

# Support to Knowledge and Life-long Learning Skills (SKILLS) Programme

(Jan. 2018 – Dec. 2020)

## Final Evaluation Report

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PROJECT AND EVALUATION INFORMATION DETAILS

<b>Project/outcome Information</b>		
<b>Project/outcome title</b>	<b>Support to Knowledge and Lifelong Learning Skills (SKILLS) Programme</b>	
<b>Atlas ID</b>	<b>00085885</b>	
<b>Corporate outcome and output</b>	<p>UNDAF/CPD Outcome: By 2022, impoverished, especially economically vulnerable, unemployed and under-employed and vulnerable people, have increased access to sustainable livelihoods, safe and decent employment and income opportunities.</p> <p>CPD Output 1.1: Policy, institutional and capacity development solutions lead to improved disaster and climate resilient livelihoods, productive employment and increased productivity in rural areas.</p>	
<b>Country</b>	Nepal	
<b>Region</b>	Asia Pacific	
<b>Date project document signed</b>	22 June 2018	
<b>Project dates</b>	<b>Start</b>	<b>Planned end</b>
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<b>Project expenditure at the time of evaluation (USD)</b>	470,946 ( as of September, 2020)	
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<b>Implementing party</b>	<b>Ministry of Education, Science and Technology (MoEST)</b>	
<b>Evaluation information</b>		
<b>Evaluation type</b>	Project	
<b>Final/midterm review/ other</b>	Final	
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## ACRONYMS AND ABBREVIATIONS

CPD	Country Programme Document
CTEVT	Council for Technical Education and Vocational Training
GESI	Gender equality and social inclusion
HLTTF	High Level TVET Task Force
HR	Human rights
IOM	International Organization of Migration
LLL	Lifelong learning
MIS	Management information system
MoEST	Ministry of Education, Science and Technology
NPC	National Planning Commission
OECD DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
PCC	Policy Coordination Committee
RRF	Results and Resources Framework
SDG	Sustainable development goals
SKILLS	Support to knowledge and lifelong learning skills
SWaP	Sector wide approach
TVET	Technical and vocational education and training
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

## EXECUTIVE SUMMARY

The Support to Knowledge and Lifelong Learning Skills (SKILLS) is a joint policy programme of the UNDP and Ministry of Education, Science and Technology (MoEST) designed and implemented to reform the TVET sector of Nepal. With the increasingly growing need of generating productive employment, especially for the increasing number of youths and the commitment to achieving SDG targets, particularly target 4 (4.4) – 75% population of working age with technical and vocational training, the Government of Nepal had realized to reform the TVET sector policy and governance systems in the federal context of Nepal. While the UNDP support to this programme was guided by its organizational outcome – the UNDAF/CPD outcome which aims that by 2022, impoverished, especially economically vulnerable, unemployed and under-employed and vulnerable people have increased access to sustainable livelihoods, safe and decent employment and income opportunities. In such context, the SKILLS programme that has been implemented from January 2018 to December 2020 has two major outputs to achieve – i) improved policy coherence for TVET and ii) coordinated planning and strengthen monitoring and evaluation of TVET provision. To achieve these two results, the SKILLS programme provided technical support to MoEST in order to:

- develop an integrated TVET Policy;
- run TVET programmes by consolidating all the resources under the TVET Fund;
- strengthen TVET Management Information System (MIS) to establish better monitoring and evaluation system;
- provide support to carry out province-level skill mapping; and
- provide support to develop TVET Infographics, Factsheets, Comprehensive Annual Reports; and so on.

The final evaluation of the SKILLS programme was carried to identify and document achievements, challenges, lessons learned and best practices of the programme. It was also expected that it would draw findings that would provide guidance for the way forward for future course of actions with specific recommendations for future interventions. The primary users of the evaluation are Government of Nepal, Ministry of Education, Science and Technology (MOEST), UNDP, donors, and other stakeholders. They are particularly interested to learn lessons for future improvements, or to replicate good practices in future programmes/projects of similar types or for extension of the existing programme as per the need based on the critical findings and recommendations of the evaluation.

The evaluation used primarily qualitative approach and collected data through document reviews and individual and group interviews conducted virtually to avoid the risks of the Covid-19. Selecting the respondents from wide range of stakeholder groups and in adequate number enhanced the validity of the findings for the evaluation.

The programme was found highly relevant in view of the national priority, needs of the MoEST and TVET sector and organizational goal of UNDP and the international agenda of SDG and government's commitment of meeting national target particularly the SDG 4.4 that aims to increase the number of

youth and adults who have relevant technical and vocational skills by 75 per cent, for employment, decent jobs and entrepreneurship. The programme was found to maintain coherence within the MoEST and its affiliated wings and with the provincial governments as well. However, its coordination with other development partners and line ministries was found moderate in view of the level of advocacy and influence it needs to play for being a policy reform programme.

Nevertheless, the programme contribution was found effective to policy reform as the new TVET policy has been formulated in 2019. The new TVET policy<sup>1</sup> was found appreciated by most of the stakeholders with mere doubts in its implementation- both how and when. The concepts that policy has embodied were found imperative to direct the anticipated TVET act which was under drafting process at the time of evaluation. Particularly the policy has the goal of “technical education for all” and adopted the principle of equity and inclusion in the broad sense.

The programme had supported largely to establish a TVET MIS at MoEST at federal level. This was found as a platform for the policy makers for seeking essential information to plan and design TVET interventions as instance the national target of SDG 4.4 was based on the information generated from it. However, there was participation of only four ministries and other line ministries and agencies were yet to participate to provide a complete picture of the TVET. Though an essential activity, there was no clear plan to sustain it after the end of the programme support.

The programme had aimed to contribute to establish an integrated TVET fund. As a consequence, it has been adopted in the new TVET policy and the 15<sup>th</sup> plan has also emphasized for such fund. However, it demands more clarity conceptually and operationally to gain the trust of all stakeholders to put money in this fund.

Skills mapping introduced by the programme was found as best practice to determine the demand and supply of the skilled human resource essential for planning as need based and for generating employable labor. It was found highly potential to sustain but needs refinement based on lessons learned to develop a common framework among all stakeholders and donors in terms of concept, objective, indicators, process and use for future replication. Similarly, the study carried out by the programme on returnee migrants was based on emergent need due to Covid-19 which shows the adaptive ability of the programme to the changed context.

As a whole the programme had largely achieved its output and major activities. However, its design did not show awareness on human rights, gender equality and social inclusion as these were found largely missing. Drawing from the overall findings of the programme, following recommendations are considered imperative:

1. Implementation of the TVET policy and the various concepts it has embodied depends overwhelmingly upon the promulgation of the new TVET Act. Hence, it has been equally important to work radically to introduce a new federal act and to enhance the capacity of the province and local level in designing, planning and implementation of TVET simultaneously. The former task

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<sup>1</sup> In this report, the TVET policy 2019 refers to the TVET part in the Education Policy, 2019.



needs to be initiated by MoEST with close coordination and facilitation of the National Planning Commission (NPC) to bring all stakeholders to aware and influence the parliamentarians for a genuine Act, while the latter should be the responsibility of donors including the future SKILLS project to support the capacity building of provinces and local levels in the spirit of TVET policy.

2. The programme initiated the concept of TVET fund, and it has been emphasized in the TVET policy and the 15th Plan. The TVET fund or the financing mechanism needs to be an important part of the TVET act and finalize through collaborative policy dialogue among the stakeholders as so far the policy has just emphasized its need.
3. TVET MIS is an essential initiative for evidence-based decision making, realistic planning and coordinating the fragmented TVET sector. To get the complete and holistic picture of the sector, there is need for the participation of all stakeholders with sustainable mechanism—in terms of institutional, financial, human resource, commitment and ownership of all stakeholders—to run it with linkage establishment between federal-province-local levels. The MoEST and NPC should strengthen the TVET MIS ensuring the participation of all stakeholders and establishing linkage with province and local levels at present. For future, this should be the responsibility of the TVET specialized institutional authority as to be determined by the new TVET act.
4. Skills mapping can have important implications in designing, planning and monitoring of TVET related program and projects. In the context of federal governance, this practice needs to be fully owned by the province with proper linkage to the local level and the federal level. It is essential to develop a common framework of skills mapping; a framework that is understood and owned by all stakeholders in terms of its concept, objective, indicators, process and use so that all stakeholders can implement it in the same spirit. This task should be led and coordinated by the NPC with involvement of MoEST, TVET stakeholders, and donors who are supporting the sector and different provinces.
5. Methodologically it is essential to develop a common framework, in terms of concept, objective, indicators, process and use of skills mapping so that all stakeholders understand it in the same spirit. Similarly, it is essential to be linked with the TVET MIS to establish data sharing and avoid possible duplication of work and resources. Particularly, the data of the supply side need to be used from the existing TVET MIS as far as it applies, and the demand side data need to be fed to the MIS.
6. GESI and human rights aspects need to be incorporated into the programme from the design showing a clear logical relationship between objective and activities with measuring indicators for their assessment. To translate the provision of equity and inclusion of the TVET policy into the new TVET act, there needs to be explicitly stated policy for women and marginalized groups for their access and participation. And TVET related programmes and projects need to design targeted activities for the benefit of these groups.
7. While considering the future needs of the TVET sector, the focus of the programs and projects need to be to expand the access and to increase the quality. For this purpose, particularly efforts are to be made to design the training courses based on the standard qualification framework as per the occupational needs, develop professional instructors, to manage appropriate physical facilities, and to work on capacity building of training schools and institutions. Indeed, to enhance the overall quality of the TVET sector it is essential to establish a collaborative culture among the government at all three levels, private sector and university. This should be the policy and strategy of the Government of Nepal, MoEST, UNDP and donors.

