

Independent Evaluation

Operations and Industrial Maintenance Training Academy in Erbil, Iraq

UNIDO project number: TE/IRQ/11/001 - SAP 10110



UNITED NATIONS

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List of abbreviations

EF	Education First (English language teaching)
ENICT	Private Sector Cooperation Unit (Sida)
GDP	Gross Domestic Product
IDP	Internally Displaced Person
ISIS	Islamic State in Iraq and Syria
IT	Information Technology
KAB	Know About Business
KRG	Kurdistan Regional Government
LKDF	Learning and Knowledge Development Facility
MOLSA	Ministry of Labour and Social Affairs (Kurdistan)
NGO	Non-Governmental Organization
PPDP	Public and Private Partnership for Development Project
PPP	Public and Private Partnership
SA	Swedish Academy (Erbil)
Sida	Swedish International Development Cooperation Agency
SKR	Swedish Kroner
TVET	Technical and Vocational Education and Training
UNIDO	United Nations Industrial Development Organization
US\$	United States Dollars
VTC	Vocational Training Centre Glossary of evaluation-related terms

Glossary of evaluation-related terms

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be assessed.
Effect	Intended or unintended change due directly or indirectly to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Impact	Positive and negative, intended and non-intended, directly and indirectly, long term effects produced by a development intervention.
Indicator	Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention.
Lessons learned	Generalizations based on evaluation experiences that abstract from the specific circumstances to broader situations.
Logframe (logical framework approach)	Management tool used to facilitate the planning, implementation and evaluation of an intervention. It involves identifying strategic elements (activities, outputs, outcome, impact) and their causal relationships, indicators, and assumptions that may affect success or failure. Based on RBM (results based management) principles.
Outcome	The likely or achieved (short-term and/or medium-term) effects of an intervention's outputs.
Outputs	The products, capital goods and services which result from an intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Relevance	The extent to which the objectives of an intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.
Risks	Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives.
Sustainability	The continuation of benefits from an intervention, after the development assistance has been completed.
Target groups	The specific individuals or organizations for whose benefit an intervention is undertaken.

Executive Summary

This report presents the evaluation of the UNIDO-implemented, Sida-funded project “Operations and Industrial Maintenance Training Academy in Erbil, Iraq”. The project, originally approved for the period May 2011 - December 2014, was evaluated in January-February 2015 during a no-cost extension phase, ending on 30 June 2015. The terms of reference focused on the continued relevance of the project, its achievements (outputs, outcomes, long-term objectives); comparison of a PPP to a “traditional” project and consideration of prospects for sustainability. In order to obtain a better view on impact of the project on beneficiaries, a questionnaire survey was completed by a random sample of 14% of all students trained by the project and for a more in-depth assessment, the evaluation conducted five sessions of focus group interviews with former students.

The evaluation took place at a time when the economic situation in the country was quite different and more challenging from that when the project was approved, when Scania had an order from the Iraq Government for the purchase of 4000 trucks and there was expected to be a large demand by Scania for trained mechanics. The order was eventually cancelled, thus reducing the immediate demand for mechanics. The Academy responded by gearing up programmes for teaching English language and IT skills, courses which in any event were better suited to female students, since the project had a target of 30% female graduates. Due to socio-cultural reasons, the target of 30% females as mechanics would never have been achievable.

Besides the unrealistic gender target, the number of mechanics expected to be trained was unrealistic. These project design problems were attributed to inadequate project appraisal, as there was a great rush to sign a project once the decision to proceed was taken.

Despite this, the evaluation found that the project was relevant to Government goals, since market demand-driven vocational training and education was a key priority. Based on the results of the questionnaire, the focus groups and its own observations, the evaluation was very positive to the quality of the training that was carried out, in all subject matter areas (mechanics, English, IT, driver training). This was due to the very good physical training facilities, much of which was provided by Scania, the high quality pedagogical materials and the teaching staff, which was well qualified and trained by the project to deliver a student-focused curriculum.

The involvement of Scania in the project was of great benefit, especially when considering that Scania’s support continued even though its market position in Iraq was considerably changed compared to initial expectations due to the cancelled truck order. Reasons for this included: modern equipment (not for sale) that would not have been available had Scania not been involved; training opportunities (including actual Scania workshop experience and a full-time

master trainer for most of the project period). Furthermore, Scania and other private companies had their own staff trained at the Academy, a sure sign of faith in the quality of the training being offered.

The percentage of females trained under the project considerably exceeded the target in the project document (48% actual compared to 30% target), largely due to the IT and English courses. Women assessed the quality of the courses equally to men. However, there was a gender gap in the percentage of females who felt that their employment situation had improved, compared to men (14% vs. 25%). This was found to be due to fewer employment opportunities and a preference by women especially for public sector employment.

From the results of the survey, it appears that some 160-180 of the students who applied to attend courses at the Academy (out of a total of 864, i.e. not counting those sent by private companies) have improved their employment situation and attribute this at least in part to the training they received.

Despite the generally positive results achieved, the sustainability of the continued high quality education and training is not at present assured. While housed in a Government facility and staffed by Government employees, the Academy itself is not part of the normal VTC structure. In the current economic climate, with operational funds not forthcoming even for existing VTCs, it would not be possible now to establish it within the structure. There is also a concern about the continued motivation of training staff, should the incentives for full-time work provided by the project eventually cease.

Chances for sustainability will be enhanced if the project receives a proposed one-year extension. This will allow a dedicated transitional period to full national ownership, by continuing to provide operational support, as well as specific training opportunities in the transition period. If this support is not forthcoming, and in view of the unlikelihood of operational funds from the Government this year, the evaluation sees a rapid decline in the capability of the SA if the extension is not approved, with staff eventually re-assigned to other duties.

The evaluation has recommended a one-year extension of the project, with additional funding from Sida of about US\$207,000. This will permit a phased takeover of full administrative responsibility by national staff and allow operations to continue pending the resumption of adequate funding by the Government, which is essentially a political decision at this point. It recommends that UNIDO should enter into discussions with the Government on the future of the Academy, including its financing, once the project ends. It also makes several other recommendations to strengthen and sustain particular training programmes.

1. Evaluation objectives, methodology and process

1.1 Introduction

This report presents an evaluation of project TF/IRQ/11/001 “Operations and Industrial Maintenance Training Academy in Erbil, Iraq”. The project is implemented by UNIDO, in collaboration with Scania CV AB and the Ministry of Labour and Social Affairs of the Kurdistan Regional Government (KRG). Sida provided the operational funds for the project, with a budget of US\$2,814,830. In addition, Scania provided equipment, a master trainer and training estimated in the project document at US\$1,450,000; facilities and staff salaries from KRG were estimated at US\$1,350,000.

The evaluation was conducted simultaneously with that of another Sida-funded project (TF/GLO/12/033 “Learning and Knowledge Development (LKD) Facility: A Sida-UNIDO industrial skills development resource”) for reasons of operational efficiency: the two projects are funded by the same donor, and the Erbil project is part of the LKD facility. Steering Committee meetings were scheduled concomitantly for both projects in Addis Ababa on 19 February 2015, thus allowing an initial debriefing for both evaluations with stakeholders at the same time.

1.2 Purpose and Scope

TF/IRQ/11/001 (hereafter referred to as the Swedish Academy (or SA) project) was evaluated during a no-cost extension phase, ending on 30 June 2015. The terms of reference focused on the continued relevance of the project, its achievements (outputs, outcomes, long-term objectives); comparison of a PPP to a “traditional” project and consideration of prospects for sustainability.

The project document called for two evaluations of the project; one a mid-term and one at the end. This is the first evaluation that has taken place. Should the project be extended for another year, as has been proposed, another evaluation in about one year would be advisable. However, if the project is not extended beyond June 2015, a subsequent evaluation to this one would be superfluous.

The evaluation began in January 2015, after agreement on the terms of reference between Sida and UNIDO and recruitment of the evaluation team (lead consultant Robert Moore and local consultant Bastian Simon). The pre-field work stage

included the initial phase of document review and development of a questionnaire survey of project beneficiaries. Field work was conducted during February 2015, according to the following schedule:

- 2-3 February: briefing of the lead consultant at UNIDO, Vienna
- 4-5 February: briefing of the lead consultant at Sida, Stockholm
- 6 February: briefing of the lead consultant at Scania, Södertälje
- 2-6 February: design/administration of questionnaire by the local consultant in Erbil
- 7-12 February: field visits in Erbil by both consultants
- 19 February: presentation of preliminary findings and recommendations by lead consultant at Project Steering Committee meeting in Addis Ababa, Ethiopia

1.3 Methodology and Limitations

The evaluation terms of reference called for document review and consultation with stakeholders and intended end users and allowed the evaluation team to develop other tools as needed. Project documentation was made available to the evaluation team via Dropbox. While information was good for the period after the arrival of the present General Manager in early 2012, information was lacking on the immediate post-project approval period and could be established only through interviews.

Since the evaluation was taking place after some years of project operations, the evaluation team decided to intensify the assessment of beneficiaries, through a survey of trainees and focus group interviews during the time the evaluation team was in Erbil. Using a random sample method, 200 out of the 864 students who had completed courses at the SA during 2012-14 were selected to receive the questionnaire. The list included students in all specializations (mechanics, English, IT) in each of the three years that courses were offered.

In Kurdistan, e-mail distribution of the questionnaire was not possible, since many participants do not have e-mail addresses. Therefore, telephone contact was made with each of the persons on the list, requesting them to come in to the SA to fill out the questionnaire at designated times. Contact was made by the SA instructor for each student, because many persons in Kurdistan will not reply to a phone number unknown to them. Not all the intended recipients could complete the questionnaire, because of inability to reach the intended person, physical location outside of Erbil, or being unable to come to the SA due to work or other reasons.

In order to increase the number of respondents, a second call was made to those who had not come the first time, offering them a second date where they could come

in at any time convenient to them. The evaluation team was concerned that the initial results would not have fully captured the increased number of employed after training, since employment obligation was one of the reasons given for an inability to complete the questionnaire. At the end, a total of 122 or 14.1% of all the students trained under the project responded to the survey (see Annex IV for questionnaire and results).

The focus groups were assembled in a similar manner, i.e. phone contact with the intended participant by his/her instructor. The intention was to have five focus groups: two each for mechanics and English, divided by sex, and one mixed group for IT. Ten participants were sought for each focus group, and each group was to include participants from each of the three years that training was offered (2012, 2013 and 2014). Three focus groups were interviewed on 10 February and two on 11 February. Although 30 persons confirmed for the groups on 10 February, only 18 actually showed up. Accordingly, the evaluation team requested that contacts be made to have an additional five persons at the two focus groups for the next day, using the principle of “overbooking” applied by airlines. This proved successful as 22 persons showed up, bringing the total focus group participation to 40 over the two days. The focus groups were invaluable to the evaluation, as they showed the great variation in circumstances, motivations and outcomes for beneficiaries of the training.

The evaluation team also decided it would be useful to benchmark the performance of the SA against a “normal” VTC within the MOLSA structure. Accordingly, a half-day visit was arranged to the nearby Erbil Vocational Training Centre (VTC), which offered training in eight areas, including one area (Information Technology - IT) also offered by the SA.

Limitations: There were no significant limitations on the conduct of the evaluation. The number of students completing the questionnaire was reduced compared to the initial plan but this increased the statistical margin of error only slightly. There was an absence of reporting covering 2011 but as no training took place anyway until 2012, it was not considered a significant problem to information gathering.

1.4 Structure of the Report

This introductory Section I summarizes the purpose and scope of the evaluation and describes the methodology followed.

