the MoLSAEO attitudes, whereas much more commitment and enthusiasm has to be found among the other partners, the SLI, the NES, the NAVETQ and the MoES. All of them have expressed satisfaction for the work carried out, which is considered extremely beneficial and relevant to the country's needs.

How did the project overcome the most difficult problems in its implementation? How successful were these strategies? If yes, in which sense did they succeed?

In general terms, the project has been able to solve problems and challenges encountered during its implementation. These, as shown above, regarded both internal issues (delays in the provision of resources) and external factors (attitudes, policy changes and shifts).

The tables above (under 6.2.1.) effectively show that considerable changes were made to project activities, to respond to the beneficiaries' requests for modifications, due to continuously evolving priorities in the sector and to the government's uncertainties regarding best features and modalities to carry out a comprehensive reform of the labour sector. Against this framework, the project responded with a high degree of flexibility and adaptation, and the capacity to keep – whenever possible – a good level of communication with beneficiary institutions. It is believed that the credibility of ILO as key institution to support the country's reform process in the sector has been improved and enhanced; this said, much remains still to be done, and further work is required for the ILO to be able to consolidate its position with regards labour market reform in Albania.

6.2.3. Conclusions

The project effectiveness – in spite of considerable challenges faced during the implementation and repeated modifications to its structure – has been satisfactory. Although most activities have been carried out in a limited time frame, they have substantially contributed to the achievement of the project objectives and have marked a considerable progress in the target areas of intervention. It is expected that a significant boost will be given to the project in the following months, through an enhanced cooperation with the government authorities and a renovated spirit of collaboration among the key stakeholders – ILO, EUD, MoSWY and MoES in first instance.

6.3. Efficiency

This section discusses the resources made available to the project and their conversion into results.

How were the available resources (staffing, time, skills and knowledge) used during project inception and implementation phases?

How were the main success elements and main problems encountered?

The project started formally in September 2011. The first meeting of the project Steering Committee (SC) for the formal endorsement of the Inception Report took place in November 2011. The first ROM Report (June 2012) highlights that *Considerable delays occurred in the recruitment of the Key Experts by ILO, caused by difficulties in finding suitable experts and time-consuming international recruitment processes*. Because of that, the National Employment Services key-Expert started on 10 March 2012, the Project Team Leader and VET key-Expert started in mid April 2012 and the Labour Inspection key-Expert started on 1 May 2012. At the same time, misunderstandings with the main beneficiary, the MoLSAEO – reportedly unsatisfied by the donor's and implementing agency's management procedures –, led to additional slowdowns of the project activities. Due to those delays, the initially designed timeframe had to be revised and amendments were introduced into the Work Plan by rescheduling activities; this was made in the first months of 2012. Things started changing in the second half of 2012. A full team of experts became available at the project office in Tirana, and at the same time new managing staff was appointed in two of the three institutions working with the project (State Labour Inspectorate and NES)¹², thus giving a boost to project activities for Components 1 and 2.

As to management efficiency, the project team has been able to manage the complex workload in a satisfactory manner. Reporting arrangements were respected, although there have been remarks from the beneficiaries' side with regard to lack of disclosure of financial information. ILO correctly responded to this observation by explaining that this aspect of the project was to be dealt with by the EUD as contracting authority.

Steering Committee meetings were held on a regular basis and saw the participation of all relevant stakeholders, including other donors operating in the sector.

¹² A significant shift occurred in September 2012: Mr. Kastriot Sulka, Deputy Minister of MoLSAEO, has nominated officially State Labour Inspectorate to cooperate on Component 1 activities. Ms. Irena Ceko has been appointed by General Inspector as the contact person. It is an important step to move ahead with project activities under this Component...The Component 2 of the project has registered significant progresses in what regards the cooperation with the newly appointed General Director of NES as well in the ownership of the project activities by MoLSAEO (Activity Report 3rd SC Meeting, December 2012).

Progress reports were presented on an annual basis, and regular monthly reports were prepared and sent to the EUD for feedback.

6.3.1. Financial efficiency

Have resources been used in an efficient manner?

Financial data of May 2012 reported a total of funds disbursed by the EC amounting at EUR 1,347,727, against a total budget of EUR 2,988,422: a 44% of available financial resources, which was impressive compared to the modest amount of activities carried out to that date. The ROM Report of August 2013 considered 'critical' the overall management of inputs and recommended quick action to tackle the issue, which was affecting the quality of cooperation and relationship with the donor.

Eight months later, in May 2013, the second ROM mission highlighted that inputs were still under-utilised: with 80% of project time elapsed, the project saw only 50% of input utilisation. The implementation pace slowed due to the upcoming elections and change of the government. By 30 September 2013 the total funds received from the EUD amounted to EUR 2,019,176.64 and the project expenditure was EUR 1,415,598.54 (70% of the received amount) on 30 September 2013 with commitments of EUR 506,693.11 on 30 September 2013. Thus total eligible costs were at EUR 1,922,291.65, balance on funds available: EUR 96,884.99 (since only two instalments were received by the project).

6.3.2. Current issues

A major question is presently the amount to work to be carried out from the project no-cost extension (accorded in August 2013) until the project's end, against the available remaining budget. As the tables show, many activities still wait to be completed. It would be advisable to update financial projections in order to analyse gaps between remaining budget and foreseen expenditures, and proceed – if needed – with negotiations about a possible budget extension. Although the EUD has always been quite strict on this issue, it should be still possible to explore alternative solutions, after preliminary concertation with the Albanian Government.

6.4. Impact and sustainability

What is the likelihood of sustainability of outcomes?

- a) *Institutional level: How will structures allowing the activities to continue be in place at the end of the action? Will there be local ownership of action outcomes? Are the national partners able to continue implementing the adopted strategies and initiatives after the project completion?*
- b) *Policy level: What structural impact will the action have? Will it lead to improved legislation, codes of conduct, methods, etc.?*
- c) *The financial aspect: How will activities and/or management structures be financed when the project ends? Is there any planning about these questions?*

Assessing impact and sustainability at this point in time is problematic, not least because evidence is seldom clear at this project stage, where so much has still to be completed. Impact assesses the

contribution of the results achieved to achieving the expected outcome (project purpose or immediate objective).

The project purpose was expected to be *to improve the capacity of labour market institutions, mainly the State labour Inspectorate (SLI) and the National Employment Service (NES), and promote employment by enhancing the employability of Albanian workforce*. In general terms, this objective was partly achieved.

Component 1

The SLI was surely strengthened in its capacity to effectively inspect labour conditions. The institution is now equipped with a number of appropriate tools, techniques and knowledge to properly carry out its duties. Further work is expected in the following months to complete the set of foreseen activities. Also, a satisfactory number of EU directives was and will be transposed into the Albanian legislation, thus moving the country forward in its alignment and integration process with EU labour market and ILO DW standards.

The project has also had a positive impact on cooperation and coordination among relevant bodies. This was signalled already in the second ROM report, which highlights *the good cooperation among a great deal of stakeholders*¹³.

A separate issue will be the application of new standards and the real implementation of new regulations, in a context where these standards can still be regarded as an obstacle to economic growth and profit of private enterprises. The project has correctly addressed these issues through a series of awareness campaigns and seminars. The involvement of private business association in the implementation of this project component is a laudable initiative which should be continued and strengthened in the next project phase, but a strong boost in this direction should also be expected from the new Government if really committed to EU integration and labour safety issues.

Component 2

Impact and sustainability of this component are linked to a series of factors.

The work on the NES new service model will depend on the government capacity to reorganize local offices, provide extensive capacity building to its staff, and develop new service lines and tools to quantify risk of long-term unemployment.

