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# Report

# Assessment of the setting for the exit phase AlbVET

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# 1. Executive Summary

SDC has supported vocational education and training (VET) projects in Albania since 1994, and VET represents one of the cornerstones in the Swiss Country Programme in Albania.

As foreseen in the Credit Proposal and Project Document, SDC has mandated a mission of an international and a national consultant to support the design of an exit phase of Swiss VET support to Albania. The mission was asked to describe modalities and potentials, and to develop proposals to SDC on how the organisational setup of an exit phase of AlbVET should be shaped. The mission had 5 days to discuss with local stakeholders and to assess the current situation. Unfortunately access to decision makers of the Ministry of Education and Science and the Ministry of Labour was limited.

Basically it can be said that the *AlbVET project in particular and the Swiss* contribution to the Albanian VET sector in general is highly appreciated and has a very high recognition by all partners. Despite some components still are in a development stage, the results are highly regarded. The implementation of the project so far has not introduced any exit strategies or measures. In addition, measures that have been taken to ensure localisation – the hiring of a local project manger – has been suspended by dismissing the local project manager early 2010.

Based on the frame given by the planning platform paper, the ProDoc describes *three scenarios* for the transition to the exit phase of the AlbVET project by mid 2011. The mission discussed and validated these scenarios, and the TL concluded that in the current context *none of them provided an ideal solution to satisfy all considerations* that had to be taken into account.

The **scenarios 1 & 3** described in the project Document seem to be the not feasible, mainly due to time constraints and increased complexity, but also because of a high risk of loosing the expertise, capacities and networks build over the past years.

The **best option is to follow the scenario 2**, and to take up additional elements. It would mean that the existing set-up would be continued, with the difference that the **role of an Albanian managed PIU is strengthened** and the role of international consultants would be reduced. In addition the **role of the donor in regard to the Sector Working Group** (Switezrland as Focal Point resp. European Lead Donor) and the main local partners would be strengthened, especially in terms of making strategic interventions, whereas the role of the implementing agency will be to concentrate on project management and implementation. These **changes seem feasible in the given transition time frame** of one year and the resources for the remaining phase can be used effectively.

Further this approach *will ensure* that the *excellent network and relations* can be secured, and that the *current project achievements* can serve as a basis for the future work. The *local project team could be preserved* or even strengthened with an empowered and autonomous local project manager. In addition it will avoid the risk of loosing the *excellent reputation of Swiss contribution to the VET sector*.

A set of flanking measures to ensure that all activity implementation responsibility (with exception of administrative tasks and monitoring) are either finalised or *transferred to NVETA by mid 2013* need to be discussed with the partners and the implementing agency. As the scenario 2 only functions *without tendering* of the services, SDC has to decide if an exit phase without tendering is possible. If this is not the case, a fast exit (mid 2011) should be considered.



# 2. Background, Mission Objective, Team and Methodology

#### **Background**

SDC has supported vocational education and training (VET) projects in Albania since 1994, and VET represents one of the cornerstones in the Swiss Country Programme in Albania. SDC contributions to VET encompassed three project generations. The first project generation (1994-2002) focused on quality delivery with the rehabilitation of a traditional vocational school with technical urban trades, the second one (2001-2006) focused on outreach and employment-oriented short courses in cooperation with public and private training providers for a cumulative total of about 30'000 participants with proven employment impact. The third project generation (Albanian Vocational Educational and Training Support Programme – AlbVET- since 2007) focuses on contributing to the educational systems reform in key policy areas, including governance.

For further details with regard to the project background please see annex 1 (Terms of Reference for assessment of the setting for the exit phase AlbVET) or the project Document.

#### The Mission Team

The Mission has been conducted by one external international, and one national consultant.

Mr. Hugo Sager was appointed as international consultant and to take the responsibility for the mission. He has 18 years of experience in development cooperation, and has specialised in project management and project design issues, is a guest lecturer at the Pedagogical University of Central Switzerland and gained most of his experience in the education sector, particular in VET projects. He is the managing director of Project Cycle Support GmbH.

Ms. Linda Gjermani has been assigned as national consultant. She holds a Master of Science Degree in European Studies and a Master of Science Degree in "Educational and Training Systems' Design". She has an early experience with VET system in Albania and a recent experience in the evaluation of VET institutions. Since 2003 she is employed as a Program Officer at the Embassy of Sweden/Sida (Swedish Development Cooperation Agency).

# **Mission Objective**

The Terms of Reference define the objective as the following:

"Modalities and potentials how the new (exit) phase will be shaped are assessed and proposals to SDC for the new organisational setup are provided."

The team was asked particularly to consider the impact of tendering the future program support, how further localisation of existing project management could be done and/or how specific components shall function and what kind of support necessary for each component can be provided. The answers to these questions are provided in chapter 5 "Conclusions and Recommendations".

The Mission Team was requested to:

1. make propositions on how and when each component of the current project shall end:



- 2. identify potential local stakeholders to take the responsibility of the project or of each component; and
- 3. propose measures to be taken starting mid 2010 in order for the project to be ready by mid 2011 to be taken over from SC.

#### **Methodology and Implementation**

The methodology of the mission included desk study of relevant documents on AlbVET and in general on VET sector in Albania, focus group interviews with the Albanian stakeholders, AlbVET project staff, VET donors, and individual interviews with selected actors.

It has to be mentioned that meetings with decision makers of the Ministry of Education and Science and the Ministry of Labour were scheduled but did not take place.

Triangulation from different sources was used whenever possible to confirm facts and understanding. The findings and conclusions represent the results of an analysis processes by the Mission Team, but the time for reflection was very limited as the mission schedule was very busy.

Two debriefing sessions respectively with SCO-Albania and with the main project stakeholders were used to check once more the accuracy of interpretations done by the team and to test the viability of the proposed scenarios.

A first draft report was composed by the Mission Team and discussed SDC internally. At the de-briefing at SDC in Berne, SDC asked the mission leader to make recommendation clearer and provide clear proposals for a feasible organisational set-up of the exit phase. The reviewed draft report has been sent to SCO-A on the 13<sup>th</sup> of July 2010.