Section II provides background information on the project, including relevant information about the situation in Kurdistan when the project was initiated and the important changes that have taken place, especially since 2014, which present a

considerable challenge for sustainability and need to be considered in a decision about future funding of the SA. Section III includes a synopsis of work done so far and the budget status to date.

The assessment is covered in Section IV, starting with the design of the project and followed by a review of achievements, structured in accordance with the evaluation criteria of relevance, effectiveness, outcomes and impact, and sustainability.

The conclusions and recommendations are presented in Section V and lessons learned in Section VI. An Executive Summary is included in the beginning of the report.

2. Country and project background

While the SA is an Iraq country project, the background information here relates to the Kurdish Region, which has had a distinctive history from the rest of Iraq, particularly in recent years. This is because, since the 1990 Gulf War, the Kurdish Regional Government has had a large degree of autonomy, initially a result of no-fly zone enforced after the War by the Coalition Forces over northern Iraq. Under the UN Oil-for-Food Programme, begun after that war, the KRG received approximately 14% of the total revenue for the country. This influx of funds was an economic boost to the region, compared to the previous situation under the Saddam Hussein regime. In the period until the end of the Oil-for-Food Programme in 2003, economic growth in Kurdistan was said to be in the range of 6-10% per year.

Economic growth continued after the removal of the Saddam Hussein regime in 2003, due to the stable security environment in the KRG that was largely absent in the rest of Iraq. In 2004, per capita income in KRG was 50% higher than in the rest of Iraq; by 2009 it was 200% higher. The economy expanded every year since 2005; growth rates of 12.7% were achieved in 2005-08 and 11.5% in 2010-12. This was driven primarily by oil production; in addition, the construction sector has also been an important source of growth, followed by agriculture and services. In 2013, the real economic growth rate was 8%. Throughout the period, the growth rate was supported by large public spending, including capital spending.

It was against this promising general economic background that Scania entered into a major agreement with the Government of Iraq, announced in 2011, for the purchase of 4000 trucks, valued at US\$472 million, with the trucks to be assembled in Iraq. Scania had a presence in Iraq since the early 1960s and Iraq was a significant export market historically for Scania. However, it was recognized at the outset that there was a dearth of qualified mechanics in Iraq to service the contracted vehicles, along with others that were expected to be sold in a revived Iraq market for Scania. This was a problem that needed to be addressed.

During the period beginning in 2003, UNIDO had supported a series of Micro-Industry Support Projects (MISP) in five Iraqi Governates, including Erbil and Sulaymaniyah in Kurdistan. As part of an effort to place trained individuals from the previous projects, and with the big truck deal on the horizon, UNIDO approached Scania with the idea of a public-private partnership for a training facility. The South Korean Government had previously provided equipment for a VTC in Erbil, which had been installed in a building that had been rehabilitated by the KRG. The idea was to use the building, with new training equipment provided by Scania, to provide foundation training in mechanics for individuals from throughout Iraq. As the provider of the training equipment, it was expected that Scania would further train

and employ graduates of the school, while graduates not employed by Scania would also have developed skills useful to find jobs elsewhere.

The discussion about the project took place at a time when both UNIDO and Sida were interested in promoting public-private partnerships. Interaction between Scania and Sida led to a quick decision to go ahead with the project and it was approved in a short period of time.

A changed situation

The situation for Scania's market in Iraq changed rapidly and negatively some months after the agreement on the project when the Government cancelled the truck order. Suddenly the need for Scania-qualified mechanics plummeted, as the market for Scania vehicles became only that which was being sold to private interests. However, Scania continued to honor its commitments to supply the workshop of the Swedish Academy and train the trainers. But it could no longer absorb the expected number of interns and eventual employees when the expected business was not there. Then, in 2014, the KRG began to have serious financial problems as well, directly affecting its ability to support its commitments to the SA and raising questions about future sustainability.

Budgetary shortfall from the Iraq Federal Government: Under the Iraq Budget Law, the KRG is to receive 17% from the central budget, minus its share of sovereign expenses of the Iraq Federal Government. These resources had represented about 80% of budget revenues and 50% of Kurdistan GDP. However, due to political gridlock in Baghdad, no budget was approved for 2014. According to a World Bank Economic and Social Impact Assessment of the Syrian Conflict and ISIS Crisis (Feb. 2015), out of the expected KRG share of the budget of some US\$12 billion in 2014, only US\$1.1 billion was received in the year. With 36.6% of the budget allocated to wages and salaries and 13.9% to social benefits, pensions and subsidies, the impact on the economy has been considerable. It has been partially compensated by borrowing against future oil production, but Government salaries have been paid late and sporadically (none for three months at the time of the evaluation) and at the macro level, the KRG fiscal deficit has jumped to nearly 12% of GDP from near zero in only one year.

Refugees and IDPs: Beginning in 2012 with an influx of Syrian refugees fleeing the crisis there, the emergence of ISIS as a threat in 2014 led to large numbers of Iraqi Internally Displaced Persons (IDPs) into the region. The scale and speed of the humanitarian crisis took both the international community and the KRG by surprise. By December 2014, there were over 1.2 million Iraqi IDPs and Syrian refugees, representing an increase of 28% in the population of Kurdistan. While considerable efforts have been made by all parties, both international and local, the strains on the local economy and access to public services are threatening the future delivery of basic services.

ISIS: The ISIS crisis has also had profound effects, as the KRG has had to divert resources to defense and security spending and away from other uses. In addition, the crisis has had a notable negative effect on the private sector. Access to the southern Iraq market and Kurdistan's role as a transit trade route to southern Iraq have been severely affected. Operating costs have increased and profitability decreased and there has been a considerable impact on the financial sector due to a shortage of cash, leading to an absence of liquidity and loss of confidence. Particularly since the attempted advance of ISIS in August 2014, private sector investment has dried up considerably, with most construction projects halted as individuals and money have left. It is not possible to be sure when this situation will change.

As a result of the above, macroeconomic indicators in Kurdistan have worsened considerably. The World Bank estimates that deceleration in economic growth will be about five percentage points, relative to the previous baseline (to 3% in 2014 from 8% in 2013). The poverty rate of the KR population increased dramatically from 3.5% to 8.1% in 2014.

The general economic situation has had an impact on the project partners (Scania and the KRG). The market situation for Scania and other businesses in Kurdistan is very different than that which was expected in 2011. On the KRG side, its ability to support operational activities, such as those of vocational training centres, is also largely constrained. For 2014, receipt of funds was only 30% of the budget, barely enough to cover salaries with little or nothing left for operational activities. The funding situation is a major challenge for sustainability going ahead, a subject that will be revisited in Section IV.

3. Project Overview

3.1 Project Budget

Donors	Sida Scania, KRG (in-kind contribution)				
Budget and expenditures as at 3 February 2015					
<i>Budget (as per project document)</i>	Sida : \$2,491,000 + \$ 323,830 MSC Scania: \$1,450,000 (trainers, training, equipment, travel) MOLSA: \$1,365,000 (uncosted) Additional contribution from Swedfund (not in project document): SKR 1,000,000 (for building to house visiting students from outside Erbil)				
<i>Budget as at 03.02.2015</i>	Sida: \$2,426,804				
	2011-12	2013	2014	2015	Total
Sida budget	1,136,163	392,281	418,920	479,440	
<i>Expenditures</i>	1,136,163	392,281	418,920	96,022	
<i>Balance</i>	0	0	0	383,418	
<i>Percentage of total available budget spent</i>					84.2%
<i>Balance as percentage of available budget</i>					15.8%

3.2 Project Summary

The project was approved in May 2011 to end December 2014. In December 2014, a no-cost extension was approved through June 2015.

The project was the first in a series of PPDP (Public-Private Development Partnerships) involving UNIDO/Sida, private industry partners dealing with heavy equipment (in this case, Scania) and Government (Ministry of Labor and Social Affairs of the KRG). UNIDO was the implementing agency, with Sida providing funding for the project. The Sida budget funded the project manager (General Manager of the SA); salary supplements for national staff; stipends for mechanics students; consultancy on pedagogical methods; equipment for English language and IT training; operating costs (utilities, Internet, supplies, communications) of the SA; staff travel; other costs such as Project Steering Committee and this evaluation. Scania provided equipment for the mechanics training and a full-time master trainer, posted at the Swedish Academy until January 2015. It also provided training for the mechanics trainers at the Scania facility in Istanbul, in its workshop in Erbil and at

the Scania Academy in Södertälje. The KRG provided the SA building and the salaries for the MOLSA employees working in the project.

The project activities have included:

- Rehabilitation and equipping of the building to house the Swedish Academy in Erbil
- Training of national staff in management, improvement of technical skills, pedagogical methods and English language;
- Training for students and employees of companies (e.g. Scania Iraq, South Oil Co.) in mechanics (at various levels) based on the Scania training programme; English language; IT (for general students and mechanics); and driver training (for company employees). Additional *ad hoc* training has been provided on other topics (e.g. Know About Business).

On a day-to-day basis, project management is exercised by the expatriate General Manager of the SA, paid by the project. The Deputy General Manager is a MOLSA employee and the technical trainers in each of the four areas (mechanics, IT, English, driver training) are also MOLSA employees. There is a Project Steering Committee, which includes representatives of the four parties to the project. It has met four times (twice in 2012, once in 2013 and during this evaluation, in February 2015).

Within the KRG, the responsible body is the Ministry for Labour and Social Affairs. A number of ministries in Kurdistan provide vocational training besides MOLSA, including Higher Education, Education, Agriculture, Health and Natural Resources. MOLSA has six VTCs in Kurdistan. While the building for the SA belongs to MOLSA and the national staff are MOLSA employees, the SA is not part of the MOLSA structure in the same sense as the other VTCs and until now has received no operational funds.

4. Project Assessment

4.1 Project Design

The project document was written in a short period of time as the project was approved very quickly; reportedly it was a matter of weeks between the decision to approve and signature of the agreement.

The project document commits a classic error of project design in that the immediate objective is an activity (“establish a training academy...”) indistinguishable from an output (“a training academy on operations and maintenance of heavy duty vehicles and machinery...”). The key distinction here is that a project objective, whether immediate or long-term, must by definition be a developmental result to which the project contributes, but not what the project itself does (activity) or produces (output). For example, an objective for this project might have been: “A Training Academy, fully integrated within the MOLSA structure with its own budget, capable of training x students annually to specified levels”. This is a condition that did not exist at the start of the project. The project document could have been better elaborated in this respect. However, this would have involved discussions about the Academy and its place in the VTC system that never took place.

As noted earlier, the numerical targets in the project were problematical. One of the expected outputs was “a minimum of 340 youth trained per year in operations and maintenance of industrial machinery”. It is not clear how this target was determined, but it did not reflect reality. First of all, the project was starting from scratch with a new institution. Therefore, the training capacity was always going to evolve over time, as the technical and operational abilities of the SA increased. Secondly, the target was not based on any pre-project market analysis of absorptive capacity, of Scania and its local partner or other companies. Even in the better economic climate of 2011, with a proposed sale of 4000 trucks, the numbers to be trained (340 per year) would quickly go beyond what Scania and its network could absorb.

It is clear to the evaluation that gender was included in the project as an afterthought, probably due to donor requirements, rather than as a considered part of the project strategy. In section 8 under Gender, the project document states “The participation of women in courses related to computers, English literacy and commercial studies will prepare them for opportunities as administrators in the workplace with a target participation rate of 30%.” Thus, it does appear that there was at least some recognition of the fact that women are not employed in Kurdistan as mechanics, in a workshop situation, because it is socially unacceptable. So in order to meet a gender target, other courses (IT, English) were introduced into the SA curriculum, not because they were needed for the mechanics students but in order to

meet the gender target. As will be seen below, the training offered in these areas has been very good and women have benefited from it. But the stated objective of the project had to do with heavy duty vehicles and machinery, and this training was not for that (see Lessons Learned below).