In terms of policy, the work on the Strategy is still ongoing due to several shifts of focus from the Government side, a stand-by of authorities in the months preceding elections, and a new government in place since August 2013, with new priorities. It is however expected that cooperation on this aspect will be intensified in the following months and will bring about positive results in terms of finalisation and endorsement of the revised document.

Component 3

One of the important achievements of this component has been the capacity of the project to bring together the former MoLSAEO and the MoES in the joint discussion on the VET and LLL strategy: two

¹³ The Central Inspectorate under the Prime Minister's Office coordinates all inspection bodies. This inspectorate is expected to play a significant role in defining the strategies for labour inspection, capacity building, design of the information system and awareness raising. The responsibility for the transposition of specific EU Directives in the field of occupational health and safety is shared among the MoLSAEO, the Ministry of Health (responsible for the transposition of seven Directives), Ministry of Economy, Trade and Energy, Ministry of European Integration and Ministry of Public Works, Transportation and Telecommunication. The project brought these players together and the cooperation between institutions with a mandate in OSH remains strong (2nd ROM Report, May 2013).

major stakeholders in VET, who had never cooperated before. The work carried out to date and a revamp in the Government commitment to decide on features and aspects of VET and finalise policies and strategies in this field will surely bring about positive results, which can be expected in the following months.

With regard to AQF, efforts have been made in order to the AQF to the EQF. A preliminary training needs analysis to NAVETQ staff has been conducted and methodological framework for the pilot-implementation of Recognition of Prior Learning (RPL) mechanisms was developed and submitted to the local beneficiaries for approval.

Concerning the expansion of post-secondary VET, a final draft of the feasibility study report has been submitted in November 2013 and a validation workshop is being organised to discuss various policy options for the expansion of the post-secondary VET system to selected economic sectors.

6.4.1. Conclusions

Overall, there are indications that several aspects of the project's gains have had a satisfactory impact and are sustainable. The most important reasons for this are for the moment the adoption of key regulations and the introduction of new tools to monitor the labour market and the associated institutional changes at provincial and municipality levels. It is expected that further impact will be achieved once the strategy will be completed and approved at Government level.

The new Government seems dynamic and is surely obliged to produce tangible results. The average age is very young and as many as six women have been appointed ministers. Labour, employment and education and training issues have been one of the key subjects of the electoral campaign of the winning party, and this gives hope for strengthened commitment and cooperation with the international community in this sector.

On the other side, should changes occur at director level in the beneficiary institutions (NES, SLI and NAVETQ), some of the experience and commitment accumulated during the project would be lost, and additional time would be required to familiarize new staff with project objectives.

Impact and sustainability prospects would be further enhanced were additional budgetary resources available in order to further continue with the ongoing project work.

As far as sustainability in terms of commitment at government level, the current developments seem promising and it would be advisable to take this favourable momentum for ILO to negotiate further steps and cooperation activities - even on a bilateral basis, should the EUD decide to proceed in different ways which may not necessarily see the involvement of international organisations in the implementation of IPA projects.

7. Lessons learnt, overall conclusions and recommendations

7.1. Lessons learnt

What are the main lessons learned, good practices, innovations? Can some examples be identified and disseminated?

To what extent are the best practices documented and shared with the broader community?

Are there any areas where difficulties have been experienced? What are the reasons?

Are there any alternative strategies both in managerial aspects and technical assistance which would have been more effective?

A clear lesson emerging from the ILO-EU IPA project experience is that the quality of results achieved by a project of such type are linked to the readiness and understanding of priorities by the governments/beneficiaries to which support is to be provided. In this initiative, for example, several slowdowns were caused by the need to reformulate the project structure, due to lack of clarity of the government in the selection of a unified, comprehensive and coherent policy framework. This situation was – starting from late months of 2012 – aggravated by the forthcoming elections and the consequent lack of real commitment of the involved institutions in effectively tackling the core issues of the sector.

Another issue is the absorption capacity of beneficiary institutions and their institutional stability – a factor which can heavily impact on projects' outcomes.

Among the project's strengths, it has to be mentioned the high degree of participation of key stakeholders in designing project's activities and in participating at the elaboration of several project's outputs (an example is the transpositions of EU directives into the national legislation or the VET and Employment Strategies consultation meetings in the scope of its drafting process). This has surely increased and stimulated ownership of results.

Another very positive effect of the project was the enhanced cooperation among local stakeholders in the sector. This was particularly visible and commended in the drafting process of the VET strategy, but the other project components have equally benefited from the project capacity to promote dialogue among parties. It is hoped (and quite optimistically expected) that the positive effects of this aspect will continue in the next project phase and that inter-institutional dialogue will be further strengthened.

In terms of policies, the project has been able to cooperate with GoA on a broad number of issues. The Progress Report of the National Strategy for Development and Integration 2007-2013 published in October 2013 highlights positive changes in the employment sector, stating that Albania has continued to implement reforms geared towards creating modern and comprehensive employment services. The report also praises the work of NES regional and local offices in providing job mediation services, thanks to which the employment through mediation has reportedly increased by 21 percent. In spite of that, the report is quite critical on efficiency and performance of the labour market, especially with regard to the regulatory framework of the labour market (relationship between employers and employees, wage-setting and legal framework of employment).

Other reports¹⁴ stress the limited results of job creation measures and Albania's shortcomings compared with the rest of the region in terms of employability of its workforce; the need is highlighted for *addressing barriers to employment creation by firms, removing constraints to employability (particularly those related to skills, including strengthening the education system to promote effective learning)*.

Future priorities should probably be directed towards further strengthening of the NES, through modernization of the information system at the central and regional level, and towards establishing a closer relationship between the skills produced within the education system and those required from the labour market.

Below a table is provided, summarising main lessons learnt.

¹⁴ World Bank, *Albania Policy Briefs*, October 2013.

Lessons learned	Synthesis	Explanation
Lesson learned 1	Readiness and commitment of stakeholders is an essential pre-requisite to the success of any donor-funded interventions.	The project implementation has been delayed, among others, by lack of commitment and understanding from the main institutional beneficiary. It is advisable - before starting any project - to check the political willingness to undertake and support actions favouring the achievement of project's objectives.
Lesson learned 2	Flexibility in project structure and implementation is key to success.	The project has experienced several reformulations, due to continuously changing Government agenda. One of the project's merits has been the capacity to rapidly adapt to these changes, caused by lack of institutional stability – an issue which is frequent in emerging and developing countries.
Lesson learned 3	Improved coordination and dialogue among all stakeholders is <i>per se</i> a valuable result.	The project has been highly effective in engaging into, and promoting, an open and direct dialogue among key stakeholders. This paved the floor to a better coordination among two major institutional stakeholders (the Ministries of Education and Labour) which, in spite of their shared responsibilities in VET policies, had never collaborated before. This is to be considered a special achievement, an unforeseen result.

7.2. Conclusions and Recommendations

7.2.1. Conclusions

The ILO-EU IPA project has been of high strategic relevance for the country, and was aligned with both EU and ILO internal policies and programming documents and GoA development strategies.

The project also contributed to shared stakeholder and ownership in the design of, and reflection on, labour market, employment and VET policies. It produced immediately tangible results, such as the transposition of EU directives into the national legislation. It elaborated a series of tools and materials which - if appropriately used – will further contribute to increase skills of staff working in beneficiary institutions.

Finally, the project has had the undoubted merit of encouraging and increasing dialogue and cooperation between the relevant authorities, and has also promoted communication among the state and the private sector on themes related to OSH, employment and vocational education and training, *inter alia* business associations.

Quite interestingly, the delays in project implementation and the shift of many activities to the second half of 2013 – mid 2014, which had constituted an obstacle and had provoked negative reactions from stakeholders' side, have turned to be a potentially positive element for the achievement of project's objectives, in the new political framework represented by the results of elections and the installation in office of a new Government.