#### 3. Considerations

To develop ideas and come to conclusions and recommendation the Mission Team had to consider the framework given for the following last phase of AlbVET and the key questions given in the ToR.

# Framework for next Phase of VET Project in Albania

The instructions/propositions for the last phase of AlbVET are described in the Credit Proposal chapter 8, and some aspects very clearly in the chapter 7 of the Planning Platform. They have been reconfirmed by SDC during the mission briefing. In summary it can be said that:

- 1. There is a wish by the Donor to have a change in approach by mid 2011; e.g. more local ownership and more local implementation responsibility;
- 2. Project implementation shall be supported by systemic consultancy (backstopping) of international/national technical consultants;
- Contractual agreements with the current implementing agency of the AlbVET project (Swisscontact) last until June 2011, future contracting modalities will be decided on by SDC;
- 4. The donor is willing to support a potential third project exit phase until end of June 2014.



#### **Additional Considerations**

The additional considerations are deduced from the **key questions** given by the ToR. If indicated the answer to the key question is given in chapter 5 and 6.

- 5. How to continue/exit/scaling up what it is achieved so far from the project, with whom (for each component), who takes the responsibility of the whole project (contracting partner), with which Human Resources?

  This will be answered by chapter 6.
- 6. How should the setting of exit phase look like to ensure sustainability of the good experience made and to reach impact at country level?

  Consideration: What is the most relevant setting to ensure sustainability, and how to ensure that the excellent reputation of the Swiss cooperation in VET can be sustained?
- 7. What are possible scenarios to be suggested to SDC for adequate set-ups for the implementation of the exit phase?

  This will be answered in chapter 5 and 6.
- 8. What special actions and other measures should the AlbVET phase 3 design and fund in order to improve the sustainability of interventions? What should be the role of the AlbVET in order to ensure the institutional sustainability of its objectives? Consideration: Is it possible under the given circumstances to introduce new measures to ensure sustainability with the given policies, in the given system and institutional settings?
- 9. What would be the best measures to be taken meanwhile, so that the project is prepared after the first year of the phase for a new implementation structure? This will be answered in chapter 6.

Further, it has to be considered that the Albanian VET policy and current situation is very complex. The system is not in all aspects comprehensive and many inputs delivered by international projects represent good examples, but are not implemented as a standard.

# 4. General Findings

The mission objective was clearly to produce recommendations for the final AlbVET phase, not to do a thorough programme assessment. Such an assessment would also not have been possible within the given timeframe.

But to come up with recommendations the Mission Team had to review the design and progress of the programme and its components on a general level.

# **Programme Design**

- ➤ The Project Document and PPM on component level is mainly focused on outputs and not on specific measures and activities to handover and on developing them together with potential partners; therefore the implementing agency (Swisscontact) concentrated its activities on these outputs, in line with the project document.
- ➤ The Project Document describes relevant handing over scenarios, the outputs described in the PPM (purpose 6) refer only to the external mission not to programme internal processes.
- ➤ The central Albanian Authorities are involved in the steering of the programme, the implementation responsibility is fully with the implementing agency of the AlbVet



- project (Swisscontact) and lower government and non-government partners in the region (VET schools, Regional Councils, NGOs, etc.).
- ➤ Program is quite a diverse approach with different intervention lines; this partly reflects the situation in the Albanian VET reform process, which seems not to follow a clear vision.
- ➤ With regard to the preparation of the exit phase no milestones are identified (exception is the external mission), and conditions for continuation are not described.

To conclude: there is no exit thinking embedded in the implementation plans of the different AlbVET project components; such exit thinking should be proposed by this mission, despite all project components are already designed until mid 2011.

#### **General Programme Implementation and Reputation**

- ➤ The AlbVET programme and its preceding projects are regarded as the most influential and effective projects in the Albanian VET sector.
- > The work done at school level and in terms of system development is regarded as best practice by the Albanian partners.
- The inputs on policy level have been appreciated even if they not always have been accepted and implemented (e.g.: the decentralization of VET structures).
- ➤ The component 1 (formal system development) is the core component of the AlbVET programme.
- ➤ Some local partners (NVETA and VET schools) are reluctant to take over project components, they believe the quality would decrease and the programme would be put on a high risk to fail.
- ➤ The AlbVET programme in particular, but the Swiss development cooperation in general has a strong network and is well aligned with the official Albanian VET policy, other projects and other donors.
- > Some components are still in the development stage and consequently some of the local partners involved are getting inpatient.

To conclude we can say that the **Swiss contribution to the Albanian VET sector is highly appreciated and has a very high recognition** by all partners.

To make the report better readable, a brief evaluation of the current situation for each component and the potential for being handed over successfully to Albanian partners is provided in chapter 6 directly together with the respective propositions.

#### 5. Different Scenarios

Based on the frame given by the planning platform paper, the ProDoc describe three scenarios for the transition to the exit phase of the AlbVET project by mid 2011.

#### Scenario 1 - Tendering

In this scenario the present implementing agency will have to phase out the project and close down the project management unit by June 2011. The modalities of contracting the new implementing agency and the international consultancy services will need to be elaborated by SDC taking into account the official procedures and standards i.e. publication in SHAB, etc.



#### Scenario 2 - Localisation of the project management

Scenario 2 builds on continuation, further development and reinforcement of the already initiated process with a national project management unit under the administrative umbrella of an international implementing agency. The international consultancy component would focus on backstopping and advisory services as per the identified requirements.

#### Scenario 3 - Component-specific differentiation

As the different components follow a different logic and rationale, and as their stage of development are likely to be different by the end of phase 2, they might be contracted as separate projects to different implementers, but will also be bundled under a programme coordination as a coherent programme. This might look as follows.

- Part project 1: The contribution to formal systems reform could be implemented in direct cooperation with government structures through a project management unit attached to the National VET Agency with staff recruited on competitive basis.
- Part project 2: Partnerships for learning, inclusion and special needs groups training could be contracted to a local organisation or consultancy firm, whereby contracting to the present management unit might be considered as an option.
- Part project 3: Programme coordination, monitoring, backstopping, advisory services with expertise in VET governance, organizational, institutional and systems development, including the administration of the international occupational expertise, would need to be contracted to an international consultancy firm or consultant.