8. Since the programme through MoEST had taken support of the National Planning Commission to coordinate line ministries to create a shared platform to discuss common issues like TVET fund, it clearly suggests that to pursue the policy programme that involves multi stakeholders and extends to multi sector, there becomes essential to involve the institution that can take on coordinating and leading role acceptable to all stakeholders. This aspect needs to be considered by the UNDP while undertaking a policy supporting project. In addition, there is a need to have a political economy analysis beyond the technical domain while designing such a policy support programme that intends policy reform and expects a transformation in the existing situation.

Finally, some lessons can be drawn from the experience of the programme. Mainly, the approach of working closely with the government not only helps to coordinate and communicate with the stakeholders at various levels but also helped for easy access to decision makers. It became possible for the programme to initiate activities to address the Covid-19 situation with collaboration of international organizations within a short-time because of the lead role of ministry to the programme. Another important lesson is that skills mapping emerged as an innovative and a best practice of the programme that generated interests among stakeholders at all levels. Cost sharing and involvement of the province in the process increased the ownership of the province with the possibility of continuity and replication in other provinces.

The evaluator’s rating of the project in terms of evaluation criteria is given in the table below.

<b>Evaluation Criteria</b>	<b>Rating/ Score</b>	<b>Description of performance</b>
Relevance	1	Found highly relevant in view of the national priority, needs of the MoEST and TVET sector and organizational goal of UNDP and the international agenda of SDG.
Coherence	2	Had maintained coherence within the MoEST and its affiliated wings and with the provincial governments as well. However, moderate level of coordination with development partners and other TVET stakeholders.
Effectiveness	1	Largely achieved most of its output and major activities.
Efficiency	1	Well managed resources and achieved the progress.
Impacts	3	Inclusive TVET policy but yet to see its impacts in future.
Sustainability	3	Some basis was there but not an exit strategy and concrete plan for sustaining the activities.
Human rights	3	Not incorporated in the programme design.
Gender and Social Inclusion	2	Very limited focus on GESI in the programme design but the issue was addressed well in the new TVET policy.
<b>Overall</b>	<b>2</b>	As a whole the programme was successfully implemented.

**Scale:** 1: Highly satisfactory, 2: Satisfactory, 3: Moderately satisfactory, 4: Somehow satisfactory, 5: Not satisfactory

The overall Project’s ranking is **Satisfactory**.

## 1. INTRODUCTION

While approaching the end of the SKILLS programme, the final evaluation was commissioned to identify and document achievements, challenges, lessons learned and best practices of the programme. It was also expected that the final evaluation would draw findings that would provide guidance for the way forward and future course of actions with specific recommendations for future interventions. The primary users of the evaluation are Government of Nepal, Ministry of Education, Science and Technology (MOEST), UNDP, donors, and other stakeholders. They are particularly interested, as stated in the ToR, to learn lessons for future improvements, or to replicate good practices in future programmes/projects of similar types or for extension of the existing programme as per the need. It is noteworthy that the users welcome critical findings and expect specific recommendations for future development support.

This report is organized into six chapters with an additional appendix section at the end. Chapter 1 is a short introductory, which informs the main purpose and users of evaluation. The second chapter describes the intervention and the evaluation objective and scope are contents of the third chapter. The methodology forms the content of the Chapter 4 which describes the evaluation approach, data collection methods, data analysis and ethical norms followed while carrying out the evaluation. Chapter 5 explains the findings of the evaluation that is organized based on the evaluation criteria used to assess the performance of the programme. Following the chapter on findings, Chapter 6 draws conclusions, recommendations and lessons learned. Finally, the report has an Annex section at the end.

## 2. DESCRIPTION OF THE INTERVENTION

In view of the country's needs of generating productive employment, especially for the increasing number of youths and the commitment to achieving SDG targets, particularly target 4 (4.4), the Government of Nepal had realized to reform the TVET sector policy and governance systems in the federal context of Nepal. In such context, Ministry of Education, Science and Technology (MoEST) and United Nations Development Programme (UNDP) designed the Support to Knowledge and Lifelong Learning Skills (SKILLS) Programme to be implemented from January 2018 to December 2020. It needs to be noted here that this programme had been built on the similar project also named SKILLS which had objective common to this programme and was already implemented from 2015-2017. The former program as its final evaluation reported could not achieve its objectives due to the earthquake of 2015 and other resources constrain<sup>2</sup>. While the objectives were not achieved, the need for TVET policy had been indispensable in the context of newly introduced federal governance system. Considering these situations SKILLS programme (2018-2020) was designed and launched.

The SKILLS is a policy programme which has two key expected outputs — i) improved policy coherence for TVET and ii) coordinated planning and strengthen monitoring and evaluation of TVET provision. To achieve these two results, the SKILLS programme specifically intends to provide technical support to MoEST in order to:

- (i) develop an integrated TVET Policy;
- (ii) run TVET programmes by consolidating all the resources under the TVET Fund;
- (iii) strengthen TVET Management Information System (MIS) to establish better monitoring and evaluation system;
- (iv) provide support to carry out province-level skill mapping; and
- (v) provide support to develop TVET Infographics, Factsheets, Comprehensive Annual Reports; and so on.

The programme has been designed aligning with national priority of government of Nepal and organizational goal of UNDP.

The diagram below presents that both the national priority of government of Nepal and the UN's development goal emphasize the economic development, increased level of employment and poverty reduction. To contribute to this broad development goal this programme has focused to reform the TVET sector through the formulation of improved policy coherence.

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<sup>2</sup>Final evaluation report of SKILLS, 2017.

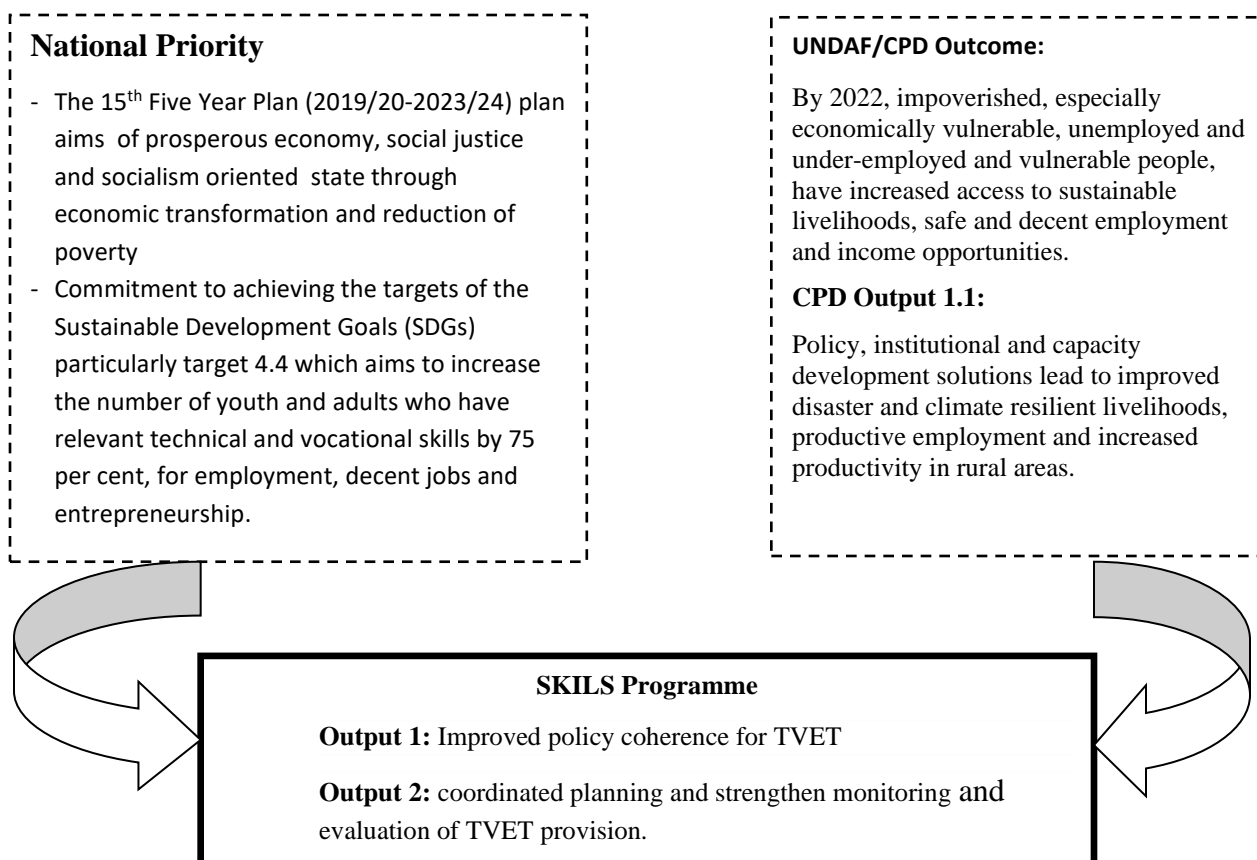


Figure 1: Alignment of national priority, organizational goal and programme outputs

To achieve the two outputs, the programme has identified key specific activities to be implemented during the programme period. The table below presents these activities.

Table 1: Programme outputs and key activity

<b>Output 1: Improved policy coherence for TVET</b>	<b>Output 2: coordinated planning and strengthen monitoring and evaluation of TVET provision.</b>
<p><b>Activity Result 1:</b> Provide support to revise/ reform, localization and institutionalization of TVET policy</p> <p><b>Activity result 2:</b> Engaging the private sector in TVET</p>	<p><b>Activity Result 3:</b> Establishment of Web based National TVET Management Information System</p> <p><b>Activity result 4:</b> Knowledge management and networking for TVET</p> <p><b>Activity Result 5:</b> Programme implementation support</p>

Within the key activity, there are various sub-activities planned to implement. The programme has few sub-activities related to gender, but has not incorporated human rights and social inclusion in the programme. In addition to the above activity, the programme carried out some additional activity i.e. mainly the skills mapping and a study on returnee migrants, particularly skill testing, with the outbreak of the Covid-19. The aim was to conduct “Mapping of Skills of Returnee Migrants” of all seven provinces to identify the existing skills of migrants and extend support to assess and certify the prior skills (recognition of prior learning-RPL through skill testing) of migrants to contribute to the COVID-19 recovery process by engaging them in local economic activities.