The government programme for the labour and employment sector foresees among others the following¹⁵:

- Creation of 300,000 jobs, of which 40,000 in the manufacturing industry, 12,000 in related sectors, 15,000 in *industries related to the sea*, 155,000 in agriculture and livestock, 62,000 in reforming welfare programmes, 11,000 in the tourism industry and 4,000 in IT;
- Complete reorientation of vocational education towards the market needs, based on the German dual system;
- Extension of VET courses to rural areas, to serve the needs of the agro-processing industry;
- Cooperation with the private sector in public-private partnerships to create schools of higher vocational education;
- Establishment of the National Employment Agency as an autonomous unit with own management and budget, which will be in charge of the modernization of labour offices, the employment insurance system, the incentive programme employment and vocational training;
- Easier access to the labour market by women and persons with disabilities, through *ad hoc* training programmes and courses.

7.2.2. Recommendations

It is expected that the approval by the EUD of the no-cost extension until August 2014, and the above priorities in the labour and employment sector highlighted by the new Albanian government, will bring about a renewed interest and commitment to the project.

The recent agreement concluded with the Ministry of Social Welfare and Youth about the allocation of a project space (or project antenna) in the premises of the ministry can also represent a very favourable opportunity to consolidate the ILO cooperation, adding extended services to the Government, such as *ad hoc* quick expertise and advice on urgent or priority issues, rapid provision of experts on specific themes, etc. In this case the project can develop into a sort of sector policy advice centre.

In this context, the following recommendations are provided with an indication of their degree of priority, concerned stakeholders and resource implications.

Recommendation	Synthesis	Explanation
Recommendation 1:	Re-consider the available project budget and – if needed and appropriate – proceed with a budget extension request with the EUD	Many activities still seem to be in need for further implementation and finalisation, especially in view of the new Government priorities. Addressed to: ILO project staff (revised plans of activities and expenditures) and ILO HQ (negotiations with the Funding Authority). – High Priority – No resources required.

¹⁵ Source: Ministry of Foreign Affairs of Albania, Government Programme, Employment sector, October 2013 http://www.mfa.gov.al/index.php?option=com_content&view=article&id=8916%3Aapunesimi&catid=197%3Azhvillimi-ekonomik&Itemid=125&lang=sq

Recommendation 2:	Analyze new GoA priorities and negotiate with the government the possibility for ILO to further assist it in the labour reform process	It is appropriate to consolidate ILO's experience, position and credibility in the country by increasing and intensifying direct negotiations with the new Government, to identify areas of priority and interests and trying to provide i) flexible mechanisms of quick response to its requests, ii) a long term cooperation in labour issues. Addressed to: ILO HQ and project staff. - High Priority. - No resources required.
Recommendation 3:	Explore possibilities to receive additional financial support from donors for future ILO initiatives.	ILO must be adequately equipped to face possible changes in priorities and objectives of the EU – Albania development agenda. It is therefore advisable to initiate dialogue with other donors from the international community to identify opportunities of funding in ILO priority areas. Addressed to: ILO HQ. – Medium-high priority. – No resources required.

Annexes

Annex 1. ToRs

TERMS OF REFERENCE

FOR THE EVALUATOR

MID-TERM INDEPENDENT EVALUATION OF THE PROJECT

Project Title:	"Human Resources Development in Albania" (European Union IPA 2010 Project on Human Resources Development in Albania)
Lead Office:	ILO DWT/CO-Budapest
Duration:	01 September 2011 – 31 August 2013 (24 months)
Target county:	Albania
Donor agency:	European Commission
Budget:	USD 2,028,177.23 (total eligible cost of the action, with the amount of Euro 2,988,422 approved by the Contracting Authority, however only one instalment received until today)

Main target groups and institutions:

Ministry of Labour, Social Affairs and Equal Opportunities and the Ministry of Education and Science, and their implementing agencies, namely the State Labour Inspectorate, the National Employment Service and the National Agency for Vocational Education and Training and Qualifications; Albanian Workers' and Employers' organizations

Final beneficiaries:

- employers and employees;
- jobseekers and unemployed individuals;
- students, teachers, parents and communities with a stake in the vocational education and training system; and
- the Albanian economy and society as a whole.

I. INTRODUCTION AND RATIONALE FOR EVALUATION

At the end of the implementation period of the EC funded project **"Human Resources Development in Albania" (ILO - EU IPA 2010 Project on Human Resources Development in Albania)**, implemented by the ILO and financed by the European Commission, the ILO is conducting an independent final evaluation of the project in accordance with the ILO Evaluation Policy and donor requirements.

II. BRIEF BACKGROUND ON PROJECT AND CONTEXT

Project summary

Following the indications of the EU Multi-annual Indicative Planning Document (MIPD) 2009-2011, the Ministry of Education and Science, the Ministry of Labour, Social Affairs and Equal Opportunities and their implementing agencies - National Employment Service (NES), National Agency for Vocational Education and Training and Qualifications (NAVETQ) and State Labour Inspectorate (SLI) - jointly prepared at the end of 2009 and beginning of 2010, a project fiche to be financed under IPA 2010 funds. Based on this document, the ILO prepared a fully-fledged implementation plan and signed the Contract No. 2011/268-252 with the Delegation of the European Union to Albania on 24 June 2011.

Development objective of the project:

The overall objective of the project is to have improved labour market functioning and the quality of human capital in Albania.

The project is composed of three main technical components all linked to the improvement of labour market institutions and increasing employability of the Albanian labour force:

Component 1 - Modernisation of the State Labour Inspectorate (SLI);

Component 2 - Modernisation of the National Employment Service (NES);

Component 3 - Vocational Education and Training (VET) Reform.

The ILO - EU IPA 2010 project on Human Resources Development in Albania centres on enhancing the capacity of national institutions to: enforce occupational safety and health regulations, address employment and labour market challenges and improve the skills base of the workforce. The project comprises five components, three of which are technical (Modernization of SLI; Modernization of NES and VET reform) and the other two crosscutting (Project Management and Communication and Publicity).

Project purpose:

Improving the capacity of labour market institutions, mainly the SLI and the NES, and promoting employment by enhancing the employability of Albanian workforce can be considered as the project main purpose.

Planned results:

Component 0: Project Management

Inception phase planned results

- Mobilization of expert team
- Establishment of the Project Steering Committee
- Assessment of what is running in the country for each component
- Draft inception report
- Endorsement of the inception report by the Project SC
- Presentation of the inception report to the EU Delegation in Tirana

Other planned products along the project time span

- Monthly reports
- Mid-term reviews
- Project SC meetings
- Final Independent evaluation
- Final conference
- Draft final report
- Delivery of the final report to the EU Commission

Component 1: Modernization of the State Labour Inspectorate

- Legislation in the field of Occupational Safety and Health (OSH) is adopted in line with the EU *Acquis*;
- The capacity of SLI is enhanced in line with the national OSH strategy and EU principles;
- Improved awareness on OSH by public opinion and employers;
- Strengthened human and technical capacities of the SLI to enforce legislation, cooperate with other inspectorates and institutions and investigate work accidents.

Component 2: Modernization of the National Employment Service

- A gender-sensitive Inter-sectoral Employment Strategy for the period 2013-2020 is endorsed;
- Counselling services are improved within the framework of the new NES service model (three tier service delivered) and staff trained;
- Monitoring and evaluation capacities of the NES are improved with the elaboration of a Quality Assurance System;
- Vulnerable groups receive more effective services to increase their employability;
- The effectiveness and relevance of training is increased and it is based on labour market requirements (NES staff is trained on Skills Needs Analysis and a tracer system is piloted by Vocational Training Centres).