According the Mission Team these scenarios are relevant, but it might be necessary to adopt elements of different scenarios to get a feasible solution for the transition of the AlbVET project into the exit phase.

If progress or development in a components show little substance for continuation, termination of such components should also be considered.

# 6. Component Assessment and Propositions

# **Component 1: Formal systems development**

#### Objective of the component:

To develop labour-market relevant training approaches for the 2+1+1 system and support their implementation in two selected qualifications and provide organisation models for multifunctional schools to serve as good practice for further systems development.

#### General assessment:

This component represents the core of the AlbVET programme. It is highly respected and appreciated by the Albanian partners and the international community. The 2+1+1 system has been officially accepted and the pilot measures by AlbVET and its partners (learning project approach) show good effect on motivation of teachers and students. The respective industry has been involved in the development of new curricula for hydraulic systems fitting and the instructors of 10 VET schools are trained. The program is introduced, first students entered the program mid 2009. A second subject (ICT) has been



selected, partners and resources are identified, but curricula development and ToT has not yet started. According to the AlbVET a start of the new subject can earliest take place at the beginning of the new academic year 2010 (best case).

The second line of activities, the support to develop multifunctional schools faces different obstacles and not developed far. The main obstacle seems to be the lack of a clear concept with regard to multifunctional (VET) schools in Albania. According to the reports available to the Mission Team no major achievements have been made.

Status	One part (2+1+1, hydraulic system fitting) of this component is very successful and has good impact at the system level. Further development of multifunctional schools is linked with decentralisation process.
Continuation/ Exit	System development with regard to the new approach (2+1+1) should be continued during the exit phase.  Regular support with regard to multifunctional schools should be finalised until the end of phase 2; only national and international consultancy on demand
	should be continued during the exit phase.
Current implementing responsibility	Conceptual, curricula development, training of trainers, equipment and component coordination: Swisscontact. The t Training of students: VET schools
Main partner	Conceptual and coordination: <b>NVETA</b> Programme implementation: <b>10 VET schools</b> (so far hydraulic fitting only)
Capacities of partners	NVETA: Good knowledge of VET system, lack of resources, reluctant to take full (financial and implementation) responsibilities
	VET schools: Mixed pictures, some schools rather active and engaged, schools do not want to loos current external support, lack of project management experience of AlbVET scale
Time frame	The learning project approach (2+1+1) should be supported for one cycle, at least for the first 3 years. This means, the subject of hydraulic systems fitting should be further supported until mid 2012 and the ICT subject until mid 2013.
Opportunities for scaling-up	Further scaling-up of the (learning project) approach would be in the hands of NVETA. It could either introduce the existing subjects in other VET schools (only if there is a need in the labour market), or introduce the approach to other subjects. The remaining timeframe of AlbVET seems to be <i>too short</i> to get involved in further up-scaling than with the ICT subject.
Frame for the exit phase	A gradual transfer of responsibilities and gradual reduction of support to NVETA could be implemented in a timeframe of 3 years. Specific tasks such as conceptualisation, training of trainers, development of ToR, PR for VET issues and VET as such, monitoring, etc, shall gradually be handed over to NVETA. The target is to have all activity implementation responsibility <i>transferred to NVETA over time</i> (e.g. mid 2013). The support to VET schools needs to be continued.
Options for	The support of the current implementing structure (Swisscontact and its local
organisational set-up of exit	PIU) are highly respected and valued. The know-how and the networks are embedded in this set-up.
phase	NVETA seems currently not ready and has currently insufficient resources to take over the role of Swisscontact and the PIU. Therefore a continuation of support to NVETA will be required, a similar set-up as the current one should be foreseen for the exit phase.
	Training delivery to the students is already fully in Albanian responsibility, there are no set-up changes needed.



International backstopping exit phase	There will be a need for specific subject expertise to support the formal systems reform. The exit phase should support the provision of such expertise. The support to general VET system reform should be reduced and only consultancy on demand (by NVETA or MoES) should be foreseen.
Immediate measures	The main partner on system level, NVETA, has to be prepared to accept a new role over time. In cooperation with SCO-A, and with the support of AlbVET, NVETA should start to <i>develop a road map</i> describing a gradual transfer of responsibility and a gradual reduction of support required.
	A detailed conceptualisation of new phase (by NVETA, MoES and school level participation, and representation and approval by SDC) should ideally happen until February 2011.

### **Component 2: Partnership for learning (PAFL)**

#### Objective of the component:

To set up and promote relevant and functioning models for public-private partnerships for learning enhancing a conducive environment.

#### **General assessment:**

The idea behind this component is based on the dual system as practiced in different Western-European countries. This component has recently been handed-over to a new local coordinator. The conceptualisation and development of this component has not been finalised in detail yet.

With the *bakers* in Durres the PAFL approach involves also another international agency and contractual arrangements have been made with the municipality and a newly founded local baker NGO. The implementation with the new NGO does show some difficulties.

The PAFL cooperation in the sector of *hair dressing/beauty* is with training providers. With these training providers the preparations are finalised and partners are ready to start.

The Mission Team believes the idea behind the component is valuable, but it will lead to additional examples of good practice, and new (parallel) system approaches.

Status	PAFL with bakers: Some problems with regard to ownership occurred, preparatory activities have started, activities with student did not start yet. PAFL with hair dresser: Preparatory activities have nearly been finalised, partners (training provider) are eager to start.
Continuation/ Exit	PAFL with bakers:  A. Continuing the activities during the current phase, and if the current problems can be solved by the end of this year, transfer the responsibilities to the local partners (Bakery NGO in Durres) by the end of this phase.  B. In case the problems can not be solved until the end of 2010 the AlbVET shall develop and implement a termination concept until the end of this phase.  PAFL with hair dresser: transfer the responsibilities to the local partners (Training providers) by the end of this phase.