4.2 Relevance

As discussed above, the project document focused on an institution primarily for developing skills in heavy duty equipment and maintenance, while a more broadly focused institution has emerged in project implementation. Of the 1335 students and company staff trained since 2012, only 296¹ (22%) have been in mechanics. Therefore, the Swedish Academy that exists now is fundamentally different from the one envisaged in 2011. This is not a criticism; the original concept was built on assumptions that did not materialize and the project has adapted. Particularly for females, the training offered now is much more useful, practical, and relevant to the socio-cultural situation in the country.

The concept behind the project is very relevant to development priorities in Kurdistan. In 2013, the Ministry of Planning issued a document entitled “Kurdistan Region of Iraq 2020-A Vision for the Future”. Education is given high priority and within it, the need to better match what students learn and what employers demand. Closer collaboration between institutions for Technical and Vocational Education and Training (TVET) and the private sector is a priority, particularly in development of curricula, aligning TVET institutes occupational mix with occupational demands of the economy and increasing the opportunities that the private sector offers for on-the-job training. The document also recognizes that the private sector will be the area for job growth and the need for more qualified teaching staff. The Swedish Academy is well-positioned to contribute to all of these stated Government priorities.

With respect to target groups, it was stated that the project was especially to reach “unemployed individuals that otherwise have little or no means of breaking out of poverty”. While this was a criterion for student selection, SA staff admitted that there was no way to determine whether individuals actually were unemployed when applying for the courses. In the survey, some 11% of the participants said they were employed (either full- or part-time) when training began and another 11% were students, presumably not seeking employment². It showed 58% were unemployed and 20% were either self-employed or else employed in a family business. In many

¹ Of the 296 mechanics trainees, 144 were students, the rest were from private companies including Scania Iraq.

² The evaluation believes it is fair enough to count self-employed people, or those employed in a family business among the unemployed.

cases, this was probably rather precarious employment. The evaluation believes that the project made a reasonable effort to ensure that the intended target group benefited from the project.

4.3 Effectiveness

Project implementation was slow at the outset but improved considerably from February 2012 with the arrival of a new General Manager and assignment of staff to the project by MOLSA. The assessment of project effectiveness examines below each of the project components, plus gender and a particular question raised for this evaluation: the pros and cons of a Private and Public Partnership project (PPP) vs. traditional projects).

1. Facilities and equipment

The SA has been very well-equipped in a spacious building, centrally located in Erbil. The building was rehabilitated by the KRG and is fully functional. Facilities include a modern computer lab, an on-line computer set-up for English language training and a well-equipped area for mechanics training, including a classroom with brake trainer and Series 4 truck training model; classroom with Scania P G R series large dashboard training model; classroom with Festo electrical/electronic training models; workshop with lab for testing and cleaning fuel injectors and assembly/disassembly of components such as gear boxes and engines. All classrooms have a projector, screen and whiteboards and wi-fi is available throughout the facility (although it is major item of expense) and continuous electrical supply is ensured with a large generator.

2. Training of trainers and curriculum development

Trainers in all the subject matter areas benefited from pedagogical training from a professor at Abu Dhabi University who provided on-the-spot guidance in Erbil. Trainers found this assistance very useful and it was an “eye-opener” for most of them, who had before been accustomed to lecture methods of instruction, rather than more interactive learning that was taught through this training. The mechanics trainers were first trained at the Scania facility in Istanbul. They also worked in the Scania workshop in Erbil for practical experience. Scania assigned a full-time master trainer to work with them until January 2015. The mechanics trainers are qualified to train up to Level 2 in all subjects in the Scania training programme, and Level 3 in a few areas³. In the remaining project period, their skills will be honed through visits by

³ Scania’s training programme includes modules on all the different components of a vehicle (brakes, transmission, engine, etc.) and depending on the complexity of the training required for full proficiency, up to four levels in each.

a Scania expert from Belgium, who will visit periodically. In all the fields offered at the SA, the trainers prepare the lesson plans for their courses.

Based on interviews with the trainers, focus group discussions and the survey, the evaluation concludes that the physical facilities and instructor's skills are such that they are well-capable to continue carrying out training in the future.

3. Mechanics training

The mechanics training has been offered to 144 students, 16% of which have been female. For the mechanics training in particular, there was a notable increase in satisfaction with the training that took place in 2014, compared to 2012, the first year that training was offered. This was primarily attributed to the incomplete installation of equipment at the SA when the courses were offered, so less practical training could be given. In addition, the instructors have become more proficient over time through training and experience.

The training is intended to bring the students to a level where they can then be assumed by Scania for internships, eventually hired and then receive further training. However, only twelve have undertaken internships and six have been hired by Scania so far. This has been due to the market situation, the quality of the training was said to be entirely satisfactory to Scania.

Besides subjects relating to vehicle maintenance, the mechanics students receive training in diagnostics and other software programs used on trucks. These programs introduce students to what diagnostics is and how it is performed on the vehicles. Because the manuals are written in English, language training also forms part of the mechanic's course, with certificates given for levels passed.

Some of the female students who took the mechanics course were college students in mechanical engineering, who took the course during the summer months. They praised the course highly, as it was the only time they had received any hands-on training. One said that the mechanics course at SA was worth three semesters at university.

4. English language training

The English language training has been the most popular course at the SA, with 491 participants thus far, 53% of which have been female. None of the MOLSA VTCs offer English language training. The training is done in conjunction with courses offered by EF (Education First). The participation of EF in the project is arranged as part of a customer contract with Scania and thus at no charge to the project. Students are tested and then placed at the appropriate level (there are 16 levels in the EF programme). Students are required to pass at least one level during the 10 weeks course; after the course they retain their EF account and password but these expire six months after activation.

This class is clearly of great interest to some of the students and some made impressive progress, some passing ten or more levels during the training period. The diversity of experience was clear in the focus groups; some students had passed only one level and others seemed to have had an excellent background already in English. It seemed that students needed about Level 8-10 in order to be able to communicate effectively in English. The language training was particularly important for individuals who worked with expatriates, in hospitals, medical and dental laboratories, several of whom were interviewed in the focus groups.

The English training, which was largely enabled by the contact of the project with Scania, had substantial benefits for many of the participants. It has benefited the participants in their studies and employment. It has been particularly important for the mechanics students, since all the training manuals used in those courses are in English. In addition, a considerable number of non-mechanics students have taken both the computer and the English courses.

As the quality of the training was appreciated, many students would have liked to continue their studies on-line, some even at their own expense. However, there are few people in Kurdistan who have credit cards that would be needed to pay for further courses. It would be useful if an approach could be made to EF (perhaps through Scania) to see if an arrangement could be made. This would increase the sustainability and impact of the training.

5. IT training

The IT course involves training on Microsoft Office and Windows. The curriculum for the course was developed by the trainer. Considerable effort was made to train women in the IT course (138 out of 229 students, or 60%). Comments from students were that the IT course was good, but several of them said they would like or need further training to enhance their job prospects. Most of the focus group participants said they were employed at the time they took the course (e.g. cashier, taxi driver, child care), but were seeking better positions by acquiring IT skills.

The IT course was the only one offered at the SA that was also offered at the Erbil VTC. However, most of the IT training at the Erbil VTC was at a more elementary level than that offered at the SA.

6. Driver training

The newest of the programmes offered by SA, driver training is offered to Scania customers in Kurdistan in a three-day course, followed by a one-day refresher course. Driver training was given to Energy Logistics and Mateen Company, both based in Erbil. Some 33 persons have taken the course. While the SA trainers have had a visit to the Scania Academy in Sweden, they do require further training as part of an expansion of this area of work. The evaluation did not have the elements to assess effectiveness in this area, since trainees are assigned to the course by their

employers and do not go through the selection process applied to students⁴. Nonetheless, it could be a growth area for the SA as there will always be more employment opportunities for drivers/operators than for mechanics.

7. Training for companies and others

A highly commendable initiative of the SA has been to extend the training to companies and others, who have sent their employees/customers to the SA for specialized courses. An important client has been Scania Iraq (Erbil, Baghdad and Basra), which has been provided with technician's courses on different topics and at different levels, and a customer vehicle handover course. Mechanics training was given to South Oil Company (Basra), Abbas Holy Shrine Public Company (Najaf) and Iraqi Land Transport Company (Baghdad).

In conjunction with the Erbil VTC, the SA trainers participated in entrepreneurship training under the Know About Business (KAB) initiative. This was done for UNESCO, with the course offered to participants selected by UNESCO from several Iraqi regions.

The project has been active in seeking further opportunities, particularly for driver training. Although it will never represent a significant source of income, such training has been useful in sourcing funds that defray some of the operational costs of the SA.

8. Gender

The project has been quite successful in reaching women, in particular through the English and IT courses, where 53% and 60% of the participants respectively were women. Even within the mechanics course, 16% of the participants have been women. Out of the total of 864 persons trained in the three programmes from 2012-14, 419 (or 48%) have been women. Furthermore, the evaluation was able to quantify, if not in strictly financial terms, the improved employment situation for the female trainees. The random sample survey showed that 14% of the female respondents said that they had a better job now compared to before the training and that the training played a role in this. Applying this to the total number of females trained, it means that 55-63 women (based on sample size, 6% margin of error at 85% confidence level) out of the total of 419 women have found better jobs, which they themselves attribute this at least partly to qualifications gained in the training. Within the focus groups, the evaluation encountered several of these success stories, e.g. an unemployed woman whose acquired IT skills led to a progression of good jobs in an NGO; an employee of a medical lab who was promoted because of her English skills; a teacher at an engineering technical college who was promoted to a higher-level administrative position because of English skills.

⁴ Questionnaire and focus group participation was limited to students who had applied for training at the SA.

At the same time, the survey and focus groups also showed that a large number of women are not employed. In the focus groups, some women stated that they were looking for jobs only in the public sector, where for over a year there have been no new jobs. Although pay is poor in the public sector, jobs are secure; the working day stops at 13.00 hours and there are other benefits. While employment prospects in the private sector are also constrained at present, the number of women “waiting” for a public sector job was somewhat surprising. A possible explanation is the greater acceptability of public sector employment that does not carry the social stigma of many private sector jobs.

9. PPP vs. traditional institutional support

In the case of the SA project, the involvement of Scania in the project was clearly beneficial, in several important aspects. One is in the equipment that was provided by Scania to the SA. This modern equipment is state-of-the-art and could not have been bought on the open market. Scania provided the same type of equipment that it would have used in its own training facility. In a traditional project, equipment would have to be whatever was available on the market. The equipment was supplemented by technical training materials and software that would not have been available without Scania’s participation. Another key benefit was skills upgrading of the SA training staff, which was provided by Scania both on-the-job and through practical experience in the Scania workshop. This would not have been available in a “traditional” project. As a result, the quality of the training was much higher than it would have been without the Scania involvement. This is underlined by the fact that Scania and other companies send their employees to the SA for training. Scania is committed to further support by its willingness to provide additional equipment to the SA to increase training capability.

The evaluation also visited a regular VTC in Erbil to learn any differences in approach to the organization of training. The evaluation noted four differences between the two. One was class size, where the SA limited class size to 12 participants, in the VTC it was 25. Second was the method of student selection. At the SA, the choice was made by the instructors, who thus took responsibility for the composition of their student groups. In the regular VTC, the administrative staff made the selection. Third was the level of stipend for students: in the regular VTC it was US\$5/day, at the SA no stipend was paid to students of English and IT; mechanics students did receive a stipend of US\$6/day (for Erbil-based students) to US\$10/day (students from outside). Finally, most of the SA instructors have a university degree, while the VTC instructors had vocational secondary school qualifications.