Component 3: Vocational Education and Training (VET) Reform

- A National VET and Lifelong Learning (LLL) Strategy and related Action Plan – focused on multifunctional VET centres, demand-driven vocational qualifications and involvement of the private sector – is approved;
- A media campaign raises awareness on VET and LLL opportunities;

- The Albanian Qualification Framework is further developed and NAVETQ staff at central and local level is trained to effectively implement the Albanian Qualification Framework;
- Recognition of prior learning (RPL) mechanisms are defined and tested;
- A quality assurance system for VET is defined;
- Post-secondary VET programmes are developed – including the design of new curricula in key qualifications/economic sectors.

Component 4: Communication and Visibility

- Project Launching conference: organized in coincidence with the first Project Steering Committee meeting.
- Press office operations (e.g. generating stories for the media; creating Press releases and Press Kits; - organizing regular briefings with journalists; TV and radio coverage)
- Creation and periodical updates of the project's webpage
- Production and dissemination of leaflets
- Production and dissemination of electronic newsletters

Definition of indicators

The Indicators of achievement for monitoring and evaluation as set out in project document are reproduced below.

Specific Objective 1

Capacity of the SLI to enforce OSH rules is strengthened

Indicators of achievement

Output 1.1 - Strategic documents developed

1. The National Strategic Policies document on OSH 2014-2020 submitted for endorsement
2. A 2-year rolling AP for National Strategic Policies document on OSH 2014-2015

Output 1.2 - Legislation in the field of OSH in line with the EU Acquis adopted

3. ToCs are prepared and validated
4. Recommendations for revision of existing or new legislation drafted
5. The number of EU Directives transposed into national legislations

Output 1.3 - Capacity of the SLI staff through training and other tools improved

6. Percentage of total SLI staff trained
7. Training materials cover gender issues
8. Inspectors seconded for a practical training in one of the EU sister organizations
9. 5 bilateral agreements reached with SLI in Europe
10. 6 SLI from the Balkans participate to a conference in order to establish a regional

network

11. Working tools published cover key areas identified by the staff needs assessment
12. Number of trade unions and employers' organisations participating to the seminars with UK TU on the training for Health & Safety representatives

Output 1.4 - Information and communication system of LI developed

13. The database of SLI is developed
14. Reports of Inspectors include data from the system
15. A system software of Central Inspectorate follows the SLI needs implemented

Output 1.5 - Awareness on OSH by public opinion and employers improved

16. Communication strategy in OSH designed and endorsed by the SLI
17. Number of participants to the information events on OSH
18. National campaign on selected subject of OSH performed
19. Type and number of information materials on OSH disseminated

Specific Objective 2

Capacity of the National Employment Service in combating against unemployment enhanced

Indicators of achievement

Output 2.1 - Policy framework developed

1. A gender sensitive Inter-sectoral Employment Strategy 2013-2020 endorsed
2. The number of NES staff trained on Management by Objectives
3. The number of NES staff exposed to the best practices and EU standards
4. Job descriptions include performance indicators for all NES staff included in the QA system
5. Performance Appraisal system in place
6. Number of regional training workshops are organized to train staff of the NES Regional and Local Offices on conducting Skills Needs Analysis
7. Number of legal and administrative acts implemented

Output 2.2 - Counselling services and Vocational Training

8. NES service model handbook endorsed and published
9. Number of NES officials trained on counselling through the new service model training programme
10. Screening system for unemployed in place in all NES offices
11. Tiered system in place in all NES offices
12. Individual employment plan used for recording the agreed pathways with jobseekers
13. Basic information available to job-seekers on line and in leaflets
14. Number of Counsellors and other NES staff trained on counselling services
15. A tracer system designed and implemented for students of the VET Centres

Specific Objective 3

To improve the capacity of the VET system to provide Labour Market with skilled work force

Indicators of achievement

Output 3.1 - Strategic documents issued

1. VET and LLL Strategy 2013-2020 endorsed
2. Number of legal and administrative acts approved
3. Number of participants to the conference on LLL
4. Number of participants to the regional round-tables to promote VET and LLL
5. Number of leaflets and media broadcastings produced

Output 3.2 - Albanian Qualification Framework further developed

1. Number of participants to ToT on AQF
2. QA system drafted
3. Number of recommendations on the Credit Transfer System for Albania
4. Recognition of prior learning mechanism are tested in at least three economic sectors and for up to 5 qualifications

Output 3.3 - Post secondary strategy elaborated and implemented

1. Implementation plan of Post-Secondary VET programmes issued
2. Number of participants to a study visit on Post Secondary to an EU country
3. Feasibility study on post-secondary VET system conducted and measures presented in 5 information workshops
4. Four frame curricula (one per economic sector) designed
5. Methodology for employability assessment of post VET training and tracer studies available

III. PURPOSE, SCOPE AND BENEFICIARIES OF THE EVALUATION

The purpose of the evaluation is:

- To assess the coherence and relevance of the project's general and specific objectives regarding the situation of the Albanian labour conditions, employment services and education and training systems;
- To assess the implemented activities and respective results achieved and their efficiency and effectiveness with regard to indicators of achievements defined for each Component of the project;
- To identify main success aspects of the project and the problems encountered during its implementation, as well as the means undertaken by the contracted agency to overcome these problems;
- To document lessons learned and good practices for future wider dissemination;
- To develop recommendations for similar interventions in the future.

The evaluation covers the whole period and entire scope of the implementation of the project.

It will serve the following - external and internal – beneficiaries' groups:

- ILO tripartite constituents, including direct beneficiaries of the project action;
- Other national counterparts;
- The Donor;
- ILO DWT/CO-Budapest and Headquarters;
- Project staff.

IV. EVALUATION QUESTIONS

The evaluation will address the following aspects of the project:

1) Relevance and rationale of the project:

- How does the project approach fit the on-going trends and patterns of labour market functioning and quality of human capital in Albania?
- How do the project objectives fit under the Decent Work Country Programme for Albania?
 - To what extent were the general and specific objectives coherently defined and adapted to the Albanian context?
- Does the project handle accurately the on-going changes occurred during the project implementation?

2) Effectiveness of the project (outcomes):

- What progress has the project made towards achieving its planned outcomes?
- How did the project contribute to the improvement of strategies and systems pertaining to human capital and the labour market functioning?
- To what extent did the project support the planned technical assistance to the beneficiaries according to the project objectives in the different Components (1 to 3)?
- How have constituents been involved in the implementation? Which is the level of satisfaction of the constituents with the quality of policy documents, studies, technical tools, technical advice, capacity building and other activities, delivered by the project?
- Has the project contributed to the achievements of the objectives formulated under the Decent Work Country Programme?

- Have there been any resulting changes in constituents' capacities?

3) Effectiveness of the overall project management approach:

- Were the management arrangements effective? What were the most successful practices adopted in this scope and the main problems found?
- What was the division of work tasks within the project team and has the use of local skills been effective?
- Has the project received adequate technical and administrative support from the ILO and partners?
- Has the choice of partners been effective in terms of them being in a position to support the project and promote its products/results?
- How did the project overcome the most difficult problems in its implementation? How successful were these strategies? If yes, in which sense did they succeed?

4) Efficiency:

- How were the available resources (staffing, time, skills and knowledge) used during project inception and implementation phases? Have they been used in an efficient manner? How were the main success elements and main problems encountered?

5) Sustainability and impact:

- What is the likelihood of sustainability of outcomes?
 - a) Institutional level: How will structures allowing the activities to continue be in place at the end of the action? Will there be local ownership of action outcomes? Are the national partners able to continue implementing the adopted strategies and initiatives after the project completion?
 - b) Policy level: What structural impact will the action have? Will it lead to improved legislation, codes of conduct, methods, etc.?
 - c) The financial aspect: How will activities and/or management structures be financed when the project ends? Is there any planning about these questions?
- What more should be done to improve sustainability?