With the total budget of US\$ 952,000, the Programme has been implemented by UNDP under the National Implementation Modality which was led by MoEST partnering with a national agency, the Council for Technical Education and Vocational Training (CTEVT) as the responsible party. For the overall management of the programme a Project Executive Board (PEB) was created. The PEB is the decision making body that provides strategic guidance to achieve the objective of the programme. The board is led by the National Programme Director from the MOEST with the representatives from the CTEVT and UNDP. Under the PEB a small programme team (5 staffs) was setup which is led by National programme Manager (NPM) which acts as executive officer for the day to day management of the programme.

In time of the design of the program some risks/issues were assumed which may hinder the programme objectives and some measures were identified to address such issues. The table below presents the issues and strategies.

Table 2: Risk/Issues and mitigation strategy

Risk/Issues	Mitigation Strategy
The many line ministries involved in TVET provision resist the MoEST’s initiative to rationalize TVET policy and provision.	Engage Policy Coordination Committee and Technical Committee and, if possible, higher political levels in advocating the benefits of institutionalized TVET policy and provision.
Line ministries delivering TVET are unwilling to relinquish control of TVET funding within their own budgets to the TVET fund.	As above, with dialogue with MoF and Prime Minister’s Office to reaffirm commitment to the TVET fund.
Resist in synchronization of TVET MIS	Activating Policy Coordination Committee reaffirm commitment of all line ministries.
Redesign and localization of TVET policy in the federal context	Developing capacity and model guidelines for ensuring policy into actions.

The above risk chart shows the position of the key stakeholders of TVET. However, this has overlooked the challenges to involve the private sector. Similarly, the mitigation strategies are limited to influence only the government actors but do not take into consideration of the political actors and legislatures to influence them on favour of TVET policy. As a whole, considering the nature of policy programme the advocacy part needs to be stronger but the activities and strategies of the programme do not seem adequately supportive in this regard. Most apparently lacking is the sustainability strategy of the programme as there is no exit process clearly defined in the programme design.

### 3. EVALUATION SCOPE AND OBJECTIVES

The overall objective of the final evaluation is to assess the SKILLS programme in terms of its relevance, coherence, effectiveness, efficiency, impact, sustainability, human rights and gender and social inclusion. The final evaluation intends to identify and document achievements, challenges, lessons learned and best practices. In addition, it aims to provide specific recommendations for the way forward for the future course of actions. The evaluation has specific objectives as given in the ToR listed below:

- I. to assess the progress against the programme purpose, objectives, outputs and indicators;
- II. to assess the approaches and interventions adopted by the programme towards achieving the outputs in line with the Theory of Change and Government’s policy relevant to TVET;
- III. to ascertain the relevance, coherence, effectiveness, efficiency and sustainability of the programme interventions, including synergies with other UNDP supported efforts;
- IV. to identify the key achievements and results and their impact, and lessons learned in order to inform the future course of action; and
- V. to recommend potential new areas of intervention and approaches in the current federal context of Nepal, and in light of the COVID-19 crisis and socio-economic response efforts.

In terms of scope, the evaluation assessed the programme in details in terms of a wide range of criteria namely relevance of the programme, effectiveness, coherence and efficiency, approach, risk and opportunity, intervention, coordination and cooperation, sharing of responsibilities, and contribution to government’s vision or plans. Thus, the focus of the evaluation is to assess both the results and the process of the programme.

The evaluation was carried out following the six OECD DAC (Organisation for Economic Co-operation and Development's Development Assistance Committee) evaluation criteria and two additional criteria related to cross-cutting themes, namely gender equality and social inclusion (GESI) and human rights. The evaluation criteria and key questions respective to each criterion are given in the table below while its details (sub-questions, indicators, source of data etc.) have been given in the Evaluation Matrix placed in the Annex: 2 section of this report.

Table 3: Evaluation criteria and key questions

Evaluation Criteria	Key Questions
Relevance	Were the programme’s key objectives serving the needs and priority? Are the programme’s objectives still relevant?
Coherence	Did the programme meet the conditions of internal and external coherence?

Effectiveness	To what extent were the programme’s objectives achieved?
Efficiency	What were the measures taken for efficient use of the resources?
Impact	What significant changes did the programme make?
Sustainability	Did the programme be able to retain the results achieved?
Gender Equality and Social Inclusion (GESI)	To what level did the programme address/respond to GESI in the programme?
Human Rights	To what level did the programme address/respond to human rights in the programme?

In the following chapter the evaluation methodology has been explained which presents the overall evaluation approach and methodological procedures used in the evaluation.



## 4. EVALUATION APPROACH AND METHODS

### 4.1 Evaluation Approach

Considering the nature of the 'SKILLS' as a policy programme the final evaluation employed a qualitative research approach. This approach was found instrumental to explore the perceptions of various stakeholders and their experiences on policy reform process. Based on the given Terms of Reference, the evaluation framework depicted in the figure below provides a construct of the final evaluation which shows how various aspects of the evaluation were considered to produce the evaluation report.

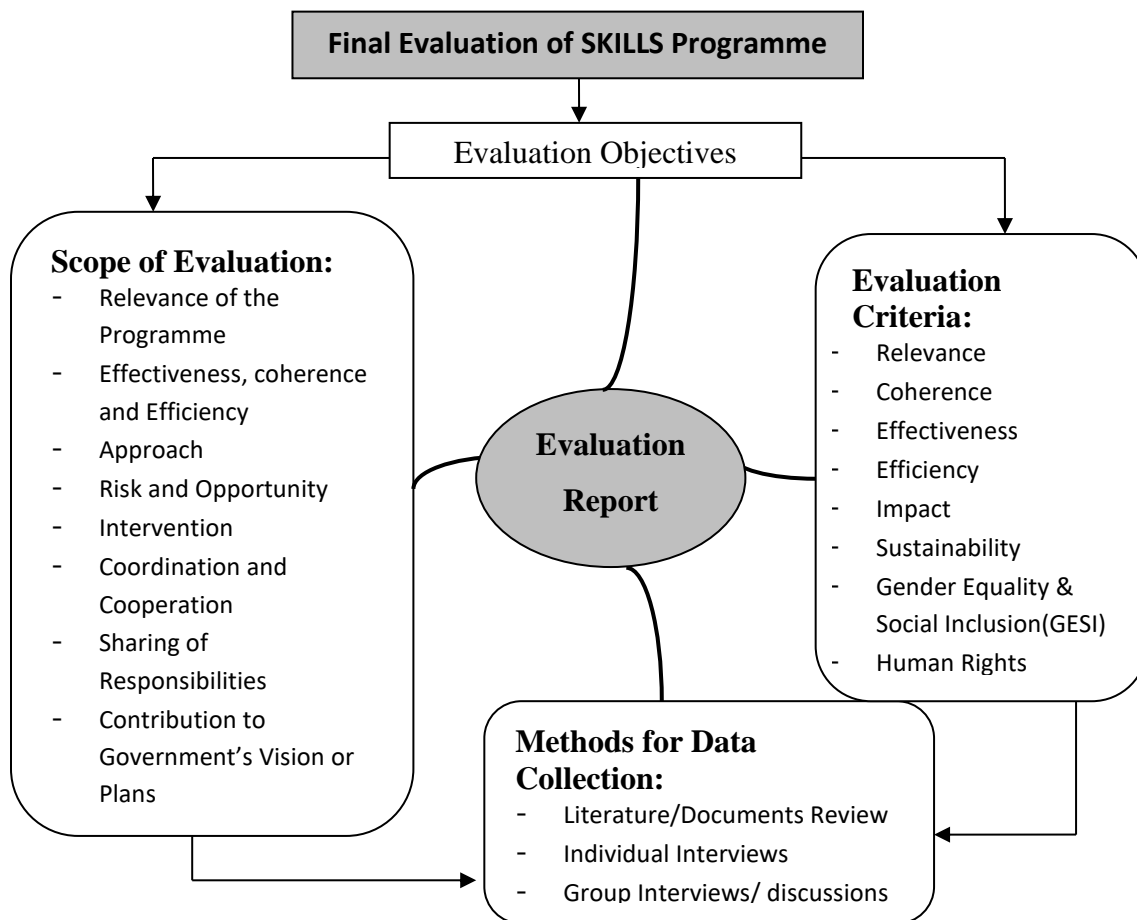


Figure 2: Evaluation methodological framework

### 4.2 Data Sources

Both the primary and secondary sources of data were used for the data collection. Individual interviews and group meetings were the primary source while other published and unpublished documents produced by programme and other agencies were the secondary sources.

### 4.3 Sample and Sampling Frame

Sampling method used for the evaluation was the purposive sampling. This is an appropriate method for the qualitative nature of evaluation to include respondents from wide range of stakeholders. The respondents for interviews and meetings were selected from the list of stakeholders of the programme by considering the criteria like representations in terms of stakeholders' groups, gender, social inclusion and involvement with the programme. The respondents selected were from various fields such as the federal, province and local government officials, TVET professional, TVET Official, private sector, development partner, programme staff, and civil society organization. In total 20 respondents (Annex: 4) were interviewed.