10. Further requirements to increase effectiveness

The project has developed some interesting lessons/experience that could be shared with other VTCs, either in Kurdistan, or more broadly through the LKDF. These relate to how to develop a demand-driven curriculum and how to prepare a lesson plan. It would be beneficial if these and other ideas could be shared during an eventual exit strategy phase.

The most commonly made request from students in the survey was for career counseling and assistance in finding employment. While a job placement function would be outside the scope of a VTC, development of skills on presentation and how to look for jobs might not be.

More generally, there are notable shortcomings in the Kurdistan VTC system as a whole. These include: lack of operational, course, examination and certification standards. Furthermore, there is a plethora of actors, from various Ministries, companies, private institutions and NGOs. Although not a task for this project, the value of VTC training will be enhanced once there is a system and regulatory body in place to ensure quality standards in this area.

4.4 Outcomes and Impact

At an institutional level, the project has shown the ability for a private company (Scania) to contribute meaningfully to public vocational education and training, while SA has shown its capacity to train employees in the private sector (on a continuous basis for Scania-Iraq technicians and through individual events for other companies), to use curricula that meet the needs of industry and to deliver the requisite training. At the same time, the demand for hands-on skills required in the private sector has underlined the need to upgrade the technical as well as the pedagogical skills of vocational training staff and the need to adapt education and training methods.

At the level of impact on students, the project has offered training of a high standard that has met or exceeded the expectations of nearly all the trainees. The SA itself as an institution is well-equipped to carry out its mission and the training staff is well-qualified. This was confirmed by the students themselves in the evaluation survey: physical facilities received nearly unanimous praise (80% excellent; 19% good). The quality of instruction was also highly appreciated, with 95% of respondents stating that the enhancement of their technical skills was good or excellent. Thus, the project has had a demonstrable effect on the creation of human capital through skills improvement. This benefit seems equally distributed between men and women; on each of these questions, there were no significant differences between male and female students.

The project is also intended to create conditions for better employment opportunities. Chart 6 in Annex IV shows that the unemployment rate of students trained by the

project fell from 58% to 34% at present compared to the pre-training situation and the percentage in full-time employment rose from 8% to 30% in the same period. In order to establish a degree of attribution, the survey (Chart 14) also asked if students had a better, same or worse/no job compared to when they took the course and whether they felt the training played a role in this. From the replies to this question, it can be inferred that 160-180⁵ of the students trained so far have improved their employment situation and also that the skills learned at SA has played a role in this.

On this question there was a significant gender gap, with 14% of women compared to 25% of men stating that they have a job or better job now compared to before the training. The difference between can be attributed to the fact that there are far less employment possibilities for women in Kurdistan, due in great measure to socio-cultural factors. This is further underlined by the great difference in the percentage of unemployed by sex – 29% of men but 62% of women.

The project has trained more women than men in IT and English, i.e. skills that are most appropriate to enhance the employability of women in fields where they are most likely to find jobs. Thus it is contributing to an enabling environment, even if there is still a considerable gap in employment prospects of women compared to men.

4.5 Sustainability

While project implementation has been good, the training capacity of the Swedish Academy effectively built and considerable numbers of people being trained, the sustainability of the work being carried out is not assured. At present, because of the situation with respect to the Government budget, operational activities are severely curtailed in all VTCs. The Swedish Academy is not part of the MOLSA VTC structure, although its premises belong to the KRG and its staff are MOLSA employees.

If the SA was to become a VTC, Government rules require an establishment to be in place that includes accounting, statistics and planning, legal and general administration. This administrative cohort is larger than the teaching staff in the other VTCs. Having had no budget for operations in 2014, little likelihood of one for 2015 and with Government resources already stretched, it is hard to envisage incorporation of the SA into the Government structure very soon.

Government institutions are forbidden to charge for training. Not being part of the Government structure for the time being, the SA has been able to charge modest amounts to companies and others for some of the training offered, using the proceeds for operational expenses like diesel for the generator. While in theory the

⁵ 6% margin of error at 85% confidence rate.

SA could become a private institution and charge for its services, in practice it cannot happen. The building is Government property and the staff are unlikely to leave their Government jobs, not to mention that the equipment would never be available. Discussions have taken place about a special organizational arrangement for the Swedish Academy in the post-project period but in the present budgetary climate where there are no Government operational funds anyway, these are unlikely arrive at a conclusion anytime soon.

Another sustainability issue is the likely loss of income for trainers once the project stops. Government employees are paid for working until 13.00 hours; at the SA, courses are also offered in the afternoon and staff are expected to work the extra hours. For this, the trainers receive top-ups of about US\$500 per month (the Government salaries are US\$400-800 per month). Once this is discontinued, it remains to be seen if the staff will remain or be as motivated as they are now. There is provision in the normal VTC arrangement for overtime pay, about US\$20 per day, but this is again usually when there is a donor-financed project to pay it.

The proposed project extension is aimed at enhancing sustainability, through a phased turnover of responsibility to the national Deputy General Manager, with the current General Manager making periodic visits to the facility for one year from July 2015-June 2016. The extension phase will allow for a consideration of future arrangements for the SA. Scania has committed to provide additional equipment for the mechanics training, and assigned an experienced trainer to visit the SA periodically to further enhance the qualifications of the SA mechanics trainers. One issue still to be decided is whether a more flexible attitude will be forthcoming from Scania concerning internships with other companies of students trained by the project. Scania has heretofore objected to this, but now seems more inclined to allow such internships as long as they are not with direct competitors.

The evaluation reviewed the cost requirements for such a project extension. As the recently-approved no-cost extension covers the period to 30 June 2015, the proposal would now be for a one-year extension, to 30 June 2016. This would involve:

- a. Three months of services for the General Manager, on periodic visits to Erbil from the home base (US\$47,000);
- b. Operational costs for the SA, including continued salary top-ups for staff, stipends for mechanics trainees, Internet, utilities, supplies, maintenance, communications, etc., also some improvements such as replacement of old computers and landscaping of the SA grounds (US\$365,000);
- c. Staff management training and consultants (US\$90,000): English courses in UK for Deputy General Manager; study tour to Middle East and European countries on vocational education and training; final evaluation of the project.
- d. Staff travel, Project Steering Committee Meeting, UNIDO backstopping visit (US\$20,000)

The above figures are an estimate that would have to be refined and evaluated. The total is US\$522,000, to which would have to be added 13% for project servicing costs, bringing the total (rounded) to US\$590,000. However, there will still be savings in the project on 30 June 2015, estimated above at US\$383,000. Thus, the additional funding required from Sida would be in the range of US\$207,000, depending on the level of savings and exactly which items it is prepared to finance.

The evaluation has been requested to comment on the proposed extension. A decision will have to be taken soon as there are only four months left in the project. There is a need to give a firm decision so that plans can be made, one way or the other, on future arrangements.

The main sustainability issue that can be addressed through the proposed extension is the managerial skill set of national staff. While the Deputy General Manager has been involved in policy meetings and discussions, until now primary responsibility has been vested in the expatriate General Manager of the SA. The extension proposal will thrust the Deputy General Manager into a decision-making role, with support from the present General Manager through periodic visits and, as necessary, through correspondence. While the Deputy General Manager has reasonable communication skills in English, he requires further improvement to participate more effectively in international events in which the SA will presumably be involved (e.g. LKDF meetings). The extension will also allow exposure to similar programmes in other countries, one of the key benefits of an international development project.

The institutional strengthening will not focus only on the Deputy General Manager. While the training instructors have exercised a considerable degree of autonomy heretofore, it will be a different environment without the presence of the General Manager on a full-time basis. The one-year extension period is intended to provide a dedicated transition period to the "without project" situation that will apply in the future for all the SA staff. It is well-known that sudden withdrawal of international funding has been contributory to the rapid collapse of many initiatives in a post-project period.

The extension will also allow for some capital improvements that will improve the functioning of the SA over a period of time, thus contributing to sustainability. A number of computers are in need of replacement and landscaping of the grounds will improve the overall appearance and thus more likely to attract further support than if this is not done.

In the event that no extension is given, the evaluation sees a rapid decline in the capabilities built up over the past three years at the SA. There will be only a short transition period, and it is highly unlikely that any operational funds will be forthcoming this year. The SA is not part of the normal VTC structure. It may be possible to run courses for a few months, but eventually this would stop. Staff would be re-assigned to other duties.

Of course the same scenario is possible even if the project is extended for one year. But at least there would be hope for an improved situation. The major financial issue now is the transfers from Baghdad. Being essentially a political decision, it could change at any time. And while additional funding would be required, it is only 8-10% of the amount already committed to the project; likely a wise investment from a risk/reward perspective.

Should there be no improvement in the KRG financial situation even by 2016, the situation with regard to financing the operations of the SA will have to be reviewed. If international funding would still be required, the position of Sida would have to be assessed at the time, or UNIDO may have to seek another donor.

4.6 Project Coordination and Management

Project management has been generally good. Day-to-day project decision-making is efficiently handled between the manager in UNIDO, Vienna and the SA General Manager in Erbil. One issue is that the project does not have a bank account, which means that funds are disbursed from Vienna to the UNIDO Office in Amman, Jordan and from there wired to Erbil, where the General Manager collects the payments in cash and makes the necessary disbursements. There does not seem to be any way around this situation in the current circumstances prevailing in the country.

Relations between the project and MOLSA are cordial and supportive. The project maintains good relations with Scania through the Scania Academy in Södertälje and staff there are committed to the public goods aspects of the project. Contact with the Scania Iraq has been more sporadic, perhaps because Scania Iraq is less interested *per se* in the work of SA beyond that of a service provider.

The PSC meetings held thus far (two in Sweden, one in Erbil, the most recent one in Addis Ababa) have been attended by all four parties to the project. However, the responsible person for the project in Sida has changed frequently, with three different persons having attended the four meetings so far. The project has been under the responsibility of the Private Sector Cooperation Unit (ENICT) but due to a policy shift, it was transferred to the Iraq Country unit, which would be responsible for funding any extension to the project. Iraq is being phased out as a priority country for Sida assistance after 2015. While this reportedly does not inhibit approval of the proposed one-year extension, if the budget situation in Kurdistan does not improve by mid-2016, this could prove problematical for the SA after that time.

5. Conclusions and Recommendations

5.1 Conclusions

The project document was prepared and approved in a very short amount of time. The project objectives were not well formulated. The project was approved at a time when Scania had great expectations about the Iraq market. Considering that the project was starting from scratch, it had unrealistic numerical targets for the number of mechanics that could be trained or were even needed. The gender component was clearly an add-on to the project and not considered in the socio-cultural context. It appears to have been a condition for approval, rather than an integral part of the planning (Section IV.A).

Nonetheless, the project remains very relevant to Kurdistan's development plans, as demand-driven vocational training and private sector employment figure prominently in the vision for 2020. The project staff made a reasonable effort to ensure that the intended target groups were reached (Section IV.B).

Implementation of the project has been very good, after an initial slow start. The physical facilities and equipment available at the Swedish Academy are of high caliber. The project has emphasized raising the quality of training offered, by improving the pedagogical and technical skills of the trainers. This effort has been successful, as former students have highly praised the quality of the training that they have received (Section IV.C. 1-5). The quality of the training has increased over time (Section IV.C.3). The numerical training targets in the project document have been exceeded and the percentage of women receiving training is above the target (Section IV.C.8).

The project has been implemented in a challenging environment and the general economic situation in the country has deteriorated, especially since 2014. The main contributing factors have been: failure of the Federal Government to remit Kurdistan's share of the national budget; fall in the price of oil; the threat posed by ISIS and the humanitarian crisis due to the influx of refugees and IDPs. Because the market for Scania vehicles is not what was expected when the project was signed, it has not proved possible to provide internships and employment as was envisaged at the time (Section II).