6) Lessons learned:

- What are the main lessons learned, good practices, innovations? Can some examples be identified and disseminated?
- To what extent are the best practices documented and shared with the broader community?
- Are there any areas where difficulties have been experienced? What are the reasons?
- Are there any alternative strategies both in managerial aspects and technical assistance which would have been more effective?

7) Recommendations:

- Are there any suggestions, recommendations for the follow up activities?
- What would be the most appropriate next steps?

Note: OECD/DAC Criteria for Evaluating Development Assistance will be used to interpret the answers to the evaluation questions.

V. METHODOLOGY

Document Review: The evaluator will review project background materials before conducting any interviews or trips to the country, including:

- Project Document (original and revised ones)
- ILO Decent Work Country Programme in Albania
- Work plans (original and revised ones)
- Logframes (original and revised ones)
- Steering Committee meeting minutes
- TORs and Calls for Expression of Interest
- Progress reports (monthly, interim reports and annual report)
- Reports on specific activities (summary notes, minutes of meetings)
- Any surveys, studies, analytical papers produced
- Training curricula and evaluation documents (e.g. summary of evaluation questionnaires)
- Publications and promotion materials
- Project's website (www.ipa-hrd.al)

Planning Briefing: The evaluator will have an initial consultation with the ILO specialists and support staff in Budapest, Tirana and Geneva. The objective of the consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, outline of the inception and final report. Following the initial briefing, the desk review and the inception report, the evaluator will have a mission to

Tirana/Albania and have meetings with constituents/stakeholders together with an Albanian interpreter supporting the process.

Individual Interviews and/or Group Interviews: Individual or group interviews will be conducted with the following:

- a) Project Staff (TC Project Team in Tirana)
- b) ILO DWT/CO-Budapest Senior Employment Specialist
- c) ILO Headquarters technical departments (phone interviews, e.g. PARDEV, LAB/ADMIN and SKILLS)
- d) Interviews with national counterparts (government, public institutions, social partners, etc);
- e) Interviews of direct and indirect beneficiaries;
- f) Other donor agencies working in the relevant fields.

Interviews: The evaluator will visit the project implementation partners in Tirana. Meetings will be scheduled and organized by the Project Team in Tirana in advance of the evaluator's visits, in accordance with the evaluator's requests (to be received at least with 3 days in advance to the visit) and consistent with these Terms of Reference.

Debriefing: Upon completion of the missions, the evaluator will provide a debriefing to the Project team, ILO/Budapest and HQ on the evaluation findings, conclusions and recommendations either in via telephone or Skype conference, as appropriate. The draft report will subsequently be shared with ILO constituents for comment.

Post-Trip Debriefing: Upon completion of the report, the evaluator will provide a debriefing to the ILO/Budapest on the evaluation findings, conclusions and recommendations (possibly, by telephone/or on Skype).

VI. MAIN OUTPUTS (DELIVERABLES)

- A. Inception Report in English (in electronic format);
- B. Initial Draft Report in English (in electronic format);
- C. Final Report in English (in electronic format);
- D. Translation of the Final Report into Albanian (provided by the project).

Inception Report: The evaluator will draft an Inception Report, which should describe, provide reflection and fine-tuning of the following issues:

- administrative information
- purpose, scope and beneficiaries of the evaluation
- evaluation criteria and questions
- methodology
- main deliverables
- management arrangements and work plan.

The report should be short but exhaustive, not exceeding 5 pages.

Suggested Report Format for the Final Report

The final version of the report will follow the below format and be no more than 10,000-12,500 word (approx. 20-25 pages) in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary¹⁶
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Status of outcomes
9. Overall findings, conclusions and recommendations¹⁷
10. Annexes (list of interviews, meetings' notes, relevant country information, policies, regulations or any other documents demonstrating the impact of the project)

VII. MANAGEMENT ARRANGEMENTS

Interpretation during the interviews in Albania will be provided by an interpreter, if necessary.

REQUIREMENTS

The evaluator will have experience in the evaluation of development interventions, expertise in the subject matter, an understanding of the ILO's tripartite culture, and knowledge of the region and Albania. He/she will be guided by high professional standards and principles of integrity in accordance with the guiding principles of the International evaluation professionals associations. The evaluator should have an advanced degree in social sciences, proven expertise on evaluation methods, and knowledge about labour market issues and the ILO approach. Full command of English will be required.

¹⁶ **The Executive Summary should include:** a brief description of the subject being evaluated; the context, present situation, and description of the subject *vis-à-vis* other related matters; the purpose of the evaluation; the objectives of the evaluation; the intended audience of the report; a short description of the methodology, including *rationale* for the choice of methodology, data sources used, data collection and analysis methods used, and major limitations; the most important findings and conclusions; main recommendations.

¹⁷ Please present recommendations in a concise and numbered list, to facilitate follow-up and entry into the evaluation database. A detailed checklist for the preparation of the evaluation report can be reached at: http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

The final selection of the evaluator will be based on a short list of candidates from the Evaluation Manager/DWT/CO Budapest, prepared in consultations with the ILO technical specialists and approved by the Evaluation Focal Point in the ILO/EUROPE. The final selection is subject to approval by EVAL/HQ.

ROLES AND RESPONSIBILITIES

The External Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Prepare an inception report
- Develop and implement the assessment methodology (i.e. conduct interviews, review documents) to answer the assessment questions.
- Conduct preparatory consultations with the ILO (with whom?) prior to the assessment mission.
- Conduct field research, interviews, as appropriate and collect information according to the suggested format.
- Prepare an initial draft of the assessment report with input from ILO specialists and constituents/stakeholders.
- Conduct briefing on findings, conclusions and recommendation of the assessment.
- Prepare the final report based on the ILO and constituents feedback obtained on the draft report.

The ILO DWT/CO-Budapest Evaluation Manager is responsible for:

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, Regional Evaluation Focal Point, ILO/ RO/EUROPE and EVAL for final selection;
- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators;
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Team Leader in Tirana in consultation with the Project Technical Backstopper is responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced;
- Reviewing and providing comments on the inception report;
- Participating in preparatory briefing prior to the assessment mission to Tirana;
- Scheduling all meetings and interviews for the mission in Tirana;
- Ensuring necessary logistical arrangements for the mission in Tirana (hotel reservations, travel, interpretation);
- Reviewing and providing comments on the initial draft report;
- Participating in debriefing on findings, conclusions, and recommendations;
- Making sure appropriate follow-up action is taken.

TIMEFRAME

The following is a tentative schedule of tasks and anticipated duration of each for the Evaluator:

- Preparation (desk research, study of project documents) - **3 days**
- Preparation of interview guides, refinement of evaluation questions, inception report - **4 days**
- Interviews with constituents/stakeholders, project partners in Tirana together with local evaluator – **5 days**
- Report writing – **9 days**
- Report finalization – **4 days.**

(A total of 25 workdays plus travel (travel cost and UN DSA) for the work of the External Evaluator).

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager in consultation with project manager/coordinator	
Sharing the TOR with all concerned for	Evaluation Manager	

Task	Responsible person	Time frame
comments/inputs		
Finalization of the TOR	Evaluation Manager	
Approval of the TOR	EVAL at ILO HQ	
Selection of consultant and finalization	Director, DWT/CO Budapest and Evaluation Manager/ EUROPE	
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project Team/Team Leader Tirana	
Excoll contract based on the TOR prepared/signed	Evaluation Manager	
Brief evaluator on ILO evaluation policy	Evaluation Manager	
Evaluation Mission	Evaluator	
Drafting of evaluation report and submitting it to the Evaluation Manager	Evaluator	
Sharing the draft report to all concerned for comments	Evaluation Manager	
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	
Finalisation of the report	Evaluator	
Review of the final report	Evaluation Manager	
Submission of the final report to EVAL	Evaluation Manager	

Annex 2. Evaluation Questions

The table below provides an identification of issues, method of analysis and indicators for each evaluation criteria.