	<del>,</del>
Current implementing responsibility	Conceptual, curricula development, training of trainers, equipment and component coordination: Swisscontact Training of students: local partners
Main partner	Baker NGO in Durres, and 2 training providers for hair dressing
Capacities of partners	Baker NGO in Durres: not clear, at the moment problematic 2 training provider for hair dressing: good capacities to implement their part of the component
Time frame	Transfer of responsibility by the end of phase 2. Additional support to training delivery should be foreseen for two years.
Opportunities for scaling-up	Should not be planned as the PAFL are not integrated in the official VET system.
Frame for the exit phase	Reduction of project support. Phasing out of support by mid 2013.
Options for organisational set-up of exit phase	Full implementation responsibility with the local partners. Financial support for training delivery to be managed either directly by the local partners (direct contract between SCO-A and local partners) or by intermediary PIU.
International backstopping exit phase	None
Immediate measures	Swisscontact has to clarify if approach with bakers in Durres can be continued and to ensure that the hair dresser trainings start as soon as possible. Both concepts need to be elaborated in more detail and in written form, so that all stakeholders understand their role.

# **Component 3: Decentralised VET provision**

#### Objective of the component:

To support piloting of decentralised management of diversified and flexible vocational education and training with multi-source funding in one region.

#### General assessment:

The issue of decentralisation is very sensitive and context specific. It needs primarily political will within Albania to trial and implement decentralisation options. It is questionable if AlbVET as a programme has the required time frame and leverage to influence decision making with regard to decentralisation. Further, the Mission Team has been informed that decentralisation of the VET sector is no further a policy priority for the Government of Albania and informally has been put on a halt by AlbVET.

Status	Stopped
Continuation/ Exit	Formally stopping the activities of this component as soon as possible. Nevertheless if the "VET Sub Sector Working Group" would have any requests with regard to VET decentralisation, Swisscontact as implementing agency of the AlbVET programme would have to prepare the desired documentation or information.
Current implementing responsibility	Swisscontact



Main partner	Government of Albania
Time frame	Mid 2010 (as de facto put already on hold already)
International backstopping needs exit phase	None
Immediate measures	The Swisscontact expert should formally inform SCO-A on the activities conducted, the current status and requirements to stop this component formally correct.

# Component 4: Inclusion of special needs groups in VET

#### Objective of the component:

Enhance capacities of public and private providers to develop and implement appropriate programmes for special needs groups, to tap the necessary resources, and to facilitate access for participation.

#### General assessment:

This is a new component introduced by AlbVET phase 2 on request of SDC. The approach presented to the Mission Team has several aspects that are far beyond the current AlbVET phase. With the current approach the AlbVET component coordinator does not see a complete handing-over before the end of 2013. The total costs the component will accumulate over time and are expected to reach CHF 400'000. The outputs and indicators formulated in the Project Planning Matrix (PPM) will not be achieved within the current phase.

#### Both Mission Team members do not have any formal qualification in social aspects!

Therefore we would like to emphasise that the following assessment and the recommendations with regard to this component are based on our experience only and have to be reviewed by a specialist in the field. However, the Team members believe that it is very unlikely that the Albanian government has a system to fund these services in the future.

Further, these aspects should be assessed:

- > is the program covering the needs and expectations of the final beneficiaries, acceptance by the beneficiaries to be engaged in a long term coaching process;
- > are there options to shorten the training cycles for coaches but still ensuring the required quality and to start the coaching cycles earlier;
- > earliest option to hand over sub-components to the different partners;
- > options for future financing of such an approach after donor funding has been stopped;
- > as the reasoning for employing someone in different cultures are different (in some cultures connections, family relations and "chemistry" play a more important role than qualification), the feasibility of the approach in the Albanian context should be assessed:
- > can such an approach be successfully implemented in a project environment with an official unemployment rate of 12% but actual rates that may exceed 30% <sup>1</sup>, in our

<sup>&</sup>lt;sup>1</sup> Source: http://www.indexmundi.com/albania/unemployment\_rate.html



- opinion it is virtually impossible to provide work to people with special needs in the open job market within such a context; and,
- > on what level will the costs be per person successfully placed in a job with the current approach if the program is fulfilling the indicators set in the PPM phase 2.

Status	Concept is developed; implementation is due to start soon.
Continuation/ Exit	The Mission Team recommends reviewing the component approach. SDC should rather <i>consider this component as action research</i> . This would mean, that the lessons learned about the new approach would be higher weighted then a possible impact! The knowledge gained could be of general interest for SDC and the whole donor community.
Current	Swisscontact.
implementing responsibility	The concept development has been done in cooperation with the University of Lucern.
Main partner	Don Bosco, a local NGO, for the training of coaches
	3 local NGOs to coach the beneficiaries
Capacities of partners	The Mission Team did only have the opportunity to talk to NPF, one of the coaching implementing partners. According to their judgment capacities at Don Bosco and within their own organisation are sufficient to take more responsibility.
Time frame	The time frame for transfer to local partners depends on the revision of the approach. A transfer of responsibilities to local partners by mid 2011 should be checked by the component coordinator.
Opportunities for scaling-up	The component needs to produce results first, which then should be analysed on relevance, effectiveness and efficiency of the approach.
Expectation for the exit phase	Production of reliable data to see if the approach is feasible, and if possible fulfilment of outputs defined in the phase 2 PPM.
Options for organisational set-up of exit phase	Implementation responsibility at the local partners. Support for training delivery (training of coaches) and coaching implementation to be managed either directly by the local partners (direct contract between SCO-A and local partners) or by intermediary PIU.
International backstopping needs exit phase	There might be a need for specific expertise in the field of coaching. Guidance on program monitoring and evaluation of data might be needed. The further development of coaching concept should only need some distance backstopping, no international missions.
Immediate measures	The approach needs to be reviewed, and agreed upon with SDC, as long as the international component coordinator is still available (until February 2011). This approach review should among other things look at the aspects described above.



#### 7. Conclusion and recommendations

#### Valuation of the three Scenarios

Scenario 1 - Tendering: As per SDC regulation, in case the current phase has not been tendered, the follow-up phase of AlbVET should be. A tendering process will take between 9 and 12 month, and consumes a lot of resources.

In addition tendering will bear the risk of loosing the local project staff and with this staff the know-how built over years. It might also, as described in the ProDoc, interrupt the continuity, which would mean a new – actually the exit – phase would de-facto be seen by partners as a new project, thereby considerable time and momentum would be lost between the start of out-phasing of the current and taking over by a new implementing agency.