One of the main goals was to give better employment possibilities to the persons trained. This has happened to some degree, as unemployment among students has been reduced about 24%, compared to the pre-training situation. Furthermore, 14% of women and 25% of men claimed that they had obtained jobs, or better jobs after

the training and that the skills they received through the training was at least partly responsible for this (Section IV.D). Female trainees have found proportionally less employment than men. Contributing factors include the fact that some occupational situations are socially proscribed and there is an apparent stronger preference for public sector employment among women (Section IV.C.8).

Sustainability is a major question in the present economic climate. The original concept was that the SA would be integrated into MOLSA, but this cannot happen now. Disbursements from the Federal Government to the KRG against budgets in 2014 were 30%, not even enough to pay salaries on time. Integration into MOLSA would require creation of an administrative structure for the SA, which is not possible in the current economic situation. It is also not predictable if staff morale will remain at the same level if the top-ups for extra hours worked would be withdrawn (Section IV.E). However, the level of budgetary support is essentially a political decision. An extension of the project for one year will promote sustainability through strengthening managerial skills of national personnel by having a dedicated transitional period to full national management (Section IV.E.).

5.2 Recommendations

For Sida/UNIDO:

1. Extend the project for one year (to end June 2016), with a part-time visiting UNIDO technical adviser, aimed at full national management of the SA after that time.
2. If the extension is approved, carry out an independent external evaluation in early 2016, to assess progress toward full national management of the SA and scenarios for its continued operation after the project.

For UNIDO:

3. In connection with recommendation 2 above, starting not later than the last quarter of 2015, hold discussions with KRG on the post-June 2016 financing of SA operations, taking into account likely scenarios for the budgetary support that will be forthcoming from the KRG, and if necessary, international donors.

For the project/Scania:

4. Enter into discussions with EF to develop an agreement for students to pay for English courses, should they wish to continue once their subscription period under the SA ends.
5. Allow students trained in the mechanics course to take up post-training internships in workshops of other companies; at least those that are not direct competitors of Scania.

6. Expand the number of courses for companies in driver training, as a means to enhance the impact of the project on employment. Provide further training to the driver training instructors in Scania's Predictive Driving programme.

6. Lessons Learned

The project showed a number of lessons.

The difficulties in placing mechanics students on internships in companies other than at Scania-Iraq, including at competitors has exposed the differences between private business and the provision of a public good, such as skills training. There is a need for the private sector to distinguish between the levels and forms of skills training from the competitive nature of private business. The private sector also needs to adapt to the role of “development” when participating in PPDP’s. These issues are best discussed/decided at the outset when embarking on a PPDP.

Another lesson learned relates to gender. This project was originally conceived to address a shortage of qualified heavy-duty equipment mechanics. There are no women in Kurdistan who are employed as workshop mechanics and even in Sweden, it was reported that only 3% of mechanics are women. The lesson here is that gender targets need to be appropriate for the type of project being implemented. If a donor wishes to have a high percentage of female beneficiaries as a criterion, there are some projects it will not be able to support because of this.

The other lesson relates to institutional location. The SA building and land belong to the KRG and the trainers are KRG (MOLSA) employees. However, nearly all the operational costs are borne by the project and the path towards its absorption into the Government structure is unclear, nor is it realistic to think it can be under the present prevailing economic circumstances. When working with Government entities in PPDP projects, it may be easier to work within institutions already part of the national structure, or else agree on eventual arrangements at the time the project is contemplated.

Annex 1: Terms of Reference (relevant excerpts for Erbil project)

Background and Context

Two currently ongoing UNIDO projects focus on skills training using a model of a Public Private Development Partnership (PPDP). Both of these are funded by the Swedish International Development Agency (Sida).

The project “Operations and Industrial Maintenance Training Academy in Erbil, Iraq” was set up to establish an operations and industrial maintenance training academy in Erbil/Iraq. The goal of which is to improve access of poor and young Iraqis to job-oriented and demand-driven skills, with the purpose of improving employability in the sectors of logistics, manufacturing, and industrial maintenance of heavy machinery.

The project “Learning and Knowledge Development (LKD) Facility: A Sida-UNIDO industrial skills development resource” was set up in order to learn from PPDPs focusing on skills development especially in the field of heavy duty machinery (including the project in Iraq). Current partners include Scania, Volvo, Festo, Sida, UNIDO, the International Youth Foundation, and the Worldskills Foundation. All the partners are directly or indirectly involved in implementing a skills PPDP. The idea of the LKDF is to set up a common monitoring system, out of which knowledge can be generated. Lessons learnt from previous projects are taken into account when new PPDPs are developed by the LKDF. More information on LKDF can be found on the web site: <http://lkdfacility.org/>

The implementation of these projects started in 2011 in the case of Iraq and 2012/2013 in the case of the LKD Facility (LKDF).

Discussions with Sida have been held on the potential cost extension of the Iraq project. In May 2014 Sida concluded that an exit strategy feeding into a Phase II project document needs to be formulated before this decision can be made. Both documents were conducted and paid by the LKDF project. Furthermore, Sida requested a mid-term evaluation to be done before the final funding decision of the potential cost extension to be made on the Iraq project. The project has been previously examined during three distinct evaluation/case study undertakings, namely:

- Independent Thematic Evaluation, UNIDO's Public Private Partnerships⁶
- Measuring results in development partnerships: Solutions and best practices⁷
- Management in Complex Environments⁸

In terms of the LKD Facility, a mid-term review was scheduled in the project document. The full size project implementation started in July 2013 and therefore the mid-term evaluation suited timing-wise with the Iraq evaluation.

As these two projects are funded by the same donor, and have similarities in terms of the project objectives, target beneficiaries and planned outcome, it was decided to combine the mid-term review with an aim to analyze the relevance, effectiveness and sustainability of the projects.

Both projects are funded by the private sector cooperation unit of Sida, ENICT. Due to a policy change within Sida, the eventual cost extension for the project TF/IRQ/11/001 would not be funded by ENICT but the Iraq Unit of Sida.

This joint mid-term independent evaluation, which consists of two separate field missions to Erbil/Iraq and Addis Ababa/Ethiopia, one briefing at UNIDO HQ in Vienna or at Sida in Stockholm and home-based assignment, will take place over a period of December to February 2014.

Projects

(1) Operations and Industrial Maintenance Training Academy In Erbil, Iraq

Background

The objective of the project is to establish an operations and industrial maintenance training academy in Erbil/Iraq. The goal of the project is to improve access of poor and young Iraqis to job-oriented and demand-driven skills, with the purpose of improving employability in the sectors of logistics, manufacturing, and industrial maintenance of heavy machinery (trucks, engines, agricultural equipment, earthmoving equipment etc.).

⁶http://www.unido.org/fileadmin/user_media_upgrade/Resources/Evaluation/THEM_PPP-2012-13_E-book.pdf

⁷http://www.endeva.org/building/current_projects/measuring_results_in_development_partnerships_solutions_and_best_practices/

⁸<http://www.nir.se/en/programmes/management-in-complex-environments/>

Under the Swedish Private-Public Development Partnership program the project has teamed with SCANIA CV AB, a global leader in the manufacturing of trucks, buses and engines. SCANIA is an ideal delivery partner for the project, bringing over 100 years of comprehensive experience in all aspects of the industry, including its extensive worldwide training system to deliver expertise and support to the project.

The project builds upon the existing infrastructure of the MOLSA Zaitun Training Centre to achieve the objectives. These facilities were modernized to meet the technical requirements for course delivery and following integration of the training resources (facility infrastructure, equipment, curriculum development, training of trainers, etc.) the academy is capable of delivering modern courses in:

- 1) Basic heavy equipment mechanics;
- 2) Advanced heavy equipment mechanics;
- 3) Driver operator training;
- 4) Basic computer and language literacy; and
- 5) Modern business management and commercial training.

Outcomes and outputs

Summary of project Outcomes and Outputs:

<p>Development objective:</p> <p>Contribute to improving the performance of the industry to service and maintain modern equipment and generate employment opportunities in the sector</p>
<p>Immediate objective:</p> <p>Establish a training academy in operations and industrial maintenance in Erbil, Northern Iraq</p>
<p>Outputs:</p> <ol style="list-style-type: none"> 1. A training academy on operations and maintenance of heavy duty vehicles and industrial machinery established and operational in Erbil. 2. The trainers of the academy deliver up-to-date training in areas such as heavy duty vehicle maintenance and related computer systems, chassis, suspension, electronics systems. 3. A minimum of 340 youth trained per year in operations and maintenance of industrial machinery.

Beneficiaries

The immediate beneficiaries are:

- Youth in Northern Iraq and surrounding Governorates.
- Small and medium sized enterprises through support in modern service-oriented business operations and management.
- Employees from relevant companies who wish to upgrade their skills and know-how through the project training activities.
- Trainers from the MoLSA Vocational Training Centres who wish to up-grade their skills and know-how through the project training activities.

The intermediate and long-term beneficiaries:

- Employers and businesses that will have wider access to skilled workers.
- Government operated industries dependant on skilled workers (Construction, Agriculture, Oil & Gas etc.)

To achieve the results necessary to support the requirements of the above list of beneficiaries the academy will offer training courses for:

- Basic and advanced heavy equipment mechanics, driving of heavy vehicles, basic English, computer skills related to vehicles as well as basic computer skills;
- MOLSA trainers at the vocational training centre; in technical and instruction skills upgrading courses related to the delivery of skills training for the youth; and
- Small and medium sized enterprises; skills training for employees and modern business operations and management including subjects such as advanced sales and management of different business areas, e.g. spare parts.

Budget information

Total Allotment: USD 2,814,830 (incl. PSC)

Total Expenditure: USD 1,918,050 (excl. PSC, end of November 2014)

Immediate Objective:
Institutional change initiated in selected vocational training centres leading to a stronger performance oriented culture, adoption of best practices and better adjustment to changing labour market demands
Outputs:
1. A results-based learning and knowledge sharing platform established for

the development of technical skills in Africa and elsewhere.

2. Top-management training carried-out - addressing constraints in vocational training and covering all PPDP skills development projects.
3. Project Development Facility: expansion of the PPDP skills training programme in heavy duty vehicles operations and maintenance to other countries in the developing world

Purpose of the Mid-Term Independent Evaluation

The main purpose of these projects' mid-term evaluation is to collect lessons learnt in Iraq and globally (in the case of the LKDF) with a forward looking approach that gives operational and practical recommendations into future project implementation.

The report will be of interest to concerned UNIDO staff at HQ and in the field, UNIDO's counterparts in the Governments of Kurdistan Regional Government (KRG), and the donor, Sida.

Scope and Focus of the Mid-Term Evaluation

The evaluation will span the projects' process from the beginning to mid-term (the present), but will be limited in focus to major projects activities and results. The evaluation will extend over all specific geographic areas covered by the projects, and assess the entire results chain, but will focus more specifically on outputs and planned outcomes, and also the likelihood of achieving planned impacts.

Inter alia, this includes analysis of pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability.

The evaluation team should provide an analysis of the attainment of the main objective and specific objectives under the three core project components for both projects.

Evaluation Issues and Key Evaluation Questions

The evaluation consultants will be expected to prepare a more targeted and specific set of questions and to design related survey questionnaires as part of the Inception Report, and in line with the above evaluation purpose and focus descriptions.