Evaluation criteria	Questions (ToRs)	Issues	Methods	Indicators for evaluation criteria
Relevance	<p>How does the project approach fit the on-going trends and patterns of labour market functioning and quality of human capital in Albania?</p> <p>How do the project objectives fit under the ILO Decent Work Country Programme for Albania and broader development frameworks (e.g., DaO, UNDAF)?</p> <p>How do the project objectives respond to EU priorities in Albania in the context of the EC recommendation of October 2012 that Albania be granted EU candidate status?</p> <p>To what extent were the general and specific objectives coherently defined and adapted to the Albanian context?</p> <p>Did the project handle accurately the on-going changes occurred during the project implementation?</p>	<p>Compliance with ILO and EU strategy papers and investment plans</p> <p>Compliance with national strategies</p> <p>Complementarities with other programmes</p> <p>Programme objectives properly address country's needs</p>	<p>Analysis of documentation</p> <p>Interviews with ILO national officers and local project stakeholders</p>	<p>Degree of compliance, complementarities and focus</p>
Effectiveness	<p>What progress has the project made towards achieving its planned outcomes? Has the capacity of the State Labour Inspection been strengthened as a result of the project activities? Has the capacity of the National Employment Service in combating against unemployment been enhanced? Has the VET system been reformed and the employability of workforce been improved?</p>	<p>Achievement of projects result</p> <p>Achievements of project results</p> <p>Achievement of</p>	<p>Analysis of documentation</p> <p>Interviews to countries' stakeholders</p> <p>Statistics, data</p>	<p>Training satisfaction</p> <p>Progress in OSH legislation</p> <p>Quality of documents produced (2 strategies, New Service Model,</p>

	<p>How did the project contribute to the improvement of strategies and systems pertaining to human capital and the labour market functioning?</p> <p>To what extent did the project support the planned technical assistance to the beneficiaries according to the project objectives in the different Components (1 to 3)?</p> <p>How have constituents been involved in the implementation? Which is the level of satisfaction of the constituents with the quality of policy documents, studies, technical tools, technical advice, capacity building and other activities, delivered by the project?</p> <p>Has the project contributed to the achievements of the objectives formulated under the Decent Work Country Programme?</p> <p>Were the management arrangements effective? What were the most successful practices adopted in this scope and the main problems found?</p> <p>What was the division of work tasks within the project team and has the use of local skills been effective?</p> <p>Has the project received adequate technical and administrative support from the ILO, EU and partners?</p> <p>Has the choice of partners been effective in terms of them being in a position to support the project and promote its products/results?</p> <p>How did the project overcome the</p>	projects result		<p>handbooks)</p> <p>New or better services developed and delivered</p>
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	most difficult problems in its implementation? How successful were these strategies? If yes, in which sense did they succeed?			
Efficiency	<p>How were the available resources (staffing, time, skills and knowledge) used during project inception and implementation phases?</p> <p>Have they been used in an efficient manner?</p> <p>How were the main success elements and main problems encountered?</p>	<p>Timely operations (Deployment of experts, budgeting and activities implementation, financial and progress reporting, monitoring)</p> <p>Technical assistance to stakeholders</p> <p>Optimal financial management</p> <p>Effective monitoring</p> <p>ILO and EU procedures are respected</p> <p>Achievement (project outputs)</p>	<p>Analysis of documentation</p> <p>Interviews with staff, national officers and other programmes staff, site visits (if needed)</p>	<p>Implementation time schedule compared to plan</p> <p>Resources devoted</p> <p>Quality of trainings</p> <p>Quality of documentation produced by project-related institutions</p> <p>Quality of financial documentation, audit reports</p> <p>Quantitative and qualitative assessment</p> <p>Analysis of compliance and qualitative assessment</p> <p>Quantitative (based on plan and reports) and qualitative assessment</p>
Sustainability and Impact	<p>What is the likelihood of sustainability of outcomes?</p> <p>a) Institutional level: How will structures allowing the activities to continue be in place at the end of the action? Will there be local ownership of action outcomes? Are the national partners able to continue implementing the adopted strategies and initiatives after the project completion?</p> <p>b) Policy level: What structural</p>	<p>Durability of established institutions</p> <p>Use of training material and other materials</p>	<p>Interviews to national stakeholders and ILO staff</p> <p>Analysis of materials, interviews</p>	<p>Long term perspectives (legislation plans, strategies etc.)</p> <p>Training and new approaches incorporated into routine practices</p> <p>Stakeholder institutions' strategic plans</p> <p>State Budget allocations to stakeholder</p>

	<p>impact will the action have? Will it lead to improved legislation, codes of conduct, methods, etc.?</p> <p>c) The financial aspect: How will activities and/or management structures be financed when the project ends? Is there any planning about these questions?</p> <p>What more should be done to improve sustainability?</p>			institutions
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Annex 3. Lessons learned

The chapter on lessons learned made use of the following elements:

criteria	Questions (ToRs)	Issues	Methods	Indicators for evaluation criteria
Lessons learned	<p>What are the main lessons learned, good practices, innovations? Can some examples be identified and disseminated?</p> <p>Are there any areas where difficulties have been experienced? What are the reasons?</p> <p>Are there any alternative strategies both in managerial aspects and technical assistance which would have been more effective?</p>	<p>Dissemination examples</p> <p>Level of awareness of the relevant institutions/entities and of other stakeholders</p> <p>Awareness of the broader public</p> <p>Main difficulties</p>	<p>Interviews to national stakeholders and EU and ILO staff</p>	<p>Level of satisfaction of beneficiaries and other stakeholders</p> <p>Applicability to different contexts and situations</p>

Annex 4. Mission Schedule

The schedule proposed in the ToRs is further detailed as follows.

Action	Description	Foreseen No. of days	Date
Preparation (desk research, study of project documents)	Interviews to DWT/CO Budapest staff involved in the project	2	1-4 August 2013
Preparation of interview guides, refinement of evaluation questions	Review of key project documents	2	5-6 August 2013
Field visit 1	Interviews with constituents/stakeholders, project partners in Tirana	3	12-14 August 2013
Inception report	Draft inception report with hypotheses and individual evaluation questions	2	13-15 August 2013
Field visit 2	Visits to project sites, interviews to stakeholders and beneficiaries (including new Government officials), gathering of additional information	3	23-26 September 2013
Report drafting	Submission of the draft report to the Evaluation Manager	9	October 2013
Comments and feedback	The draft report is circulated internally for comments and feedback. These are consolidated and sent to the evaluator.	n.a.	October 2013
Final report	Finalisation of the report, embedding the comments.	4	October 2013
Total days		25	