Considering the increasing risk of the COVID-19 pandemic, the interviews and meetings were organized in a virtual manner. Though the field visit initially anticipated could not be carried out in the context of Covid-19, by conducting interviews with an adequate number of respondents from a wide range of stakeholder groups, the validity of the findings was established.

### 4.4 Data Collection Procedures and Instruments

Data Collection was carried out using the following three methods:

- Documents review,
- Individual interviews, and
- Group interviews/ discussions meetings

Documents like Programme Document, high level task force report, minutes of the Programme Executive Board and Technical Committee and annual progress reports and similar other documents were reviewed, and data were extracted. In addition to these programme related documents government policy like education policy and development plan's document were also consulted during the evaluation process. The documents consulted have been listed in Annex: 7.

Individual interviews and discussion group meetings were conducted using semi-structured questions which were based on the evaluation matrix designed against the OECD-DAC evaluation criteria including human rights and GESI criteria. The questions used during the interviews and discussion meetings were designed categorically considering the different kinds of stakeholders ( see Annex: 3). The individual interviews were conducted with government officials, TVET professionals, private sector and civil society representatives, and local government representatives while the group meetings were organized for the professionals from the SKILLS programme and UNDP Country Office.

### 4.5 Performance Standards

To measure the performance of the programme success measurers or standards were constructed for respective evaluation questions in details which are included in the evaluation matrix (Annex: 2). In addition to these qualitative measures the indicators used in the result framework of the programme were also used to measure the progress of each indicators (Annex: 1).

#### 4.6 Stakeholder Participation

There was good participation of most of the stakeholders of the programme in the evaluation process. Access to conduct interviews was found easy with the coordination of SKILLS' staffs. All respondents allowed virtual interviews and permitted recordings. Comparatively, the participation of line ministries was less as there were few in the sampling frame. However, the evaluation tried to involve wide range of stakeholders by exploring possible respondents and extending the list of initial sample frame. Thus evaluation consulted stakeholders from the private sector, local government and donors in addition to the government sector. There was good participation of independent TVET professionals which helped to capture comprehensive information related to multiple agencies – line ministry, private sector and donors. In view of gender, there were three female participants out of 20 respondents. The relatively low participation of female was determined by the slight presence of female in government and at policymaking level of other stakeholder groups rather than the selection bias.

#### 4.7 Ethical Considerations

The evaluation was carried out adhering to the principles outlined in the UNEG — Ethical Guidelines for Evaluation. The research process was conducted considering the principle of 'do no harm'. All respondents were informed about the objective of the study and asked for their voluntary participation. Identity of the respondents was not disclosed in the report keeping the name and specific address confidential. Similarly, all data and information pertinent to the evaluation will not be used and shared outside without the permission of the UNDP and partners.

#### 4.8 Evaluators Background

This evaluation was carried out solely by an independent evaluation consultant experienced in the TVET sector and well versed in qualitative research. In addition, the evaluator had knowledge and skills on gender and social inclusion and human rights perspectives which was helpful to explore these aspects in the evaluation process.

#### 4.9 Major Limitations of the Methodology

One important limitation of the methodology experienced in the evaluation was that the initially planned field visit could not take place due to the risks of Covid-19. But except the field visit, the two methods of data collection- interviews and document analysis were carried out successfully. Nevertheless, possibility of insights that could be captured through field visit was a limitation of this evaluation. Considering this aspect, a relatively high number of respondents from wide range of stakeholder groups were included in the sample to collect information as rich as possible. In addition, there were no disturbances like the unwanted presence of third-party bystander that so often happens in case of physically conducted interviews.

#### 4.10 Data Analysis

Data analysis was carried out using the thematic method drawing from the notes from document reviews, interviews' notes and audio recordings. The themes were based on the evaluation criteria including human rights and GESI. Data analysis was carried out regularly from the beginning of the data

collection process. Validity and reliability of the data was ensured through triangulation of the data collected from multiple sources and from diverse respondents. Both the positive and critical perceptions of the respondents were considered to explain the findings of the study. This evaluation was carried out following the qualitative research process in a transparent manner as presented above. Findings are presented based on the evidence derived from the data collection through interviews and documents review. Findings were shared to the UNDP and SKILLS programme for their comments and feedbacks and were incorporated judging their appropriateness in view of overall findings of the evaluation.

## 5. FINDINGS

This chapter presents the findings of the evaluation assessing the performance of the SKILLS programme based on the evaluation criteria and questions. While discussing the findings, attention has been given to compare the accomplishments between the planned actions and achieved results. In addition to the results, the approach and process practiced achieving the results has been discussed. The findings are organized following the OECD-DAC criteria including the human rights and gender and social inclusion (GESI). Finally, this chapter discusses future needs of the TVET sector to enhance and institutionalize it in the federal context considering the newly introduced TVET policy.

### 5.1 Relevancy

The context of the TVET in Nepal shows high relevancy of the programme. It is well recognised that though Nepal's TVET sector has been growing over the decades it also has certain problems that need to be addressed.<sup>3</sup>While the implementation of TVET policy 2012 was not getting any significant momentum, Nepal had already entered in the new political system of federal governance. This radical shifts in the government structure demanded reforms in TVET sector accordingly. In addition to this governance aspect, economic development and employment has been the top priority of the government. With the growing number of youth unemployment, the need of reform in TVET sector to address this problem has been urgent. At the same time, the SDG and government's commitment to it and particularly to the SDG 4.4 which is related to skill development for productive employment has added responsibility to develop a strengthened TVET system that address the emerging needs of the TVET sector. Similarly, the programme was also found well aligned with corporate outcome and output as mentioned in the introduction chapter of this report. Thus, the programme was found highly relevant in view of national priority, commitment to global development goals, need of the TVET sector and organizational goal of the UNDP.

In view of design, the programme had an effective management structure tightly linked with the ministry- MoEST. Particularly, the Technical Committee was found relevant to discuss the TVET issues among the stakeholders — for example participation in the TVET MIS. In addition, the provision of Programme Executive Board helped in maintaining smooth coordination among the key partners and managing day to day activities more efficiently with the small size of project team. The programme had clearly specified two outputs and identified and planned the activities with appropriate indicators which were found presented in the Results and Resources Framework (REF). Out of the two outputs one was related to strengthening the monitoring and evaluation of TVET sector which was quite relevant to integrate/for integrating??? the fragmented TVET sector and in advancing coherent TVET policy.

Further, the relevancy of the programme was strengthened after learning about the perspectives of various stakeholders. As one respondent said *“there is no question about the need of such programme,*

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<sup>3</sup>TVET policy 2012; High Level TVET Task Force's report on TVET policy reform, 2019; ADB (2015), Innovative strategies in technical and vocational education and training for accelerated human resource development in South Asia: Nepal

*but issue is how the policy is implemented as past experiences show that we are good in policy formulation but very weak in implementation”( Respondent- 1, TVET official, male).* This view does not only indicate the relevancy of the TVET reform policy but also the importance of its proper implementation in true sense. About the needs of the programme another respondent commented that *“the technical education, vocational training and skill development are national priority of the government because as per the SDG there is a target that 75% of working age population possess technical and vocational training by 2030 and the TVET sector is of high priority” (Respondent-5, federal government official, male).* Similarly, many respondents shared the perspectives that TVET has to be made mainstream of education with 70% weightage to it to make the education mainly employment oriented.

Thus, there is no question in the relevancy of the programme in terms of needs and national and international priorities. However, while considering the views of some senior government officials who mentioned during the interviews that – this is a small project, a question may arise on whether it is indeed essential for the government of Nepal and the MoEST to seek support for such policy reform project considering the financial size and needs of expertise for it. This suggests considering the relevancy of the programme not only in view of needs but also in terms of the capacity of the institution receiving support. Hence, it would not be irrelevant to see the need in view of the strengthened federal level capacity in policy making and developing legal instruments. From this perspective it is essential to see the situation critically so that external supports can be channelled to the institution and level of government where is lacking or inadequate. Hence, this suggests for a capacity assessment while seeking support and providing support particularly in the context of federal Nepal as the newly established local and province levels may need support in many areas instead of federal level which is considered well established.

However, it doesn't mean that the reform in TVET policy was not priority area. Indeed, the newly introduced TVET policy has open up many areas that need to consider while designing future interventions in the TVET sector. Again, policy is not itself an end and it needs to be implemented. So, the success of the new TVET policy depends upon how it generates new plans and programmes at all three levels of government to transform the TVET sector. In such context it becomes imperative to point out the possible areas of future intervention. Hence, the future needs of the TVET sector has been discussed in the separate section (3.9) at the end of this chapter.

## 5.2 Coherence

The programme was found well situated within the Ministry of Education, Science and Technology (MoEST) itself which is the main implementer of the programme. Under the MoEST, there is one high level committee known as Policy Coordination Committee (PCC) and a Technical Committee to look after the TVET issues including other educational matters. Particularly the TVET PCC recommends TVET related issues to the TVET PCC for necessary decision making and endorsements of certain proposals. In these high level committees, there is representation of all line ministries working in the TVET sector. The programme closely worked with these committees in coordination of the MoEST. As one respondent commented *“the programme facilitated the PCC and technical committees to support the policy reform process. Further, the programme shared all its major activities like skills mapping, support to TVET MIS”*

*(Respondent-13, TVET Official, male)*. Thus, the programme utilized the internal mechanism of the ministry to share its efforts, process and products among the stakeholders. Because of such coordination, the programme supported the High Level TVET Task Force (HLTTF) to conduct consultative workshops and meetings on feedback collection on TVET policy reform at all provinces and national level. In addition to this, the project board, which was formed representing the CTEVT, ministry and UNDP, had helped to maintain internal coherence.