Further, it is guestionable if there is another agency that could match the experience and expertise (in the Albanian context as well as in VET) accumulated by Swisscontact (mainly its local staff, but also the backstopping) over the years.

To ensure continuity and reducing the risk of jeopardising the good reputation and achievements of the Swiss cooperation, SDC has to *clarify to what extent the current* set-up with the current implementing agency can be continued. Only if such continuation is possible scenario 2 or 3 can be considered.

In case SDC cannot rely on the services of the current implementing agency, a fast exit of the AlbVET project by mid 2011 should be considered 2.

Scenario 2 – Localisation of project management: The scenario 2 represents the most feasible approach to build on the good achievements, ensure a continuation of success, and safeguard the excellent reputation of the Swiss cooperation in the VET sector.

Further this is the only scenario that can build on the human resources that have been build over the years and to provide the need of a PIU for the exit phase of AlbVET. The scenario 2 further seems to be the most efficient approach for the given time frame as it provides the faultless continuation needed. As the project staffs enjoy an excellent reputation and good relations with the partners the know-how transfer will be ensured.

But, at the moment the localisation efforts have been reversed, which - if the situation is not changed - would make scenario 2 not following the demands for localisation.

As planned SDC should be firm with the *implementing agency* to *hire as quickly as* possible a new, capable local project manager, which can make decisions with a high degree of independence.

If Swisscontact insists that the exit phase of AlbVET can not be realized without resident international backstopper, a fast exit of the AlbVET project by mid 2011 should be considered.

<sup>&</sup>lt;sup>2</sup> Such a fast exit would mean that the current implementing agency would have to ensure that a transfer of project know-how and documentation is either transferred to SCO-A or to partners identified by SCO-A. Further all contractual obligations would need to be finalised until mid 2011 and the implementing agency would have to deliver the outputs defined in the PPM (the last point seems not to be possible to the mission



Scenario 3 – Component specific differentiation: This scenario will lead to a highly complex, fragmented programme structures and will need additional time- and human resource capacities at SCO-A. The partners so far have not been prepared to take over more responsibilities, to set-up such an approach will be very difficult within the given timeframe of one year. Further, this scenario rather represents a process that has to be implemented during the current and the exit phase of AlbVet, than an abrupt change in organisational set-up. Such abrupt change would put the achievements, sustainability, the reputation of the Swiss cooperation, and in particular the human resources (local knowhow) build at risk.

In addition, the coordination, planning and monitoring, administration, and international backstopping approach proposed in scenario 3 does not differ from the settings proposed in scenario 2.

The *transfer of responsibilities and duties* to the local partners has to be seen as a process that *must be embedded in the project design*, not as an abrupt organisational set-up change.

#### **General Conclusions**

The Mission Team does *not see the chance that the project as a whole can be transferred* to one local partner. The different components have their own life cycle and should be handed over to different local partners at different times. There is no local partner covering all components and having the capacities to implement the project without external management and implementation support.

#### **Conclusion 1:**

Therefore a PIU should manage, administrate, coordinate and support the implementation of the exit phase.

Without such a PIU, different partners would need to be directly contracted by SCO-A for the implementation of components, and SCO-A would need to prepare capacities for extensive support. Further, the complexity and effort for coordination between the different components and its administration would be several times higher in phase 3 than it is in phase 2.

In chapter 6 the future requirements for *international backstopping* are predicted. It can be seen that the needs will reduce quite significantly. This is also correct if we take into account that the future phase will be the exit for the donor. This means that there will be less, or even none, backstopping need for the development of new concepts. Further, the component for VET decentralisation has already informally been stopped, and the support to the VET reform policies can also be reduced in the future.

#### **Conclusion 2:**

The *tasks of international experts* should be reduced to occupational expertise, project management backstopping, and on demand concept and policy development. This would mean that *no resident international expert* should be foreseen during the exit phase. The amount of project management backstopping could be in the frame of 2-4 times two week missions per year and additional distance support. The mission for occupational expertise at the beginning of the exit phase should be at the same level as during phase 2 and then be reduced in the coming years.



In parallel for the remainder of phase 2 and the exit phase 3 *the role of SCO-A needs to be strengthened in order to accompany this process* but also in order to ensure that it can play the role as Focal Point/ European Lead Donor for the SubSWG on VET.

A close cooperation between SCO-A, NVETA and MoES will be required to design the exit phase of AlbVET and to prepare the main partners for their future role. A SCO-A representative should supervise the partner in coordination and monitoring, regular status assessment and participate in the phase- and the annual planning process. SCO-A should be actively involved in the identification of needs, the outlining of ToR for local and international consultancy services and in the assessment of such services.

#### Conclusion 3:

This means that *SDC should prepare additional capacities* for such support. Such additional resources will also help SCO-A to bring the policy level (SCO-A has the lead in the Sub-Sector Working Group) closer to the implementation level and vice versa for mutual fructification.

#### Set-up of exit phase

The recommendations for the set-up of the exit phase do follow the *scenario 2*, but have also taken up other elements. This would mean that the existing set-up would be continued, with the difference that the management of the PIU is local and the role of international consultancy would be reduced. In addition the role of the donor and the main local partners would be strengthened, especially in terms of making strategic decisions. The role of the implementing agency will concentrate on project management and implementation. These changes are feasible in the given transition time frame of one year and the resources for the remaining phase can be used effectively.

Applying this approach will ensure that the excellent network and relations can be secured, and that the current project achievements can serve as a basis for the future work. The local project team could be preserved or even strengthened with an empowered and autonomous local project manager. In addition it will avoid the risk of loosing the excellent reputation of Swiss contribution to the VET sector.

These recommendations - if accepted by the main partners (GoA) – will ensure a coordinated, well planned transfer of achievements and approaches developed to the respective partners in charge.

The Mission TL is convinced that a successful future of the AlbVET project depends on the possibility to continue with the resources that are in place at the moment.

# 8. Consequences and Follow-up

The next steps below have to be seen as a listing of required decisions and action that needs to be taken by SDC and the implementing agency. Below list represents a draft as basis for discussion and is meant to be further developed.