Annex 5. List of meetings

1 August 2013	11:30 Phone interview with Cristina Mihes, ILO Budapest
2 August 2013	13:30 Phone interview with Natalia Popova, ILO Budapest
5 August 2013	16:00 Phone interview with Ovidiu Jurca, ILO Budapest
12 August 2013	<p>9.30 Meeting at IPA Project Premises with Maria do Carmo Gomes, Team Leader and Comp. III Coordinator,</p> <p>10:15 Meeting at IPA Project Premises with Ivan Majer, Comp. I Coordinator</p> <p>11:00 Meeting at IPA Project Premises with Ylli Cabiri, Comp. II Coordinator</p> <p>11:45 Meeting at IPA Project Premises with all the IPA Project Team.</p> <p>13:00 Meeting at ILO National Coordinator's Office, Alfred Topi, National ILO Coordinator (TBC)</p> <p>14:30 Meeting at the Delegation of the EU, with Xheni Sinakoli, Project Manager (Begeot on holiday from 7th-17th August)</p> <p>15:45 Meeting at Austrian Development Cooperation offices, Florenc Qosja, Deputy Head of Office</p>
13 August 2013	<p>9.30 Meeting at Ministry of Labour, with Kastriot Sulka, Deputy Minister of Labour, Social Affairs and Equal Opportunities</p> <p>12:15 Meeting at AADF, with Ian Schneider, Executive Director</p> <p>14:00 Meeting at NES with Brikena Nallbani/Neshat Zeneli Directors of Departments of NES</p> <p>15:30 Meeting at IPA project offices, with Frosina Gjino, Deputy Director Of Labour Inspectorate</p> <p>16:30 Debriefing with ILO-EU IPA project Team</p>
23 September 2013	<p>10.30 Meeting at NES offices with Brikena Nallbani, Director of Department.</p> <p>11.45 Meeting at NAVETQ offices with Ilir Kalemaj, Director.</p>
24 September 2013	<p>9.00 Meeting at IPA Project Premises with Natalia Popova, ILO Budapest Senior Specialist and the IPA project team.</p> <p>10.30 Meeting at IPA 2010 Project Premises with Sherif Bulku, Social Partners' representative (collaborating under Component I).</p> <p>11:30 Meeting at EU Delegation Premises with Francois Bégeot, Head of Section II - Operations.</p> <p>12.30 Meeting at IPA 2010 Project offices, with Bardhi Sejdarasi, Business Albania.</p> <p>14.00 Meeting at Ministry of Health, with Eralda Mariani, Public Health Officer.</p> <p>15.30 Meeting at Ministry of Education and Sciences, with Dorina Rapti, Head of VET and Adult Training Sector.</p>
25 September 2013	<p>9.00 Meeting at GIZ Offices, with Sabine Hartig, Programme Director for VET and HRD.</p> <p>14.30 Meeting g at IPA 2010 Project Premises with Altin Fuga, Director at Ministry of European Integration.</p>

26 September 2013

09.00 Meeting at Swisscontact offices, Matthias Jaeger, Programme Coordinator (TBC)

10.30 Debriefing Meeting with the staff of the ILO -EU IPA 2010 Project on HRD in Albania.

14.00 Meeting with DACH+ and EU/ILO/IPA (Donors' meeting)

ANNEX 6. Differences between the expected and the actual plans, for each of the three components of the project

Component 1: Modernisation of the State Labour Inspectorate –Timeline (original)

		2011										2012												2013											
		03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10		
1.1.1	Labour Inspection Strategy																																		
1.1.2	Action plan 2012-201																																		
1.1.3	Human Resources strategy																																		
1.2.1	Table of Concordance(ToC) for Directives on OSH																																		
1.2.2	Recommendations for revision of existing or new legislation																																		
1.2.3	Technical assistance in drafting new legislation																																		
1.3.1	Training																																		
1.3.2	Cooperation with the international community																																		
1.3.3	Working tools																																		
1.3.4	Strengthening social dialogue																																		
1.4	Creation of an information system of LI																																		
1.5	Improved awareness on OSH by public opinion and employers																																		

Component 1: Modernisation of the State Labour Inspectorate - Timeline (revised September 2013)

Output	Activities	2013				2014							
		September	October	November	December	January	February	March	April	May	June	July	August
1.1	Development of strategic documents												
1.1.1	National OSH Strategy 2014-2020												
	<i>WG training, 15 persons, 1 day</i>												
	<i>WG meetings, 10 meetings</i>												
	<i>Consultation Process</i>												
	<i>Seminar on National OSH Strategy</i>												
1.1.2	Action Plan of National OSH Strategy												
	<i>WG meetings, 3 meetings</i>												
	<i>Consultation Process</i>												
1.2	Adoption of legislation in the field of OSH												
1.2.1	Tables of Concordance												
1.2.2	Recommendation on form of Regulation												
1.2.3	Technical assistance on drafting Regulations												
Dir 11	<i>Transposition of Directive 90/269/EEC and Draft Regulation on Manual handling of loads</i>												
	<i>Introductory seminar + WG 2 days</i>												
	<i>Development of the Draft regulation</i>												
	<i>WG Meeting on verification, 3 days</i>												
	<i>Submission of the Draft regulation</i>												
Dir 12	<i>Transposition of Directive 90/270/EEC and Draft Regulation on Display screen equipment</i>												

	Introductory seminar + WG 2 days												
	Development of the Draft regulation												
	WG Meeting on verification, 3 days												
	Submission of the Draft regulation												
Dir 13	Transposition of Directive 1999/92/EC and Draft Regulation on explosive atmospheres												
	Introductory seminar + WG 2 days												
	Development of the Draft regulation												
	WG Meeting on verification, 3 days												
	Submission of the Draft regulation												
Dir 14	Transposition of Directive 93/103/EEC and Draft Regulation on Fishing vessels												
	Introductory seminar + WG 2 days												
	Development of the Draft regulation												
	WG Meeting on verification, 3 days												
	Submission of the Draft regulation												
Dir 15	Transposition of Directive 92/91/EEC and Draft Regulation on mineral extracting through drilling												
	Introductory seminar + WG 2 days												
	Development of the Draft regulation												
	WG Meeting on verification, 3 days												
	Submission of the Draft regulation												
Dir 16	Transposition of Directive 92/104/EEC and Draft Regulation on Surface and underground extracting												
	Introductory seminar + WG 2 days												

	Development of the Draft regulation												
	WG Meeting on verification, 3 days												
	Submission of the Draft regulation												
Dir 17	Transposition of Directive 92/85/EEC and Draft Regulation on Pregnant workers												
	Introductory seminar + WG 2 days												
	Development of the Draft regulation												
	WG Meeting on verification, 3 days												
	Submission of the Draft regulation												
1.3	Capacity Improvement of the SLI staff												
1.3.1	Training												
	Training of trainers - OSH enforcement, 3 days												
	Training of trainers - Investigation of accidents, 3 days												
	Training of trainers - Chemical agents, 3 days												
	Training of trainers - Physical agents, 3 days												
	Training of trainers - Manual handling, 3 days												
	Training of Labour inspectors, 3 events per 2 days												
	Training of Labour inspectors, 3 events per 2 days												
	Follow up trainings for inspectors, 12 trainings / 1 day												
1.3.2	Cooperation with the international community												
	Official journey - bilateral cooperation with Italy												

	<i>Official journey - bilateral cooperation with Montenegro</i>												
	<i>Official journey - bilateral cooperation with Kosovo</i>												
	<i>Official journey - bilateral cooperation with Bulgaria</i>												
	<i>Official journey - bilateral cooperation with Croatia</i>												
	<i>Contracting external service for Conference</i>												
	<i>Regional Conference on Labour Inspection - RALI</i>												
	<i>Preparation of Study Visit</i>												
	<i>Study visit of 10 inspectors to Italy, Job shadowing</i>												
1.3.3	Working tools												
	<i>Development of Manual - checklists for labour insp.</i>												
	<i>WG meetings on verification of Manual</i>												
	<i>Development of Manual 2 - Guideline Agriculture</i>												
	<i>WG meetings on verification of Manual 2</i>												
	<i>Translation of EU, ILO publications</i>												
1.3.3	Strengthening social Dialogue												
	<i>Round table of social partners</i>												
1.4	Development of information system												
1.4.1	Development of information databases												
	<i>Analysis and development of information system</i>												
	<i>WG meetings - verification(3)</i>												
	<i>Confirmation process</i>												
1.4.2	Creation of information												

	system software												
	<i>Contracting external supplier</i>												
	<i>Development of the software</i>												
1.4.3	Training on information system of regional staff												
	<i>Training of inspectors on using Information system</i>												
1.5	Improvement awareness on OSH in Public												
1.5.1	Communication strategy on OSH												
	<i>Analysis and development of communication strategy</i>												
	<i>WG meetings - verification(2)</i>												
	<i>Confirmation process</i>												
	<i>Training on application of communication strategy</i>												
1.5.3	National Campaign on OSH												
	<i>Contracting External supplier</i>												
	<i>WG meeting - preparation of campaign materials</i>												
	<i>Final Campaign Conference</i>												
	<i>Contracting External supplier II.</i>												
	<i>WG meeting - preparation of campaign materials II</i>												
	<i>Final Campaign event II</i>												