As led by the MoEST, the programme had been able to maintain external coherence by coordinating with other line ministries and agencies for stance, establishment and operation of TVET MIS. Similarly, there was good coordination and even cost sharing with the province level in carrying out the skills mapping in the Sudurpaschim province. Additionally, the programme carried out some activities in collaboration with some organizations like National Youth Council (NYC) and professionals. To address the issue of employment of returnee migrant in home country due to Covid-19 crisis, the programme had initiated partnering with the International Organization of Migration (IOM) to carry out a study. All these activities indicate the programme efforts in maintaining internal and external coherence in the TVET sector. The programme was found however, though working closely with the MoEST, unable to pay attention to coordinate with the other development partners' agencies working in the TVET sector reaching beyond the ministry. It was revealed that the programme was not fully able to share its knowledge products with these organizations as one respondent was not aware of the programme's research on life-long learning (Respondent-17, TVET professional, female). In view of TVET reform in the federal context it is essential to have sharing and coordination among the development partners who have been supporting the TVET sector. Similarly, the programme's reach to the local government was also found inadequate.

### **5.3 Effectiveness**

Looking into the implementation of the planned activities, the results show that the programme had been able to implement most of them (see Annex 1: Results Framework: achievement of the expected outputs). Particularly, activities were found designed to achieve the two major outputs– reforms of the TVET policy, and establishment of TVET Management Information System (MIS). As described in the introduction chapter of this report the programme supported the MoEST in five key areas. The performance of the programme in these five key areas has been assessed in the following sections.

#### **5.3.1 Integrated TVET Policy**

To achieve the output of the TVET policy reform the programme had put various efforts. It supported the High Level TVET Task Force (HLTTF) which was formed to recommend the reform of TVET policy with appropriate institutional arrangement in the context of federal Nepal. In this regard, for the collection of feedbacks from various stakeholders the programme supported the HLTTF in organizing consultative

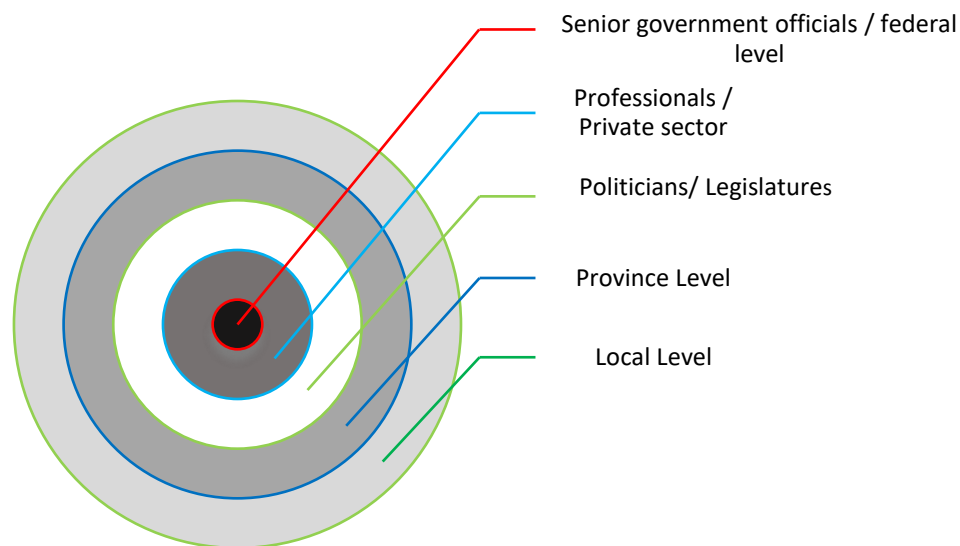


Figure 3: Sphere of policy consultation and level of intensity

workshops and meetings at both province and federal levels. The consultative workshops were a participatory exercise with participants from various sections of society related to the TVET and included women, minority groups, and disadvantaged groups.

The policy consultation occurred mainly at the level of senior government officials at federal level. This has been represented by the darkest circle in the figure above. The level of darkness in the shading of each ring is used to show the intensity of policy consultation of each stakeholder at different levels. It was found that there was good consultation with the TVET professional in the policy process as the role of HLLTF itself reflects it well. Similarly, the policy consultation also took place in province levels as it was organized at all provinces. However, it could not reach to political sphere and local level adequately. It was reflect on the remarks of one respondent as she said *“though it is essential we have not yet discussed on the TVET policy. So far we are working on running a training institution from our side”* (Resepondent-10, local government official, female). It was noted that the policy consultation at local level was carried out in the previous phase of SKILLS programme.

The report submitted by the HLTF after consultation at different levels and various stakeholders was an important document believed to be able to inform and influence the newly introduced TVET policy that is included in the Education Policy 2019. As noted above, it was remarked by some respondents that the policy dialogue involved largely senior level bureaucrats and TVET professional at federal level but reached out to the political level in a limited extent only ( Respondent-3, senior government official, male; Respondent-1, senior TVET official, male). Hence, according to them, its implementation requires a higher level of dialogue in time of forwarding the TVET Bill and passing it from the parliament. Though the policy reform discussions were held at province level, respondents expressed that it did not reach the local government level and as a consequence there is need of orientation on TVET policy reforms for local governments ( Respondent-9, senior government official, male). Nevertheless, the TVET policy included in the Education Policy 2019 was appreciated as one respondent commented that, *“As a whole*



*the policy is very good and it has far-sighted concepts and are implementable...but there are also some challenges and some ambitious concepts whose implementation depends on how it is elaborated further and on common understanding is developed”* (Respondent-17, TVET professional, female). In sum, the programme had contributed significantly to the formulation of integrated TVET policy which has provisions of access, equity and inclusion and fundamental elements of the TVET to direct the advancement of the sector. The policy has directed to make the TVET inclusive and equity focused with easy access of marginalized groups and provision of special support to these groups. However, the translation of the policy crucially depends upon the enactment of the new TVET act.

### **5.3.2 Consolidated TVET Fund**

One of the key areas of the programme was to support MoEST to run TVET programmes by consolidating all the resources under the TVET Fund. However, the programme could not make significant progress in establishing the TVET fund though it had supported in developing a concept note on its establishment. It was observed that this could not be discussed with priority in the Technical Committee meetings like the agendas of the TVET MIS and skills mapping. Nevertheless, of the various aspects that are included in TVET policy 2019 is the provision for the establishment of national level TVET fund. Although this is not a new concept as it was previously included in the TVET policy 2012, this time the Education Policy 2019 has emphasized it as a strategy for collaboration among the government, cooperative, private sector and community in order to meet the objective of sustainable financing for the TVET sector. Yet, according to the TVET professionals and senior government officers, the policy alone is not enough to implement the concept and it needs the TVET Act to operate the TVET fund( Respondent-1, TVET Official, male; Respondent-8, TVET professional, male; Respondent-3, federal government official, male; Respondent-2, federal government official, male). Further, there is also a critical view that *“there is no need of centralized TVET fund in federal context, but there is the need of TVET financing mechanism to guide the three levels of governments”* (Respondent-17, TVET professional, female).It indicates that there is much to do in developing common understanding among the various stakeholders and to get their commitment on the establishment of the TVET fund.

According to the some respondents the objective of the TVET fund is to cater the funding from the donors (Respondent-2, federal government official, male; Respondent-3 federal government official, male; Respondent-6, province government official, male). This indicates necessity to develop harmony among the donor partners in this issue. Further, most of the respondents argue that it is very difficult to get the line ministries to put money into TVET fund as they have been deeply engaged with their own detached way of working. Thus, it shows that the TVET fund is conceptualized and endorsed in the policy but it also demands a clear road map to translate it into reality. According to one respondent *“while talking about funding in TVET it is essential to make it clear on how the money will reach school level”* (Respondent-7, TVET Professional, male). This indicates that TVET financing is not only a macro level issue and it is necessary to address its effect at micro level too – up to the training institution. Nevertheless, the issue of TVET financing has been the priority of government as the 15<sup>th</sup> Five Year Plan (2019/20- 2023/24) has undertaken a strategy of establishing an integrated TVET fund to expand the TVET programme so as to ensure the access of youth to it at local level.

### 5.3.3 TVET Management Information System (MIS)

The next major expected output of the programme is establishment of the TVET MIS system. The programme had been able to achieve this output by providing technical inputs and facilitating the MoEST. It was found that the ministry had formed a Technical Committee where the line ministries that are involved in TVET sector represent and the representatives from the partner agencies who have been funding TVET sector are invited in its meetings. The TVET MIS is a central system where each TVET agencies provides data on the conducted training and trainees. It was reflected in the meeting minutes of the Technical Committee that this issue was discussed extensively among the line ministries. As reported by the programme so far five federal ministries had participated in this system. It was found that the information collected through the TVET MIS had largely helped the National Planning Commission of Nepal to set the targets of SDG 4.4. One respondent commented that *“It is a good initiative as it is gathering information that can be used for knowledge management. I have also consulted the reports produced by it. But it is not clear on whether it is collecting data from few projects or has collected nationwide data from the largely scattered projects”* (Respondent-17, TVET professional, female). Thus it was revealed that the TVET MIS had been supporting policy makers and stakeholders and further efforts are essential to bring all stakeholders into the system.. So far MoEST had published three Comprehensive TVET Annual Reports utilizing data from the TVET MIS with the support of SKILLS programme which shows the developing stage of data integration from the largely fragmented TVET system.