Dead Line	Dead Line Action recommended				
07/2010	Basic decision if the continuation of AlbVET in an exit phase needs to follow public tender procedures				
07/2010	Discussion with Albanian partner (MoES and NVETA) if proposed approach is accepted	SCO-A			
08/2010	Clarifications of interests and commitment of the current implementing agency (Swisscontact at headquarter level) to continue the project with proposed set-up, and to accept flanking measures *				
09/2010	Identification of changes to current contractual arrangements, activity planning, PPM and budget that need to be introduced (if negotiations fail termination of AlbVET by mid 2011 to be considered)				
10/2010	Development of detailed termination road map by the implementing partner, adjustment of current PPM (only if current implementation agency is not prepared to be part of a next AlbVET phase)				
10/2010	Approval of exit road map of the implementing partner by SDC and information of partners (only if current implementation agency is not prepared to be part of a next AlbVET phase)				
10/2010	Assessment of additional capacities needed at the SCO-A office to engage in future role	SCO-A			
10/2010	Elaboration of detailed planning platform in cooperation with main partners	SCO-A			
10/2010	Approval of planning platform	SDC			
12/2010	Identification and detailed planning of adjustments to current phase	SC, SCO-A			
01/2011	Approval of adjustments and contractual changes if required	SDC, SCO-A			
03/2011	Elaboration of draft Project Document with stakeholders involved	SC, SCO-A			
04/2011	Elaboration of Credit Proposal	SCO-A			

<sup>\*</sup> Flanking measures (or preconditions for continuation) would need to include the following issues:

- i. Clarification of interest and commitment by Swisscontact (SC) to continue the AlbVET project with the proposed changes and reduced role for the exit phase.
- ii. Hiring of new local PIU Project Manager a.s.a.p. with direct subordination to SC headquarter and with consent for hiring and firing by SCO-A.



- iii. Consultancy services (backstopping) and project implementation to be clearly separated as soon as possible, but latest by end of 2010.
- iv. Detailed conceptualisation of transition (first half 2011), new phase and phasing out (last year of AlbVET exit phase) by local PIU manager and local PIU staff in cooperation with SCO-A, and if required external consultants.
- v. Physically moving of the PIU location as close to NVETA as possible, latest by mid 2011.
- vi. Possibilities of gradual transfer of specific tasks/responsibilities to NVETA and consequences of ending all activity implementation responsibility of PIU (with exception of some administrative tasks (including financial administration) and monitoring).

The target is to have all activity implementation responsibility (with exception of administrative tasks and monitoring) either finalised or *transferred to NVETA by mid* 2013.

#### 9. Final Remarks

The final report has been composed by the Mission Team Leader after SDC requested clearer recommendations than the first draft report. The national consultant should have the opportunity to comment this last version of the report. It will be up to SDC (incl. SCO-A) how far those comments will be considered.

The Mission Team would like to thank all parties that have been involved in the preparation and implementation of the mission. Especially we would also like to thank the team of SCO-A for their hospitality and the services provided, the AlbVET team for their openness and the insight into the programme, and all AlbVET partners for the good cooperation with us.

Hagenwil, 31.7.2010/H. Sager



#### Annex 1: ToR of the Mission

#### **Terms of Reference**

# for assessment of the setting for the exit phase AlbVET Time Frame of the Mandate: 14,5 Days

#### 1. Background:

History: SDC has supported vocational education and training projects in Albania since 1994, and vocational education and training represents one of the cornerstones in the Swiss Country Programme in Albania. SDC contributions to VET encompassed three project generations. The *first project generation* (1994-2002) focused on **quality delivery** with the rehabilitation of a traditional vocational school with technical urban trades, the *second one* (2001-2006) focused on **outreach** and employment-oriented short courses in cooperation with public and private training providers for a cumulative total of about 30'000 participants with proven employment impact. *The third project generation* (Albanian Vocational Educational and Training Support Programme – AlbVET- since 2007) focuses on contributing to the educational systems reform in **key policy areas**, including governance.

Albanian Vocational Educational and Training Support Programme - AlbVET is embedded in the sub-domain "Economy and Employment" of the new Swiss cooperation strategy, and it is also fully aligned with Albanian policies and strategies, namely with the Pre-university Education Strategy 2005-2015, and the National Employment Strategy 2007-2013. The project was planned in 2006 and phase 1 started in January 2007. AlbVET phase 1 of the project was externally reviewed in May 2008. It suggested overall to streamline and focus AlbVET towards aspects of quality and access to VET.

Goal and expected outcomes: The overall goal of the Swiss funded programme, AlbVET is to contribute to an Albanian vocational education and training system that links and matches with the labour market requirements, attracts participants, strives towards European standards, and thus contributes to economic development and poverty alleviation.

Through its strategic intervention, AlbVET project expects at the end of 2011 to have substantially contributed to the enhancement of the capacities of central, regional and local public and private stakeholders to develop and deliver market-relevant vocational education and training with adequate quality. The project concept for AlbVET is based on a holistic perception and a systemic model of VET and LLL (lifelong learning). The systemic approach directly targets sustainability, in that it interlinks the core processes at the different levels (training delivery, organizational development, support processes, policy and systems development).

With the four operational components: Support to formal systems reform, Partnerships for learning, Decentralisation, Inclusion and access, the project targets key policy areas and supports further systems development. AlbVET was designed as a complex project with different components. The components were systemically interlinked, and operationally they were a mix of a continuation of already initiated activities and the development of new and innovative approaches.



The current phase will be followed by an exit phase, which will focus on the following potential operational components, tentative activities and planned backstopping as per Planning Platform for AlbVET:

Operational Component	Tentative activities	Systemic consultancy/backstopping needs	
Formal system's reform	Complete and consolidate the support to the formal systems reform in the selected occupational areas and schools	Advise the government on how to replicate the modelled systems and to implement the 2+1+1 system in a flexible and labour-market oriented way.	
Partnership for learning	Consolidate the developed partnerships for learning and promote the replication in new occupational and geographical areas.	Promote the replication of partnerships for learning under the roof of decentralised structures and advise the government on co-financing.	
Decentralisation	Continue support to piloting of one Regional VET Centre and capitalise the experiences for country-wide replication	Advisory support to implementation of decentralised structures.	
Special needs groups	Support special needs groups training	Capitalise the experiences and advise the government on mainstreaming inclusive training.	
Systems development	Support regional and national capacity development and quality initiatives	Resource persons to support and implement capacity building and quality initiatives.	