However, the following issues and questions are expected to be included in the assessment:

(1) For Iraq:

Project relevance

- Does the project remain relevant taking into account the changing environment in Iraq? Is there a need to reformulate the project design and the project results framework given changes in the country and operational context?
- Target groups: relevance of the project's objectives, outcomes and outputs to the different target groups of the intervention

Effectiveness: objectives and planned final results at the end of the project

- To what extent have the expected outputs, outcomes and long-term objectives been achieved or are likely to be achieved? (How many are trained and how many are having gained employment?) Has the project generated any results that could lead to changes of the assisted institutions? Have there been any unplanned effects?
- Are the project outcomes commensurate with the original or modified project objectives?
- How do the stakeholders perceive the quality of outputs? Were the targeted beneficiary groups actually reached? To what extent did the project influence women's economic empowerment? Were women's professional skills and employability improved?
- How efficient has it been to work under a Public Private Partnership to reach the project output and outcome compared to traditional institutional support?

Assessment of sustainability of project outcomes

- Financial risks. Are there any financial risks that may jeopardize the sustainability of the project outcomes? What is the likelihood of financial and economic resources not being available once Sida assistance ends?
- Sociopolitical risks. Are there any social or political risks that may jeopardize sustainability of project outcomes? Is there a continued political will to sustain the output and outcome of the project?
- Institutional framework and governance risks. Do the legal frameworks, policies, and governance structures enable sustainability of project outputs and outcomes? Are systems for accountability and transparency in place and adequately used?
- Country ownership. Is the project concept still in line with the sectorial and development priorities and plans of the country? Are the relevant country representatives from government and civil society involved in the project? Has the recipient government maintained its financial commitment to the project?
- Stakeholder involvement. What stakeholders are involved in the project and what are their immediate tasks? Does the project consult with and make use of the skills, experience, and knowledge of the appropriate government entities, nongovernmental organizations, community groups, private sector entities, local governments, and academic institutions in the implementation of project activities? How does the project involve those affected by the project output in the decision making regarding the project implementation? What is the risk that the level of stakeholder ownership will be insufficient to allow for the project outcomes to be sustained?

Mid-Ter Independent Evaluation Approach and Methodology

The Mid-Term Independent Evaluation will be conducted in accordance with the UNIDO Evaluation Policy and the UNIDO Guidelines for the Technical Cooperation Programmes and Projects.

It will be carried out using a participatory approach whereby all key parties associated with the project are kept informed and regularly consulted throughout the evaluation. The lead evaluation consultant will liaise with the Project Manager on the conduct of the evaluation and methodological issues.

The lead evaluation consultant will be required to use different methods to ensure that data gathering and analysis deliver evidence-based qualitative and quantitative

information, based on diverse sources. The lead evaluation consultant will develop interview guidelines.

The methodology will be based on the following:

1. A desk review of project documents including, but not limited to:
 - (a) The original project document, monitoring reports (such as progress and financial reports, output reports (case studies, action plans, sub-regional strategies, etc.) and relevant correspondence.
 - (b) Notes from the meetings of committees involved in the project (e.g. approval and steering committees).
 - (c) Other project-related material produced by the project.
2. Interviews with project management and technical support including staff and management at UNIDO HQ and in the field and – if necessary - staff associated with the project's financial administration and procurement.
3. Interviews with project partners including Government counterparts, companies, and partners that have been selected for co-financing as shown in the corresponding sections of the project documents.
4. Interviews with intended users for the project outputs and other stakeholders involved with this project. The evaluator shall determine whether to seek additional information and opinions from representatives of any donor agencies or other organizations.
5. Interviews with the UNIDO's project management and Project Steering Committee (PSC) members and the various national and sub-regional authorities dealing with project activities as necessary.
6. Other interviews, surveys or document reviews as deemed necessary by the lead evaluator and/or UNIDO EVA.

Evaluation Team Composition

The evaluation will be conducted by one international lead evaluation consultant with one national consultant or junior international consultant who will be working under the guidance of the UNIDO Evaluation Manager in EVA/ODG in coordination with the Project Manager of the two projects in Agri-Business Development Branch and also with the project team in Iraq and in Vienna.

The consultant/s will be expected to visit the project site and to conduct interviews with various stakeholders in January 2015 for the Iraq project. The lead consultant is expected to participate at the Annual Partners Learning Workshop (APLW) of the LKD Facility project in Addis Ababa, during which interviews with key stakeholders will be conducted.

The evaluation consultant must not have been directly involved in the design and/or implementation of the projects.

Time Schedule and Deliverables

The Mid-Term Independent Evaluation is scheduled to take place in the period from 16 January 2015 to 15 March 2015.

The lead evaluation consultant will present the draft report in conjunction with the Annual Partners Learning Workshop for the LKDF, which will be held in Addis Ababa, Ethiopia in 17-19 February 2015.

Who (evaluator)

When	Where	What	Lead	UNIDO	National
1.2.-3.2.	UNIDO/Vienna	Briefing on LKDF and Iraq	x		
4.2.-6.2.	Sida/Stockholm	Interviews with Sida	x		
7.2.-12.2.	Erbil/Iraq	Tracer study etc	x		x
13.2.-15.2.	UNIDO/Vienna	Debriefing of Iraq	x	x	
16.2.-20.2.	Addis Ababa	Interviews with LKDF stakeholders Preliminary findings of the LKDF and Iraq (if the PSC will be held in conjunction with the LKDF meeting)	x	x	

All following deliverables are expected in electronic format:

1. Presentation during the Annual Partner's Learning Workshsop
2. Draft and Final Mid-Term Independent Evaluation report - one report covering both projects. Maximum 15-20 pages long.
3. Main recommendations collected in an PPT presentation

Draft reports submitted to UNIDO Evaluation Group are shared with the corresponding Programme or Project Officer(s) for initial review and consultation. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. The evaluators will take the comments into consideration in preparing the final version of the report.

Quality assurance

The Project Manager (PM) will be responsible for managing the evaluation, preparing the terms of reference (TOR) and the job description (JD) of the evaluation consultant(s) on the basis of guidance of UNIDO's Office for Independent evaluation (ODG/EVA). The PM will forward drafts and final reports to ODG/EVA for review, distribute drafts and final reports to stakeholders (upon review by ODG/EVA), and organize presentations of preliminary evaluation findings which serve to generate feedback on and discussion of evaluation findings and recommendations at UNIDO HQ.

Annex 1-1: Logical Framework of Iraq project

Narrative summary	Indicators	Means of verification	Assumptions & Risks
<p>Overall objective</p> <p>Contribute to improving the performance of the industry to service and maintain modern equipment and generate employment opportunities in the sector.</p>	<ul style="list-style-type: none"> - The performance of logistics and transport equipments rise by 10% by 2014. - Industrial employment records. 	<ul style="list-style-type: none"> - Industry records (financial reports) - Official statistics collected by the Gov. - Enterprise surveys carried-out by the project 	<ul style="list-style-type: none"> - Gov. commitment - The political situation remains stable in and its surroundings
<p>Outcome</p> <p>The MoLSA, provides modern technical and managerial training courses in the field of operations and maintenance of heavy duty vehicles and industrial machinery.</p>	<ul style="list-style-type: none"> - Number of academy graduates in gainful employment - Nber of companies using services of academy graduates - Business community's satisfaction level with the graduates' skills 	<ul style="list-style-type: none"> - M & E of the project - Regular surveys among enterprises on graduates' performances 	
<p>Outputs:</p> <ol style="list-style-type: none"> 1. A training academy on operations and maintenance of heavy duty vehicles and industrial machinery established and operational in Erbil. 2. The trainers of the academy deliver up-to-date training courses in subjects such as heavy 	<ul style="list-style-type: none"> - Protocol with MOLSA confirming delivery of training centre signed - Functional training centre fully equipped with facilities to deliver modern training and meet with industry demand and acceptance - 10-12 trainers provided with up-to-date skills 	<ul style="list-style-type: none"> - M & E of the project - Trainers' teaching performance - Enterprises surveys 	<ul style="list-style-type: none"> - Counterpart personnel who received training remains within the Center.

<p>duty vehicle maintenance and related computer systems, chassis, suspension, electronics systems.</p> <p>3. A minimum of 340 youth trained per year in operations and maintenance of industrial machinery.</p>	<ul style="list-style-type: none"> - Number of trainees successfully completing the programme (by types of training specialization) - % of graduates finding jobs 		
<p>Cluster of activities</p> <ul style="list-style-type: none"> - Develop/improve curricula for the MoLSA training centre. - Provide key trainers with the technical and pedagogical skills necessary to deliver upgraded and new training curricula. - Repair and refurbish the training buildings as necessary. - Provide the additional training equipment and furniture needed to implement the courses. - Initiate and monitor the training program. 			<p>Pre-conditions</p> <ul style="list-style-type: none"> - The MoLSA provides on a timely manner the Centre to be re-organized into the academy.

Annex 2: Persons Met

UNIDO Vienna

1. Virpi Stucki, Programme Manager
2. Katharina Kerres, Project Development and Communications Consultant
3. Stavros Papastravou, Programme Officer, Agro-Industries Technology Unit
4. John Mani, Programme Assistant
5. Lamis Kabalan, Iraq Programme Officer
6. Barbara Kreissler, Business Partnerships Group
7. Aurelia Calabro-Bellamoli, Chief, Agro-Industries Technology Unit
8. Margareta De Goys, Director, Evaluation Group
9. Javier Guarnizo, Senior Evaluation Officer

Sida, Stockholm

10. Anne Kullman, Senior Programme Manager and Advisor
11. Henrik Riby, Senior Advisor Private Sector Collaboration
12. Ulf Ekdahl, Programme Manager/Specialist for Iraq
13. Sara Spånt, Lead Specialist, Employment
14. Maria Stridsman, Senior Advisor, Africa Private Sector Collaboration

Scania, Södertälje

15. Benny Johansson, Regional Manager, Scania Academy
16. Lars Andersson, Director, Sales and Marketing, New and Strategic Project Markets
17. Magnus Karlsson, Scania Academy

Swedish Academy for Training, Erbil

18. Erik Ladefoged, General Manager
19. Huner Ahmed AbuBaker, Deputy General Manager
20. Gorgis Abrem Caco, Project Assistant
21. Fadi Boya Shabo, IT Assistant
22. Michael Najeeb Patto, Mechanics Trainer
23. Zana Mustafa Rafiq, Mechanics Trainer
24. Ashti Ali Sharif, Driver Trainer
25. Govand Rasul Qadir, Driver Trainer
26. Kaify Hasan Ali, IT Trainer
27. Zhero Fatah Mustafa, English Trainer

Ministry of Labor and Social Affairs, KRG, Erbil

28. Arif Hito, Director-General
29. Dlawar Kawani, Director, Erbil VTC

30. Sabri Mikha Armea, Head, Vocational Training Department
Scania Iraq, Erbil

31. Tord Holnström, Managing Director

Annex 3: Documents reviewed

1. Project document "Operations and Industrial Maintenance Training Project" 04.05.2011
2. Minutes of 3 PSC Meetings (26-27.04.2012; 06.09.2012; 28.05.2013)
3. SCANIA-UNIDO operations and industrial maintenance training academy project in Erbil, Iraq: Project extension proposal, 25.08.2014
4. Swedish Academy for Training, First Year of Operation, May 2013
5. Project Progress Report 8, Swedish Academy for Training, November 2013

Annex 4: Quantitative information and survey results

Questionnaire survey distributed to participants

Part I – Participant's Profile

1. What is your sex?

MALE

FEMALE

2. What is the highest level of formal education you achieved?

Primary school

Secondary school

Some university

University degree or higher

3. Which year did you attend a course at the Swedish Academy

2012

2013

2014

4. What type(s) of courses did you take?

Mechanical

Computer

English

Other

5. What was your age group when you took the course?

Below 21 years

21-25 years

25-30 years

31-40 years

Above 40 years

6.. What was your employment situation at the time you took the course?