Thus, though the Technical Committee had coordinated all line ministries to participate in the TVET MIS there was no participation from all the stakeholders. One respondent remarked that *“it is an initiation to collect data by training providers on the graduates of their respective training. But so far there is participation of few ministries. There is weakness in coordinating all ministries. And there is also culture within us that why must one ministry follow the other ministry”* (Respondent-1, senior TVET Official, male). This suggests for efforts for further expansion of TVET MIS to collect data from all the stakeholders. One respondent from the private sector commented that *“ it is difficult to get access to data in one place as many ministries are working on the TVET sector and the available data too do not meet the requirement of the industry”* ( Respondent-16, Private Sector Official, male). Further, the system was yet to configure to incorporate the province and local level TVET projects (Respondent-6, province government official, male). Even in its existing form, as one respondent commented *“there is a need to seek way-out to continue the system with provision of required level of human resources equipped with skills and technology but so far we do not have clear plan for this for after the end of the support of the programme”* ( Respondent-12, senior government official, male). Thus, in spite of the usefulness of the integrated TVET MIS there is yet to integrate all stakeholders and particularly to configure the system as per the federal structure and development of a concrete plan for its institutionalization and sustainability. It is noteworthy here that the programme had established the system to grow and expand further.

#### 5.3.4 Province Level Skills Mapping

The programme introduced skills mapping to find out the situation of demand and supply of skilled human resources focusing on the province level. Though this activity appeared as one of the important activities of the programme it was not specified in the Results and Resources Framework (RRF) when the programme was designed. It was reported that when the programme succeeded contributing to the introduction of the new TVET Policy, it decided to undertake the skills mapping to support the reform of the TVET sector. It was initiated in one of the provinces—the Sudurpaschim province. It performed as an innovative approach of the programme as skills mapping was appreciated by the stakeholders both at federal and province level. However, according to one respondent *“the message about its use had yet to reach to the ultimate users i.e. the local government and private sectors”* (Respondent-9, province government official, male). Considering its usefulness, the government of Nepal had allocated a fund of NRs. nine million to carry out skills mapping in other provinces in the fiscal year 2020/021. In its initial phase, the skills mapping has appeared as a best practice of the program. This indicates the severe need of sector wide data for the policy makers on the highly fragmented TVET sector.

While there was high level of recognition at policy level to continue the skills mapping, there were views of some respondents to review the skills mapping to draw lessons from the experience and to improve it where essential before replicating it in other provinces ( Respondent-1, senior TVET Official, male; Respondent-8, TVET Professional, male). It was viewed that *“There can be improvement on methodological part as well as on the training to be provided to the survey team”* (Respondent-8, TVET Professional, male). Further, there is also need of common understanding among the stakeholders including donor partners in carrying out and using the skills mapping in future as it was revealed that there was no common framework for the practice of skills mapping. Indeed, there can be different terminology and scope regarding the mapping, but it indicates the essentiality of *developing* common framework in terms of concept, objective, indicators, process and use among the stakeholders so that there can be replication. Further, one respondent suggested that *“It is essential to analyse the learning and impact of skills mapping carried out in Sudurpaschim province. There are donors partners working in the different provinces and their methodology and focus also differ with each other. And when we consider all these aspects, it is deemed vital to develop a common framework of skill mapping before replicating it to other provinces”* (Respondent-8, TVET Professional, male). Thus, drawing lessons from the first skill mapping carried out in the Sudurpaschim province, there is a need of improvement and at the same time discussion among the donors and stakeholders on the contents, indicators and process i.e. a common framework for the replication of skill mapping and avoid duplication.

#### 5.3.5 Research and Knowledge Management

The programme also worked on research and knowledge management. The research reports and other study and workshop reports were found useful to inform the situation of the TVET sector which consequently provided basis for TVET policy. Particularly, the HLTF constituted by the MoEST to make recommendations on policy, strategies and institutional arrangements on the technical and vocational education and skills development (TVESD) had submitted a comprehensive proposal document to the ministry on October 2018. As said above, the SKILLS programme supported the HLTF in collecting feedbacks, organizing meetings and consultative workshops at province levels. One can find that the

new TVET policy 2019 constituted in the education policy has many reflections of this proposal document. Similarly, a research was carried out in 2019 on integration of skills training in the lifelong learning (LLL) process which can be considered a knowledge product developed by the programme to enhance the productive quality of skilled individuals engaged in the TVET sector. Similarly, another study which was on the TVET financing in Nepal which can be considered as an input to policy makers to help design the financing mechanism in the context of federal Nepal. In addition, the programme developed some info graphics, TV programme, fact sheets and success stories as the knowledge products. All these materials helped dissemination of the different aspects of TVET. These research and study reports shows the efforts of the programme in providing evidential basis for the reforms in TVET policy and introduction of new act though it is difficult to measure impacts of such events.

### **5.3.6 Response to the Covid-19 Crisis**

In the beginning of the programme's third and final year of implementation, it was affected by the Covid-19 pandemic. As reported, it affected some participatory exercise to be carried out in the community in relation to the skills mapping. Considering the prolonging pandemic, the programme had initiated a partnership with the International Organization of Migration (IOM) to conduct a study to identify the situation of returnee migrants to explore on how they can be supported for their employment in the home country.

### **5.4 Efficiency**

The programme had carried out successful implementation of the activities in a timely manner and effectual management of resources. The project management structure, as discussed above, with the participation of key partners – MoEST, CTEVT and UNDP was found effective to manage the activities and resources of the programme. As a consequence, the financial progress was at high level in each year of implementation. According to the programme's Audit Reports of 2018 and 2019 the programme had met its targets with overall delivery rate in terms of finance to the revised annual plan and was 96.4% and 100.18% respectively. It was reported that while conducting activities, the programme closely worked with the ministry, that helped not only to use the administrative services in an economic manner but also saved time that otherwise would incur coordinating and communicating wide range of stakeholders. The activities carried out by the very small sized staff for the programme manifested efficiency in its performance. In addition, according to some respondents, the programme team's familiarity with the sector and the ministry's working culture played an instrumental role in the efficient management of the programme's activities coordinating with the ministry, though there was a problem of frequent changes in staff of ministry in the starting phases. ). The programme outsourced external expertise as per the need and successfully managed to implement its various activities.

Table 2: Budget planning, available budget and expenditure (in **USD**)

Year	Available UNDP Fund	Total expenditure UNDP Fund	Expenditure of available fund in %	Planned total budget (UNDP & Government)	Planned cost sharing by Government /MoEST
2020 (As of September)	152,000.00	77,800.00	51.2	300,000.00	148,000.00 <sup>4</sup>
2019	201,905.00	200,363.00	99.2	301,905.00	100,000.00 <sup>5</sup>
2018	200,000.00	192,783.00	96.4	242,000.00	42,000.00 <sup>6</sup>

Source: SKILLS programme Office, October 2020

In addition, the programme, which was initially expected to be housed within the MoEST, operated by sharing office spaces with other development programs and minimized its office rent.

In spite of such economic efficiency measures, the programme did not receive fund as per the initial plan of cost sharing from the ministry. The reason behind it was lack of clarity in the mode of cost sharing – whether to put money into the account of UNDP or to finance certain activities directly through the ministry’s account. The former could not take place and financing was made available by the ministry to carry out certain activities of the programme. In case of SKILLS mapping, there had been significant level of cost sharing by the province government which can be considered as a good example of resource mobilization. The skills mapping was cost effective as one respondent informed that *“in my experience the survey was carried out in relatively minimum cost; local enumerators were hired and trained at local level”* (Respondent-8, TVET professional, male).The programme had initiated collaboration with the IOM to address the issue of returnee migrants due to Covid-19 crisis, to identify their skills and explore possible ways to support them in their home country. Thus, it shows that the programme had taken various measures to maintain economic use of resources to accomplish the planned activities.

However, the programme couldn’t ensure the cost sharing by the MoEST as planned initially. Although it was reported of allocation of some fund for this fiscal year, there was no explicit amount allocated for the programme. The reason behind this as mentioned by the programme and MoEST official was lack of clarity in the modality of the funding i.e. there was confusion on whether to transfer the cost sharing of the MOEST to the UNDP’s account or to share by implementing certain activities by the MoEST through expenditure from its own account. Another factor to contribute to such situation was that the Ministry of Finance was not consulted to ensure the cost sharing. Thus, it appears as a technical problem

<sup>4</sup>Allocation by GoN of NRs. 110,00000 (about 100,000 USD) for SKILLS in the Red Book (FY 2020/21)

<sup>5</sup>Parallel expenditures by MoEST carrying out some activities but no separate accounting to determine the actual amount.

<sup>6</sup>Parallel expenditures by MoEST carrying out some activities but no separate accounting to determine the actual amount

rather than the issue of ownership and commitment of the MoEST towards the program. As said above, there was active role of the MOEST as implementing agency and the programme got complete support.

## 5.5 Impact

It would be too early to assess the impact of the policy programme within the short period of implementation. However, it is possible to explore some indications of impact considering the achievements of the outputs. Most importantly the programme created an enabling environment facilitating the policy dialogue and initiating the skills mapping as these activities provided a basis to move in the direction setting up the TVET sector into the federal governing system. The respondents of this evaluation acknowledged the role of the SKILLS programme for its contribution in the process of new TVET policy formulation. In this sense, the policy output of the programme has long term implications. The immediate consequence of the TVET policy can be seen in the 15<sup>th</sup> five-year plan (2019/20- 2023/24) as it has incorporated many aspects of the TVET policy. For example, the 15<sup>th</sup> plan has committed to develop a TVET master plan and to formulate a TVET Act and to establish an integrated TVET fund<sup>7</sup>. However, much of the impact of the policy depends fully in its implementation through enactment of legal instruments like act and regulations at all the levels in federal governance.



Figure 4: A possible path of TVET policy impact

Indeed, it takes considerable time and procedural steps for a policy to impact on the people lives of its target. As shown in the figure above, the TVET policy reform has to do some crucial works to generate impact on the people in general and on the marginalized community in particular.