Component 2: Modernisation of the National Employment Service - Timeline (original)

		2011											2012											2013										
		03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	
2.1.1	Strategy on Employment and Training 2013-2020																																	
2.1.2	Adult learning Strategy																																	
2.1.3	Capacity building of NES																																	
2.1.4	Decentralisation																																	
2.2.1	Reorganization of the front desk services																																	
2.2.2	Reorganization of the counseling services																																	
2.2.3	Training on job counseling																																	
2.2.4	New Active Labour Market Policies implemented in all NES Offices																																	
2.2.5	Vocational Training																																	

Component 2: Modernisation of the National Employment Service - Timeline (revised September 2013)

Output	Activities	2013				2014							
		September	October	November	December	January	February	March	April	May	June	July	August
	<i>Informing the new administration on the Component 2</i>												
	<i>Formal coordination meetings with local counterpart</i>												
2.1	POLICY FRAMEWORK												
2.1.1	Inter-sectoral Employment Strategy 2013-2020												
	<i>Provision of harmonized labour market data</i>												
	<i>Updating strategic document</i>												
	<i>Consultation Process</i>												
	<i>Meeting 3, Tirana</i>												
	<i>Meeting 4, Gjirokastra</i>												
	<i>Meeting 5 Tirana (national event)</i>												
	<i>Final document</i>												
	<i>Formal Approval</i>												
	<i>Drafting proposals for legal and regulatory framework improvements</i>												
2.1.3	QA System (harmonized with New Service Model)												
	<i>Drafting QA model</i>												
	<i>Round table for technical discussion on QA model</i>												
	<i>Finalizing QA Handbook</i>												
	<i>Formal Approval by local counterpart</i>												

	<i>Drafting Minister Order for the implementation of the QA model</i>												
	<i>Training in QA model</i>												
	<i>Training 1, Tirana</i>												
	<i>Training 2, Shkodra</i>												
	<i>Training 3, Elbasani</i>												
	<i>Training 4, Gjirokastra</i>												
	<i>TA in NES and REOs for the implementation of QA model</i>												
	<i>Drafting proposals for legal and regulatory framework improvements</i>												
	<i>Translating and Printing Handbook</i>												
	<i>National Event on QA system (coordinated with NSM)</i>												
2.2.	Counselling Services and other ALMP improved												
2.2.1/2	Reorganising front-desk counselling (New service Model harmonized with QA system)												
	<i>Final draft of Handbook of NSM considering ILO comments</i>												
	<i>Implementation of the pilot model in Durres RED</i>												
	<i>Finalization of Handbook</i>												
	<i>Translating and publishing Handbook</i>												
	<i>Trainings on NSM</i>												
	<i>Training Course 1</i>												
	<i>Training Course 2</i>												
	<i>Training Course 3</i>												
	<i>Training Course 4</i>												
	<i>TA in NES and REDs for implementing NSM principals</i>												
	<i>Drafting financial costs for extending NSM in each Region</i>												

	National Event on QA system (coordinated with QA system)												
2.2.4	Tracer System												
	Software purchase												
	Implementation Phase 1: Pilot case in TIR and Elbasan VTCs												
	Formal Training of pilot VTC												
	Implementation of the pilot VTC												
	On the job training about piloting the TS in the VTC												
	Drafting TS report for Pilot												
	Final version of Handbook												
	Implementation Phase 2: all VTCs												
	Minister Order: TS in all VTCs												
	Regional formal Trainings												
	Training 1, Tirana												
	Training 2, Shkodra												
	Training 3, Elbasan												
	Training 4, Gjirokastra												
	On the job training about piloting the TS in the VTC												
	Assisting VTCs on finalizing TS reports												
	Implementation Phase 3: Impacting VT System												
	Drafting methodology on impacting VT system by TS reports												
	NES formal training: Impacting VT system by TS												
	Final Tracer Report by NES												
	Final version of Handbook												
	Printing Handbook												
	National Events on TS												

2.2.4	Training on SNA												
	<i>Translating and Printing SNA studies</i>												

Component 3- Vocational Education and Training (VET) Reform - Timeline (original)

		2011										2012												2013									
		03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10
3.1.1	Updating the existing VET strategy:																																
3.1.2	Lifelong Learning (LLL) Strategy																																
3.2.1	Further enhancement of the AQF																																
3.2.3	Credit Transfer System																																
3.2.4	Validation of prior learning mechanisms																																
3.3.1	Post secondary: Feasibility study																																
3.3.2	Post secondary: Curricula development																																
3.4.1	PPP - Feasibility study																																
3.4.2	PPP: Draft Strategy																																

Component 3- Vocational Education and Training (VET) Reform - Timeline (revised September 2013)

Output	Activities	2013				2014							
		September	October	November	December	January	February	March	April	May	June	July	August
3.1	POLICY FRAMEWORK												
3.1.1	VET & LLL Strategy												
	<i>5th VET WG meeting (final consultation meeting)</i>												
	<i>Preparation of the final draft document</i>												
	<i>Validation event</i>												
	<i>Final document</i>												
	<i>Formal Approval</i>												
3.1.3	Conference on VET and LLL												
	<i>Logistical arrangements</i>												
	<i>Participant's travels and accommodations</i>												
3.1.4	Media campaign on VET												
	<i>Re-opening of the RfP</i>												
	<i>New RfP process and assessment</i>												
	<i>Contracting Media company</i>												
	<i>Production of the campaign</i>												
	<i>Launching of the national campaign</i>												
3.2	ALBANIAN QUALIFICATION FRAMEWORK												
3.2.1	ToT to NAVETQ staff												
	<i>Preparation of the Training (training needs analysis)</i>												
	<i>Contracting an ECC as</i>												

	<i>trainer to deliver the actions</i>												
	<i>Training Course 1 - RPL mechanisms</i>												
	<i>Training Course 2 - Qualification standards</i>												
	<i>Training Course 3 - QA and ECVET</i>												
	<i>Printing Materials</i>												
3.2.2	QA system for VET and LLL												
	<i>International Expert contracting</i>												
	<i>Technical assistance to design the QA system</i>												
	<i>Official approval by the beneficiaries</i>												
	<i>Publishing of the QA system manual</i>												
3.2.3	Recommendation on Credit Transfer System												
	<i>Local Expert contracting</i>												
	<i>TA and final validation workshop</i>												
	<i>Final document on Recommendations</i>												
	<i>Official approval by the beneficiaries</i>												
3.2.4	RPL mechanisms for up to 5 qualifications												
	<i>International Expert contracting</i>												
	<i>TA for defining the RPL methodology</i>												
	<i>TA for drafting the occupational profiles</i>												
	<i>TA for drafting the competences base standards</i>												
	<i>Piloting of the methodology</i>												

	<i>for 1 qualification</i>												
	<i>Report on the piloting exercise</i>												
	<i>Final document on the methodology and standards</i>												
	<i>Official approval by the beneficiaries</i>												
3.3	POST-SECONDARY VET EXPANSION												
3.3.1	Plan for Post-secondary VET implementation												
	<i>Final workshop for validation of the Plan</i>												
	<i>Publishing of the report (??)</i>												
3.3.4	Four frame curricula												
	<i>International Expert contracting</i>												
	<i>Meetings of the Sectoral Councils (WG)</i>												
	<i>TA for drafting the occupational profiles</i>												
	<i>TA for drafting the curricula</i>												
	<i>Final version of the curricula delivered</i>												
	<i>Official approval by the beneficiaries</i>												