- a. Full time employed
- b. Part time employed
- c. Full time self-employed
- d. Part time self-employed
- e. Full time student
- f. Part time student
- g. Full time family business or farm
- h. Part time family business or farm
- i. Unemployed, looking for jobs
- j. None of these (specify _____)

7. What is your present employment situation?

- a. Full time employed
- b. Part time employed
- c. Full time self-employed
- d. Part time self-employed
- e. Full time student
- f. Part time student
- g. Full time family business or farm
- h. Part time family business or farm

- i. Unemployed, looking for jobs
- j. None of these (specify _____)

8. If presently employed, which of these best describes your job situation?

- a. The job suits my qualification.
- b. I am overqualified for the job.
- c. I have to learn a lot before I can perform well in my job.

Part II - Training at the Swedish Academy

Please rank the items below according to the following scale:

- | | | | | |
|--------------------------------------|---|---|---|---|
| 9. Physical facility | 1 | 2 | 3 | 4 |
| 10. Quality of Instruction | 1 | 2 | 3 | 4 |
| 11. Training materials and equipment | 1 | 2 | 3 | 4 |

1=excellent, met or exceeded all expectations

2=good, met most expectations

3=acceptable, met some expectations but improvement needed

4=poor, did not meet expectations

Please elaborate on points above, especially if ranking of 3 or 4 given for any item.

Part III - Results of training

Please respond to the following statements, using the same scoring scale as above

12. My technical skills were enhanced because of the training I received

4 1 2 3

13. The contacts I made through the training have been useful

3 4 1 2

14. I am able to apply the skills I learned in my present job (answer 4 if presently unemployed)

4 1 2 3

15. How would you describe your current employment situation, compared to before your training at the Swedish Academy?

1. I have a new or better-paying job and the training I received contributed to this.

2. I have a new or better-paying job but the training was not relevant to this.

3. I have the same or similar-paying job but can perform it better because of the training.

4. I have the same or similar-paying job and the training did not affect my job performance.

5. I have a worse-paying job now or am unemployed.

Please elaborate on any of the points above.

Results of Questionnaire Survey (Total Respondents = 122)

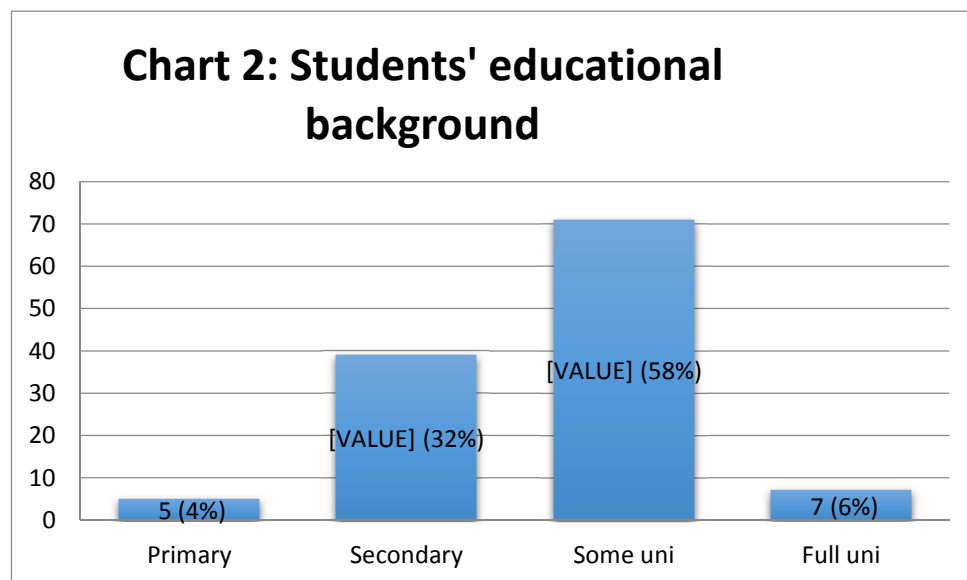
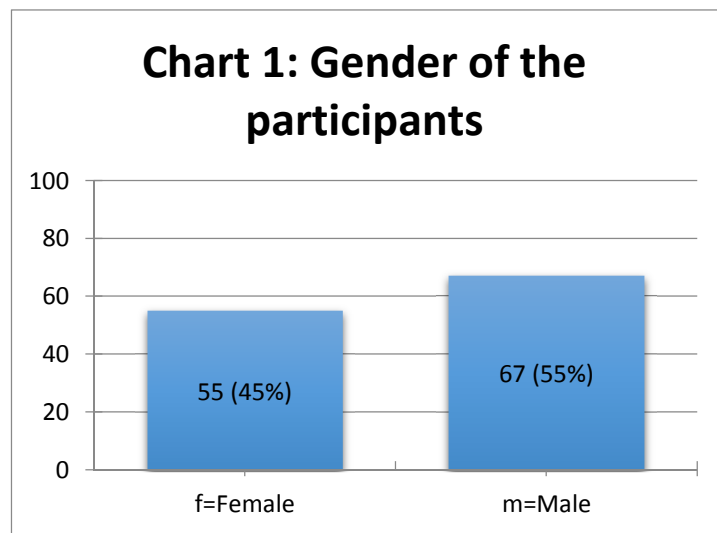