Nevertheless, because of the two phases of SKILLS programme, there had been certain contribution in practicing common platform use among the line ministries, TVET related organizations and partner community through the Technical Committee to share about and deal with the common issues. The introduction of skills mapping had been impactful as it is going to be practiced in other provinces as an essential approach to explore the demand and supply of the skilled human resource and to minimize the mismatch of the market demand and supply of skilled labor. The new TVET policy is inclusive as it has provisions of equity and inclusion. Therefore, with the implementation of the TVET policy which has provisions for the special support to disadvantaged groups, it would benefit women and the communities deprived from the access to TVET. The TVET MIS had been a common platform in sharing and coordinating efforts of various actors and to know the supply side of skilled labour that had been helpful in planning and monitoring of TVET sector. However, all stakeholders have yet to participate in this system in order to get a complete picture of the TVET's production of skilled labor. Thus, as stated

<sup>7</sup>15<sup>th</sup> Five Year Plan ( 2019/20-2023/24), p. 182.

above, the programme at present can be judged in terms of its contribution to the creation of an enabling policy environment for impacts in the long-term future. Hence, it is imperative to discuss about what could be the expected impacts of the programme's contribution in the TVET sector and its ensuing benefits to the marginalized people.

So, while considering the TVET policy 2019 and the 15<sup>th</sup> plan, the government has shown its commitment to reform and develop the TVET sector in many aspects as pointed above. With the enactment of act and regulations in the spirit of equity and inclusive policy there would be increased access to marginalized people, women and minority groups to TVET. However, to generate impact, according to one respondent, depends on how the policy makers understand the TVET sector and can differentiate it from the generic stream of education and provide resources for the access of large number of youth in the country to TVET (Respondent-15, Development Planner, male). According to another respondent the minority sex groups namely LGBTI (Lesbian, gay, bisexual, transgender, and intersex) had been so far excluded from the access to TVET and had been facing obstruction to enter into employment (Respondent-18, Civil Society Activist, transgender). Access and quality– are two important fundamental elements of TVET to generate meaningful impact as one respondent argued *“So far the focus is only in quantity providing training to large numbers but quality is in low priority as we are talking only at macro level and do not pay attention to the micro level institution- the training school”* (Respondent-7, TVET professional, male). Thus, these are indicative examples from the various aspects of the TVET that depends crucially in the implementation of the TVET policy to generate inclusive impacts in the long-term.

## **5.6 Sustainability**

The sustainability of the programme's outputs hinges on the future development of the anticipated TVET reforms as per the TVET policy, 2019. However, the programme was found developing basis to move ahead in the process of institutionalization of TVET policy reforms. Particularly, following the new TVET policy, a TVET act had been drafted and was under discussion among key stakeholders at the time of this evaluation. The sustainability of TVET reform depends on how soon the act would be passed and put into implementation. Some respondents commented that there had been a delay in formulating the federal level TVET act as two provinces had already enacted their TVET policy ahead of federal policy which may create contradictions (Respondent-15, Development planner, male; Respondent-17, TVET professional, female). Further, according to some respondents, the functioning and sustaining of the TVET sector as a whole also depends largely on what kind of apex institution would be established to lead and drive the fragmented TVET sector in bringing all stakeholders to work under a common national framework ( Respondent-8, TVET professional, male; Respondent-15, Development planner, male). Thus, along with other aspects the institutional arrangement in the federal context has been more vital. Indeed, the implementation of the concept of TVET fund as indicated by the respondents (Respondent-6, senior province government official, male; Respondent-8; TVET professional, male) also relies on the institution its working mechanism trusted by all stakeholders.

In addition to the output of TVET policy, the establishment of TVET MIS is another output of the project in the process integration and reform of the TVET sector. However, as one respondent noted that there is challenge in its sustainable functioning after the end of the programme. He expressed that there is

allocation of budget in fiscal year 2020/021 for this purpose but no concrete plan for necessary human resources needed to run the TVIT MIS system at MOEST (Respondent-12, federal government official, male) . Although the fund is an indispensable part, in absence of a clear plan and institutional set-ups there is less chance of proper fund usage in the government administrative practice. Further, there is no assurance that all stakeholders would participate in the TVET MIS in future to produce the complete picture of TVET for the purpose of strengthening the planning, monitoring and evaluation.

In addition to the two outputs, the programme initiated a best practice i.e. skills mapping at province level. There is high potentiality of this practice as its essentiality had been recognized both at federal and province levels. As there was an active role of province level in skills mapping, one respondent claimed that there is high possibility of sustaining its practice (Respondent-6, province government official, male). It is an indication of sustainability of the skills mapping that budget has been allocated to undertake skills mapping in remaining provinces in the fiscal year 2020/21. However, it needs to be fully owned by province levels with resource allocation in their own budget to ensure that it is a need of the province and its operation is managed by the province for its sustainability. And as discussed above, for its sustaining practice it is essential to review the past practice, draw lessons and develop a common framework among all stakeholders.

### **5.7 Gender Equality and Social Inclusion (GESI)**

The programme design had not directly addressed the issue of GESI. There were few activities of GESI included in the result framework and those too were not performed. While reviewing the programme's reports and studies, the GESI aspect was lacking. For example, the study on lifelong learning - a comprehensive study on the theme had left out the gender issue. However, some orientation workshops on GESI issues in TVET policy reform were conducted at national and province levels. One respondent who had participated in the province level workshops found good participation of women and other minority groups though the time to discuss the issues was a bit insufficient (Respondent-18, civil society activist, transgender) . The programme had tried to highlight the achievements of women and marginal groups' people involved in TVET related employment publishing success stories as one entrepreneur had commented that it has inspired some potential entrepreneurs (Respondent-11, entrepreneur, female). In the policy dialogue workshops and GESI workshops participation of women was 15% while it was 4% and 11% in case of Dalit and Janajati which is not a desirable level of participation. Nevertheless, there are provisions of equity and inclusion in the new TVET policy and in the 15<sup>th</sup> plan of the government which shows programme's efforts and influence in advocating the GESI. Again, it is yet crucial to observe on how they are translated into act and regulations in the future. From the perspective of programme design and its activities, it appears that GESI was considered a mere formality than as a needed agenda of mainstreaming. It indicates that the sensitization of the project stakeholders was not adequate for mainstreaming the GESI from project design to reporting and research undertaken by the programme. Such shortcoming was apparent when reviewing the programme information material, for example the fact sheet did not have disaggregated data for sex and social groups. Similar is the case of skills mapping report which had data on gender but was missing the data on marginalized groups. This reveals the lack of attention of the programme towards GESI though it had conducted few activities.



## 5.8 Human Rights

Similar to the GESI aspect, the programme had also not integrated human rights concerns in its design. The issue of equity and social justice were not found included in the programme's result framework. However, youth and LGBTI groups were found involved in some programme activities. The TVET policy broadly talks about the principle of equity and reach to the marginalized groups. Though the TVET policy has set a goal of "Technical education for all" and stated a policy of special support to the disadvantaged groups, whether it reaches to the so far excluded groups depends on how the acts and regulations ensure the access and participation of vulnerable groups. It is noteworthy that the 15<sup>th</sup> plan has stated that there will be a "student financial support system" to the excluded, disadvantaged, disable and those deprived from formal education<sup>8</sup>. However, it is difficult to recognize as to how much the programme itself contributed to these policy progresses as the programme was not found aware adequately to address the human rights issue in designing and planning the programme's activities.

## 5.9 Future Needs of the TVET Sector

As mentioned above, the new TVET policy 2019 and the 15th Plan (2019/20- 2023/24) of the government have opened areas that require serious efforts to address them in the coming days. In addition, in view of the federal context, there is need of a paradigmatic shift in understanding and implementing TVET sector in the spirit of the constitution. As one respondent articulated, the constitution of Nepal has defined the role of three levels of governments to pursue the education sector. And the TVET sector needs to follow this spirit accordingly and not to be in confusion (Respondent-15, Development Planner, male). Similarly, other respondents of this evaluation pointed out some possible areas which are quite suggestive. One respondent suggested that *"now we have a comprehensive TVET policy which is very good, and the contribution of the SKILLS programme to this is appreciable. But now onward, after having this policy, we need to go to work with the province and the local level where capacity is lacking. And the role of the federal level is to support policy implementation"* (Respondent-17, TVET professional, female). For the governing of TVET, as the respondent TVET professionals indicated, there is need of building a specialized national level TVET institution which can be an apex authority to coordinate all ministries and agencies and integrate TVET sector to enhance the quality of education and training as per the need of the nation. One respondent commented that *"So far the concept of SWaP is like a SWaP within a ministry, not as the SWaP of all the ministries that work in TVET. There is confusion on what kind of institution will be setup unless the enactment of the Act makes it clear"* (Respondent-7, TVET professional, male). For this, as one respondent argued, *"there is need to increase the policy discourse intensively with politicians, parliamentarians, local governments as it is so far more limited only with bureaucrats and professionals"* (Respondent-15, Development planner, male). These views indicate the direction, nature and urgency needed in the advancement of the TVET sector in the federal context.

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<sup>8</sup>15<sup>th</sup> Five Year Plan (2019/20-2023/24), p. 182.

Above all, as some respondents suggested the immediate task is to translate the TVET policy by implementing it and the ultimate aim is reaching to the marginalized people to improve their livelihoods for which there is need of specifically targeted programs for women and vulnerable groups ( Respondent-19, Development Professional, female; Respondent-20, Development Professional, male). Further, “there is need for orienting local levels on the new TVET policy as they are not aware about it” (Respondent-20, Development Professional, male). In the context of Nepal, both access and quality are important aspects of TVET reform. As some TVET professionals interviewed articulated, so far the emphasis of all stakeholders is on quantity, but quality is not taken seriously which needs to be focused on the coming days. In addition to the existing past context, the Covid-19 crisis had added more responsibility for employment generation for the large number of people who had returned to their home country from foreign employment.