Organisational set up: AlbVET is being implemented from the project office in Durres, which was established by Swisscontact already for the implementation of the previous Increase Skills Development Opportunities ISDO project. For phase 2, which started in July 2009, the project team was re-shuffled and reorganised, and it was headed by a national project manager. The implementing agency "Swisscontact" has a project management unit in Durres which was headed by an Albanian Project Manager, while preparing the ground for 'Albanisation' of the project in exit phase. This function was fulfil until termination of the contract as per December 2009. In addition, the project is staffed with two national component coordinators and one project officer. One component is headed by a Junior Programme Officer seconded by SDC under a separate contract. The administrative staff includes one office manager, one secretary, a part-time accountant and a driver. The implementing agency also contracts 80 % an international programme coordinator who has a triple function, in that conceptually he has backstopping role towards the project management unit, is an advisor in key policy areas, and on behalf of



the implementing agency has a controlling function for finances. He operates partly from an office in the premises of the National VET Agency in Tirana, where the implementing agency also employs a PR and Liaison officer.

#### 2. Objectives of the Assessment:

**Objective**: Modalities and potentials how the new (exit) phase will be shaped are assessed and proposals to SDC for the new organisational setup are provided (considering particularly a tender, further localisation of existing project management and/or how specific components shall function and what kind of support necessary for each component can be provided)

More specifically the assessment is expected to:

- (1) Make propositions on how and when each component of the current project shall end.
- (2) Identify potential local stakeholders to take the responsibility of the project or of each component.
- (3) Propose measures to be taken starting mid 2010 in order for the project to be ready by mid 2011 to be taken over from SC.

Out of the findings and recommendations of the assessment report, SCO-A in close coordination with SDC-HQ will decide upon.

#### 3. Key Questions:

- 1. How to continue/exit/scaling up what it is achieved so far from the project, with whom (for each component), who takes the responsibility of the whole project (contracting partner), with which Human Resources?
- 2. How should the setting of exit phase look like to ensure sustainability of the good experience made and to reach impact at country level?
- 3. What are possible scenarios to be suggested to SDC for adequate set-ups for the implementation of the exit phase?
- 4. What special actions and other measures should the AlbVET phase 3 design and fund in order to improve the sustainability of interventions? What should be the role of the AlbVET in order to ensure the institutional sustainability of its objectives?
- 5. What would be the best measures to be taken meanwhile, so that the project is prepared after the first year of the phase for a new implementation structure?

#### 4. Responsibilities

The external review will be conducted by one external international, one national consultant. The lead responsibility remains with international expert.

The SCO-A will organize the mission in close cooperation with AlbVET project office.

#### 5. Results Methodology and Reporting

The external international and external local consultants are expected to:

 a) Review the relevant AlbVET management and projects documentation (also from previous phases), including the yearly and half-yearly reports as well as additional context information;



- b) Moderate and facilitate a participatory process involving the main stakeholders allowing them to formulate their view to the above mentioned key questions (the mentioned main stakeholders are: the AlbVET Project Management, key AlbVET beneficiaries, experts, AlbVET Steering Committee, National Programme Officer and Country Director of the Swiss Cooperation Office in Tirana, as well as representatives of the Ministries of Education and Science, MoLSAEO, NVETA, DACH+, relevant consultants and representatives of other development projects or agencies; synthesize results;
- d) Suggest and discuss envisaged recommendations with AlbVET in Durres;
- d) Submit a draft report and conduct a debriefing session at SCO-A office, present preliminary findings and conclusions
- e) Conduct a debriefing with SDC HQ in Bern;
- e) Deliver a final report based on the feedback of SCO-A/SDC-HQ on the draft report.

The consultants will provide a final report with the findings and recommendations of the review. The report will not be more than 15 pages, plus annexes and an executive summary. A draft report will be provided 1 day prior to the debriefing, the final report will be delivered to SDC not later than one week after the feed-back of SDC.

#### 6. Requested qualifications of the consultant

The consultant should possess the following qualifications:

- Excellent knowledge of sustainable development and transition cooperation, in particular as regards project management, capitalization of experiences and advocacy activities:
- Good knowledge of the VET reform in Europe and in the Western Balkans;
- Excellent oral and written knowledge of English.

#### 7. Documentation to be provided

The consultant shall receive the following document in electronic form:

- Terms of Reference of the Assessment;
- Planning Platform AlbVET;
- AlbVET Project Documents (current and previous phases);
- SDC Credit Proposals regarding AlbVET;
- Yearly and half-yearly reports of the AlbVET and its planning documents;
- Former AlbVET External Evaluation;
- Background information on VET reform in Albania (country strategies, law, CARDS VET program publication, etc)

#### 8. Schedule of Tasks

Deadline	Specification	In Charge
14-18 June	Mission to Albania;	SCO-A/ AlbVET
	Debriefing with SCO-A on options/recommendations	
25 June	First draft report	Consultants (lead with International)



29 June	Feedback consultant	to	the	SDC/SCO-A		
30 June	Debriefing Berne	with	SDC	SDC Berne		
9 July	Final report to	SDC		Consultants International)	(lead	with

#### 9. Work Time Frame

The AlbVET assessment mission will take place from 14-18 June 2010. The contractual assignment will be limited to the following time frame:

Preparation 3 days
Travel time 2 days
Mission to Albania 5 days
Preliminary report 2,5 days
Final Report 1 day
Additional 1 day

Total 14,5 days



#### **Annex 2: Mission Schedule**

AlbVET- Assessment of organisational set up phase 3 Tirane/Durres - Albania: 14 – 18 June 2010

Draft Programme (11 th Version 170610)