Chart 3: Year starting at SA

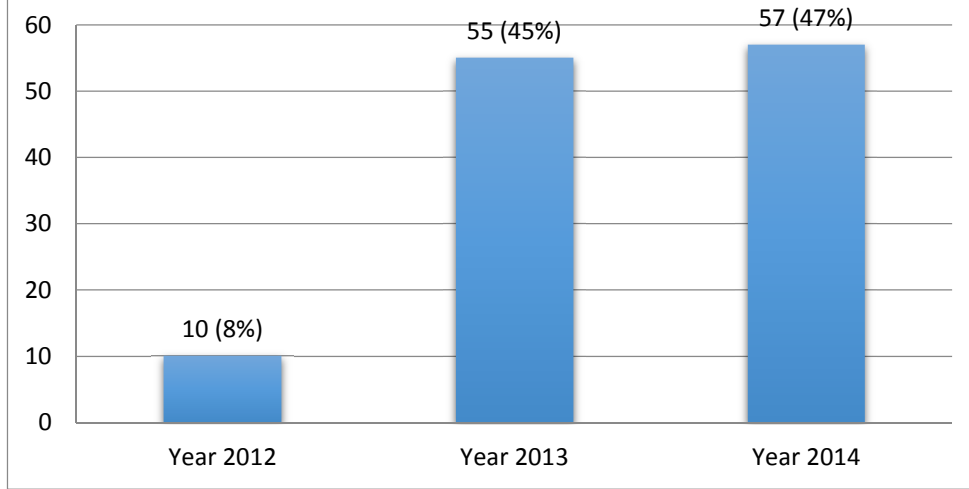


Chart 4: Course distribution among respondents

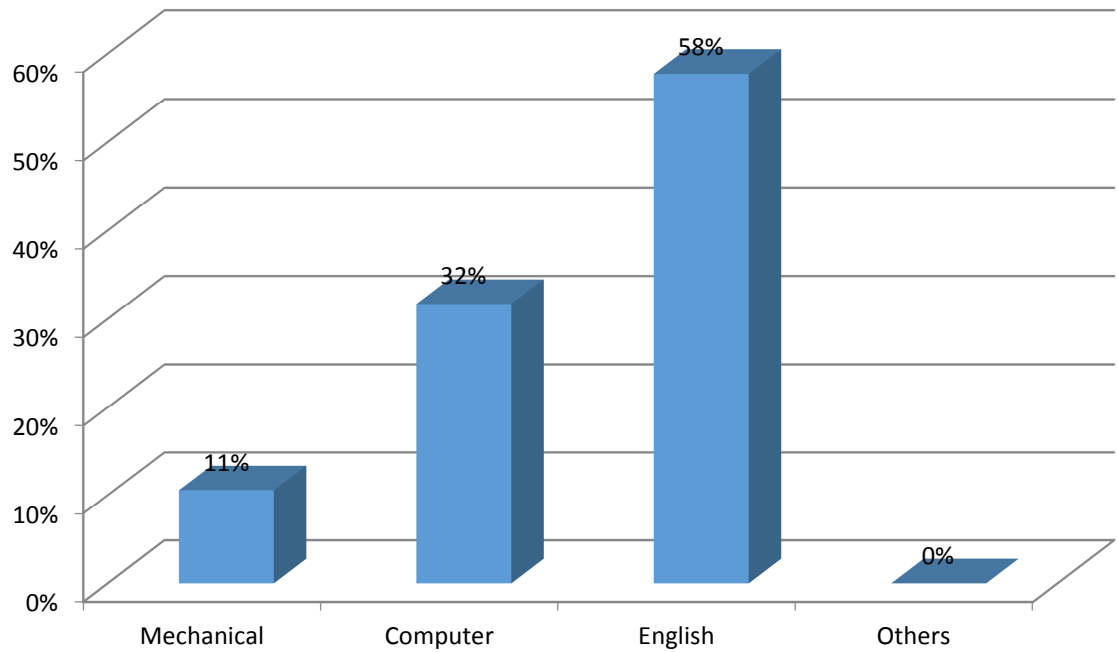


Chart 5: Age distribution of the respondents

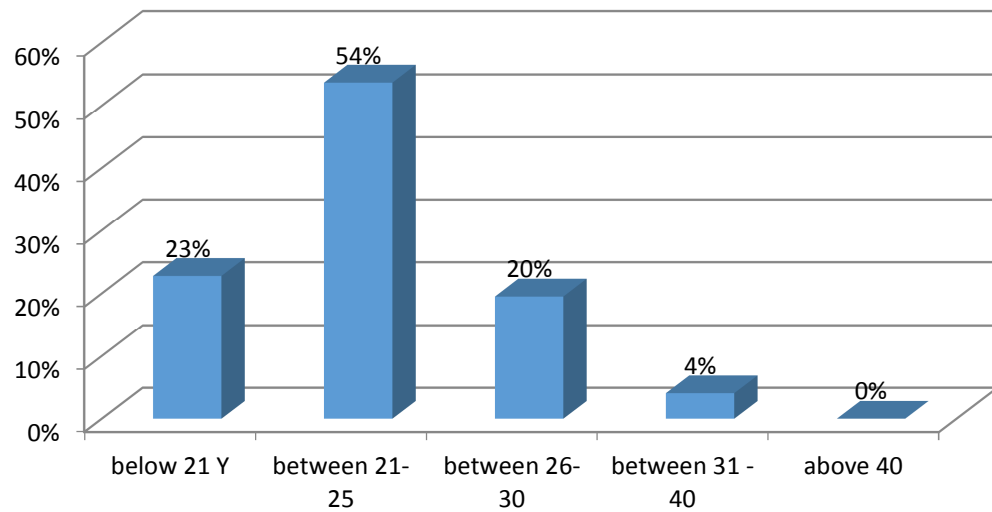


Chart 6: Employment situation before and after course

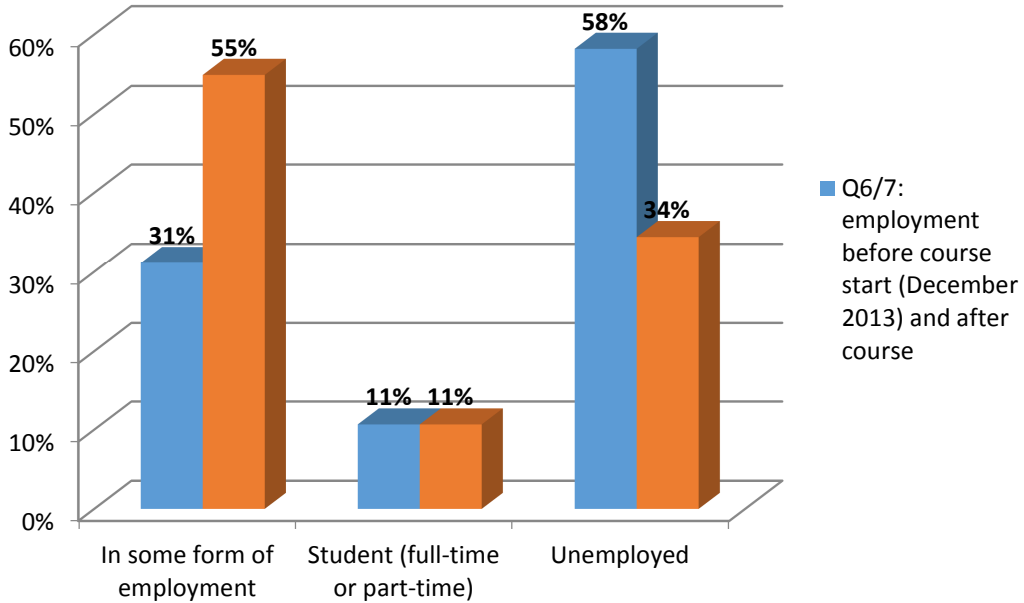


Chart 7: If employed then best description of job qualification

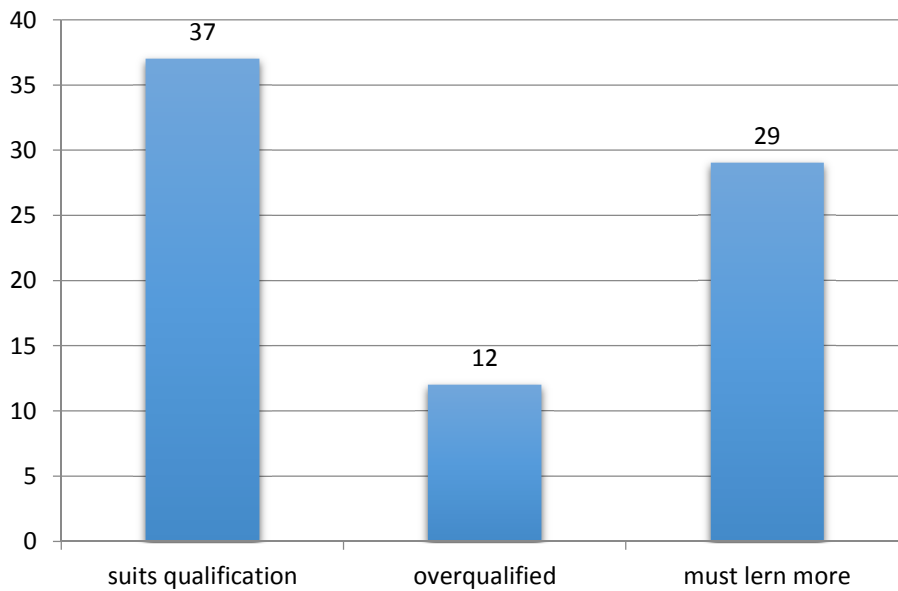


Chart 8: Students' rating of the physical facilities

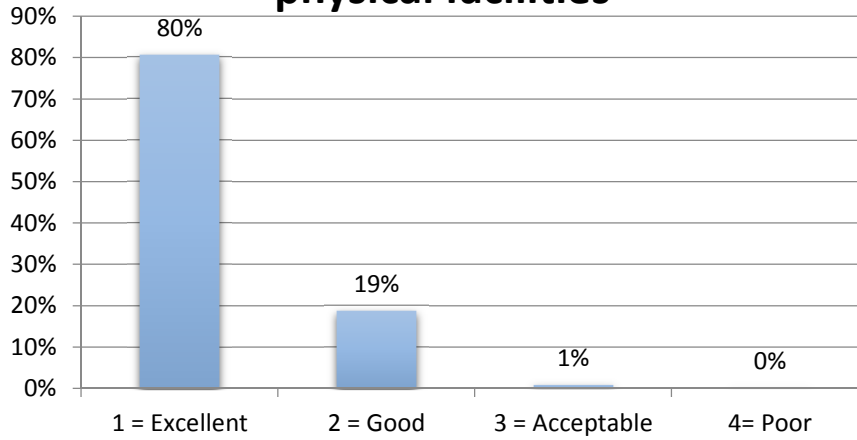


Chart 9: quality of instruction in SA

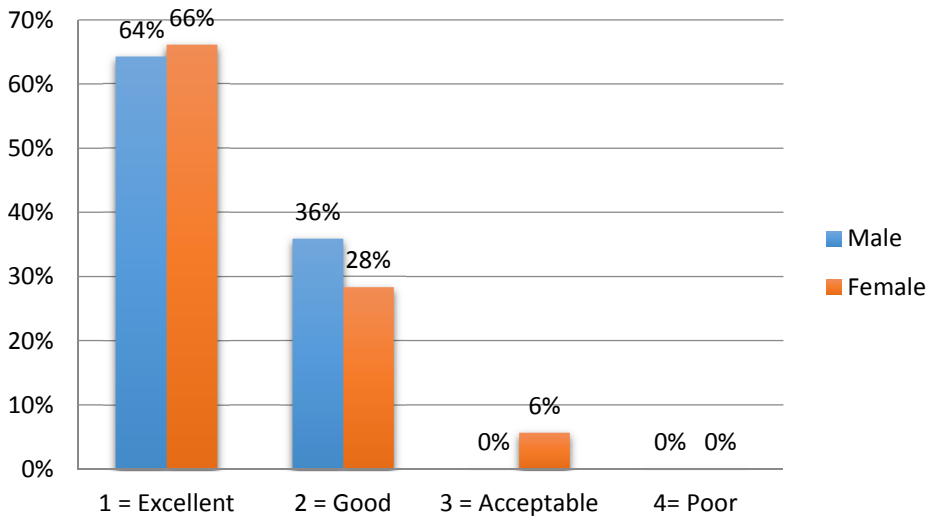


Chart 10: Quality of training material and equipment at SA

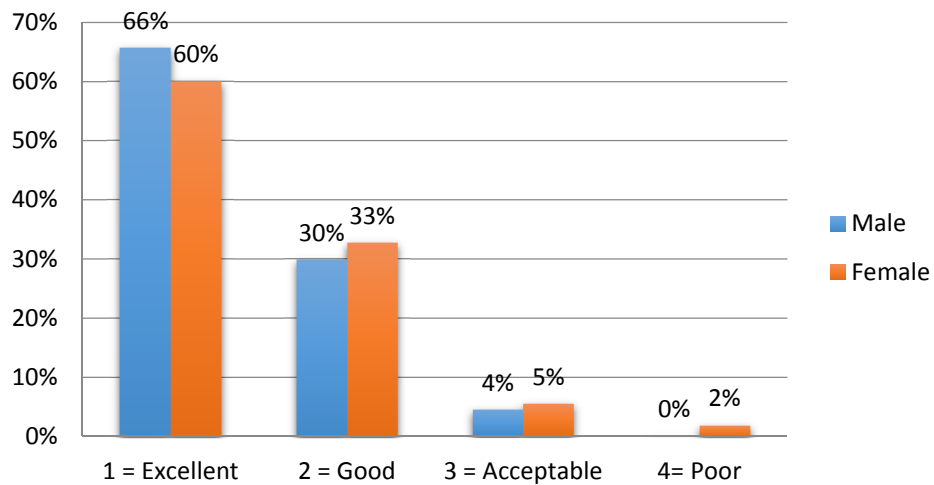


Chart 11: Responding to statement "my technical skills enhanced in SA"

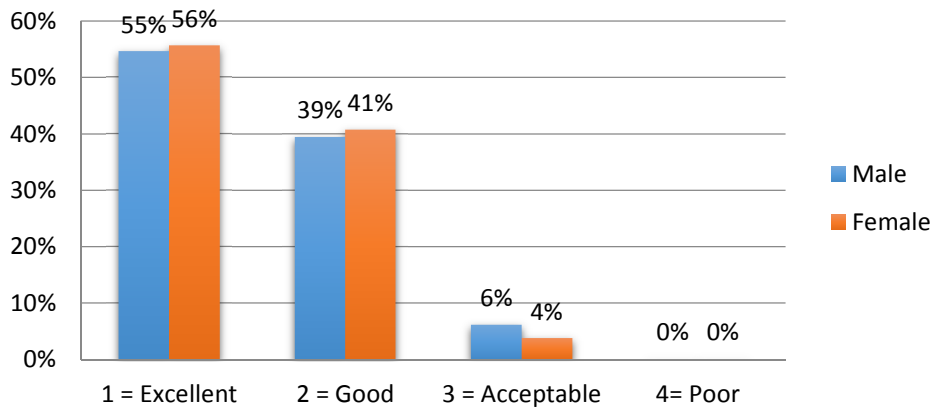


Chart 12: Responding to statement "made useful contacts in SA"

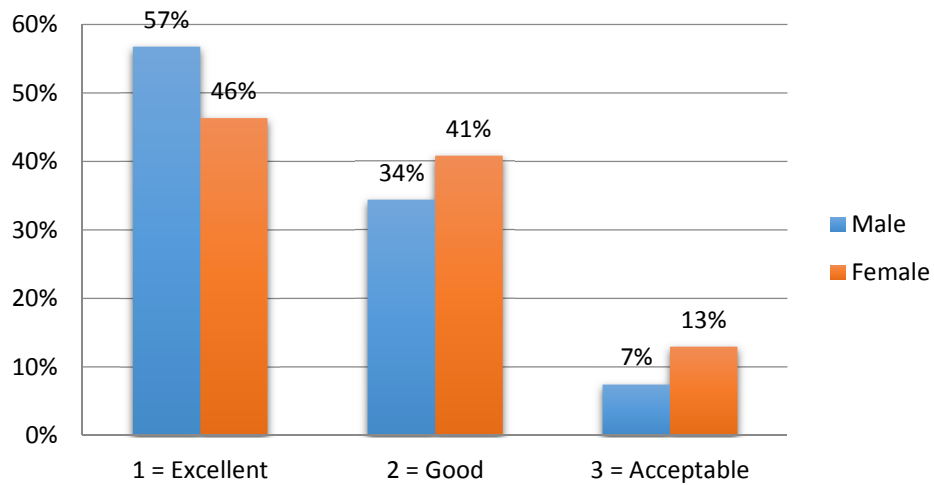


Chart 13: Responding to statement "able to apply learned skills in present job"

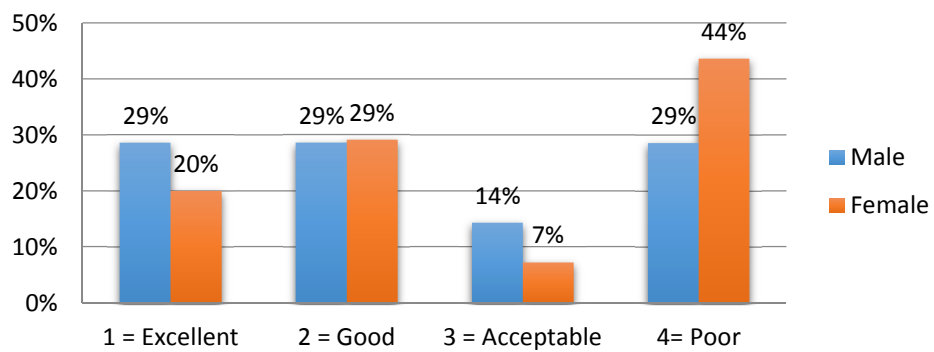


Chart 14: Comparison of employment situation before/after training