Consultants: Hugo Sager, Linda Gjermani

Date	Time	What	Organised by	Who	Remarks
13.06.10 Sunday	23.10	Arrival HS Lufthansa 5069 Airport Pick up (to be paid by HS)	HS LIKDI	Taxi Bektash 0682202131	TIA airport
Ϋ́		Accommodation at Hotel Grand	LIKDI	0682057177	Grand
	8.30	Consultants – internal meeting		HS, LGJ	Hotel
	9.30	Briefing at SCO-A		ZUD; BAGEL	SCO-A
14.06.10 Monday	11.00- 12.00	Ministry of Education – Minister  Meeting did not take place	SCO-A	HS, LGJ to be driven by SCO-A	MES
	13.30- 14.30	Ministry of Labour – Stavri Lako, Head of VET sector  Meeting did not take place	SCO-A	HS, LGJ to be driven by SCO-A driver	MOLSAEO
	15.00- 16.00	DSCO-A (Council of Ministers), Klodjan Seferaj (covering Switzerland)	SCO-A	HS, LGJ to be driven by SCO-A driver	СоМ
	16.00- 17:30	Consultants – internal meeting		At Grand Hotel lobby	Tbc
15.06.10 Tuesday		Meeting with AlbVET team in Durres Agenda: 1.Presentation of AlbVET and its stage of development 2.Time horizon and perspectives of the individual (sub) components 3.Componnet coordinators meeting on possible hand-over to Albanian parties 4. Visit to VET school 5. (Optional) Dinner with International programme coordinator	AlbVET	MJ Transport will be organised by Alb VET. Edlira Gjoni 0692029293	AlbVET, Durres
16.06.10 Wednesday	8:00- 9:00 9.00- 11:30 11:30- 13:30	Meeting with Stavri Lako MoL, Head of VET sector  Workshop 1, with donors.  Katja Steurer, GTZ, Astrid Wein (ADA), Sabine Schubert KKMichel Gontier, EU Delegation  Lunch and preparation for the next workshop sessions	SCO-A	Hotel HS, LGJ, at SCO-A premises	



13:30- 16:00	Workshop 2, with MoES+NVETA +NES (See questions at last page)	SCO-A	HS, LGJ at SCO-A premises	
	MOES:Fatmir Vejsiu:0682060056,			
	Dorina Rapti: 0682086460 (Rescheduled for Thursday)			
	NVETA:Ilia Paluka: 0684053800,			
	School directors: (1) Elton Halla, Drejtor, Mek. Bujqësore, Lushnjë, 2) Bashkim Shkëmbi, Drejtor, "Beqir Çela", Durrës, 0682258406			
	3)Luçiana Muça teacher from Lushnja 0682727749,			
16:30-	Neshat Zeneli, (NES) Meeting Shpresa Spahiu,		At their	
18:00	moding Shpresa Spania,		office	

17.06.10 Thursday	8:00- 9:45	Visit at the vocational school in Tirana "Karl Gega" Director Agim Jakupi:0672683006,	HS+LGj		
	10:00- 11:00	Meeting Arian Kapedani, President of Harry Fultz Institute	LGj+ HS	At Harry Fultz	
	11:15- 12:30	Meeting Dorina Rapti at MoES,	HS+LGj	At MoES	
	14:00- 16:30	Association of hairdressers and Aestheticians cosmeticians (Professional Centre Agron) Agron Dule: 068 22 139 60 Marianthi Nika, Sarande, 0692522728 Association of bread bakers. Mr.Gezim Peshkopia: 0682165880	HS+LGj		
	16.30- 17.30	Meeting with former Project Manager, Ms. Alma Sulstarova	HS, LGj	At Grand Hotel	
	17:30- 18:30	Meeting with former Project Manager CASDS, Mr. Herman Sonneveld	LGj+ HS	At Grand Hotel lobby	Confirmed

18.06.10 Friday	9.30- 10.30	Internal debriefing SCO-A	SCO-A	At SCO-A	Confirmed
	11.00- 12.00	Participation to debriefing with Mr. Wandeler	SCO-A	At SCO-A	Confirmed
	12.00- 13:00	Lunch and preparation for the restitution workshop		At ASCO-A	
	14:00- 15:30	De-briefing with selected stakeholders (up to 10 persons)	SCO-A-A		
	16.00	End of Mission (next morning travel back)			



#### **Annex 3: Persons met**

- Daniel Zuest , Head of SCO-A
- 2. Elda Bagaviki, Programme Officer, SCO-A
- 3. Klodian Seferaj, DSDC, responsible for cooperation with Switzerland
- 4. Stavri Lako, Head of VET sector, Ministry of Labor
- 5. Mathias Jäger, Programme Coordinator AlbVET
- 6. Maksim Konini, Component coordinator AlbVET
- 7. Ilir Aliko, Component coordinator AlbVET
- 8. Sibille Schmutz, Component coordinator AlbVET, seconded by SDC
- 9. Edlira Gjoni, PR Officer, AlbVET
- 10. Astrid Wein, ADA
- 11. Katia Steurer, GTZ VeT project
- 12. Sabine Schubert, Austrian VET project
- 13. Michel Gontier, EU Delegation
- 14. Michel Brulé, private consultant working for EU Delegation
- 15. Herman Sonneveld, former Project Manager CARDS VET project
- 16. Ilia Paluka, Head of NVETA
- 17. Dorina Rapti, Head of VET Sector MoES
- 18. Luçiana Muça, Teacher, Lushnja Agricultural Mechanical School
- 19. Elton Halla, Director, Lushnja Agricultural Mechanical School
- 20. Bashkim Shkëmbi, Director, Mechanical School "Begir Çela", Durres
- 21. Agim Jakupi, Director of vocational school "Karl Gega", Tirana
- 22. Sonja, Teacher of hydraulic systems fitting, Vocational school "Karl Gega"
- 23. Shpresa Spahiu, Director CEFA/ Help for Children
- 24. Arian Kapedani, President of Harry Fultz Institute
- 25. Brikena Baxhaku, School Director at Harry Fultz Insitute
- 26. Marianthi Nika, Association of Hairdressers and Aestheticians, Saranda
- 27. Agron Dule, Agron Centre for hairdressers, Fier,
- 28. Gëzim Peshkopia, Head of National Association of Bread Bakers
- 29. Alma Sulstarova, previous local Project Manager of AlbVET
- 30. Bernard Wandeler, expert of the AlbVET Component "Special needs group"