Therefore, in such a context, there are a number of things that need to be taken into consideration to expand and enhance the TVET sector as per the national priority of inclusive development and employment generation. For this, the new TVET policy has guided a lot, but it needs to be implemented to generate an impact. Hence for the transformation of TVET, the respondent professionals emphasized on the need for collaboration among all stakeholders and donors as per the spirit of the constitution while providing support without creating an environment of interference and duplication. Similarly, there is need to increase the participation of private sectors in all aspects of TVET and promotion of industrial apprentice training and need to collaborate with the universities. One respondent particularly suggested that *“all training programs need to be aligned with the national vocation qualification system including the recognition of prior learning and the need to develop professional instructors for the quality of training introducing the licensing system of instructors”* (Respondent-17, TVET professional, female). We need to develop a concrete plan as one respondent viewed *“to meet the target of 70% of technical education, our capacity is quite low at present to meet this. So, we should do certain tasks – development of the subject wise laboratory and infrastructure facility and the capacity development of public training centre/ school management”*( Respondent-15, Development Planner, male). Emphasizing the role of school in TVET, one respondent stated that *“When we do not reach or do not focus on school levels and training places, we do not achieve quality”* (Respondent-7, TVET professional, male). All of these responses suggest key areas to professionalization of TVET sector, increase access and enhance the quality.

Furthermore, the discussion made in the preceding sections of this chapter shows that the assumptions made in the Result Framework identified at the time of the programme design were found persisting more or less. Particularly, the establishment of TVET fund is still challenging in its implementation which seeks a clear financial mechanism to be provisioned in the new TVET act for its creation and operation in the federal context. Similarly, there is need for localization of TVET policy. Though there is a policy, there is no strategic road map to address the issues mentioned above. Even the sustainability of TVET MIS establishing linkage with and ownership of the province, local levels and line ministries at the central level need to be institutionalized. The TVET sector is not only complicated but also complex that demands efforts beyond the ministry level. Hence, efforts for sustainability of initiated practices, replication of best practices, and focus on key areas to improve access, equity, inclusion and quality are the future scope for the advancement of the TVET sector.

## 6. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

This chapter draws the conclusion from the discussions of the findings made in the previous chapter 3. This also presents recommendations which not only focus on the programme being evaluated but also try to indicate the direction and strategies that can be taken for future programmes. Finally, lessons learned from the implementation of the programme are presented at the end of this chapter.

### 6.1 Conclusions

The programme as a whole had achieved both of its planned outputs– integrated TVET policy reform and the establishment of TVET Management Information System (MIS). The programme’s support to the High Level TVET Task Force (HLTTF) to conduct the consultative workshops and meetings on TVET policy reform was found to be effective to discuss the reform agendas with the stakeholders at the national and province level. However, this kind of exercise did not reach the local level at the required level. It was also observed that the policy reform discussions concentrated heavily among government officers and TVET professional but did not reach the political spheres at the same scale. Nevertheless, the new TVET policy has been a guiding document for the advancement of the TVET sector as it embodies fundamental aspects of integration, inclusion and equity in the TVET sector. Furthermore, the 15th Plan has incorporated many aspects of the TVET policy for their implementation, and a draft of TVET Bill was under preparation. In spite of these efforts made there is no planned strategy yet, on how and when the new act will be passed, though it is an urgent priority in the context of federal governance. Such a delay in policy implementation has been a serious concern as some provinces had introduced province-level TVET act ahead of the federal government which may create contradictions between the different levels of government. This reveals that the programme support towards TVET policy reform was more of a technical support and the efforts for policy advocacy were less. As a consequence, what kind of TVET institution at national level would be established in the future is not clear among the stakeholders.

The next output of the programme — the establishment of TVET MIS was an important achievement which was helpful to produce information to make decisions on setting targets of skilled labour such as the national target of SDG 4.4. However, all stakeholders had not participated in the MIS to give a complete picture. Furthermore, its sustainability depends on how the required level of human resources is managed to run this in the future as there was no clear plan about it after the end of the programme. The concept of a consolidated TVET fund though included in the new policy could not be initiated as expected by the programme. Its operation now depends upon the new TVET act. The skills mapping introduced by the programme had been found as an essential approach to ascertain the situation of TVET at the province level. In its initial response, it can be considered a best practice. However, it needs to be fully owned by the province level and the local governments and employers and, moreover, the private sector needs to be key users. Furthermore, it seems essential to develop a common framework of skills mapping and to establish its linkage with TVET MIS. The knowledge products of the programme need to be disseminated widely to reach all relevant stakeholders. The programme though did not integrate GESI and human rights (HR) adequately, had conducted some activities that contributed to including the provisions of equity and inclusion in the TVET policy. It suggests for the inclusion of GESI

and HR issues in all phases of the programme—from design to evaluation. In sum, the TVET policy has opened many areas that need to be operationalized through enactment of an act and regulations coherent to the federal context to advance the TVET sector.

## **6.2 Recommendations**

Based on the discussions of the findings, the following recommendations can be drawn in relation to the SKILLS programme and TVET sector reform.

1. Implementation of the TVET policy and the various concepts it has embodied depends overwhelmingly upon the promulgation of the new TVET Act. In view of the federal context, the sooner the introduction of the new act at the federal level, the sooner TVET sector at the province and local level can progress in the spirit of the new TVET policy. Hence, it has been equally important to work radically to introduce a new federal act and capacity building of the province and local level in designing, planning and implementation of TVET simultaneously. For the enactment of the TVET act, there is need for advocacy to inform and influence politicians and legislatures so that the reform envisioned by the new TVET policy can be ensured. The past experience suggests that there is need for TVET specialized institutional authority to lead and drive the TVET sector and all kinds of stakeholders in an integrated way for expanding the access with increased quality as per the need of the market and to augment the employment. This task needs to be initiated by MoEST with close coordination and facilitation of the National Planning Commission to bring all stakeholders to aware and influence the parliamentarians for a genuine act. Furthermore, it should be the responsibility of donors including the future SKILLS project to support the capacity building of provinces and local levels in the spirit of TVET policy.
2. The programme initiated the concept of TVET fund, and it has been emphasized in the TVET policy and the 15th Plan. But it has been a crucial issue since the previous TVET policy of 2012 and needs to be clearly defined within the framework of the financing mechanism as per the principle of federal governance considering the role of each level of government as defined by the constitution. The TVET fund or the financing mechanism needs to be an important part of the TVET act and finalize through collaborative policy dialogue among the stakeholders as so far the policy has just emphasized its need. The NPC should play key role for the establishment of TVET fund and its operating mechanism considering the principle of federal governance.
3. TVET MIS is an essential initiative for evidence-based decision making, realistic planning and coordinating the fragmented TVET sector. To get the complete and holistic picture of the sector, there is need for the participation of all stakeholders. Hence, to establish the system in a sustainable way, there is a necessity to ensure an institutional mechanism agreed by all stakeholders with provision of required human resources, budget and commitment, including sharing of resources, of all stakeholders. Furthermore, in the context of the federal system, there is need to establish a linkage between the federal-province-local levels for generating and using the data at all levels. The MoEST and NPC should strengthen the TVET MIS ensuring the participation of all stakeholders and establishing linkage with province and local levels at

present. For future, this should be the responsibility of the TVET specialized institutional authority as to be determined by the new TVET Act.

4. Skills mapping can have important implications in designing, planning and monitoring of TVET related program and projects. In the context of federal governance, this practice needs to be fully owned by the province with proper linkage to the local level and the federal level.
5. Methodologically it is essential to develop a common framework, in terms of concept, objective, indicators, process and use of skills mapping so that all stakeholders understand it in the same spirit. Similarly, it is essential to be linked with the TVET MIS to establish data sharing and avoid possible duplication of work and resources. Particularly, the data of the supply side need to be used from the existing TVET MIS as far as it applies, and the demand side data need to be fed to the MIS. This task should be led and coordinated by the NPC with involvement of MoEST, TVET stakeholders, and donors who are supporting the sector and different provinces.
6. GESI and human rights aspects need to be incorporated into the programme from the design showing a clear logical relationship between objective and activities with measuring indicators for their assessment. All kinds of reporting and information and communication materials need to include disaggregated data by sex and social groups. To translate the provision of equity and inclusion of the TVET policy into the new TVET act, there needs to be explicitly stated policy for women and marginalized groups for their access and participation. And, TVET related programmes and projects need to design targeted activities for the benefit of these groups.
7. While considering the future needs of the TVET sector, the focus of the programs and projects need to be to expand the access and to increase the quality. For this purpose, particularly efforts are to be made to design the training courses based on the standard qualification framework as per the occupational needs, develop professional instructors, to manage appropriate physical facilities, and to work on capacity building of training schools and institutions. Indeed, to enhance the overall quality of the TVET sector it is essential to establish a collaborative culture among the government at all three levels, private sector and university. This should be the policy and strategy of the Government of Nepal, MoEST, UNDP and donors.
8. Since the programme through MoEST had taken support of National Planning Commission to coordinate line ministries to create a shared platform to discuss common issues like TVET fund, it clearly suggests that to pursue the policy programme that involves multi stakeholders and extends to multi sector, there becomes essential to involve the institution that can take on coordinating and leading role acceptable to all stakeholders. This aspect needs to be considered by the UNDP while undertaking a policy supporting project. In addition, there is need to have a political economy analysis beyond the technical domain while designing such a policy support programme that intends policy reform and expects a transformation in the existing situation.

### **6.3 Lessons Learned**

- The approach of working closely with the government was found effective. It was realized that such approach not only helps to coordinate and communicate with the stakeholders at various

levels but also helps for easy access to decision makers. For instance, it became possible for the programme to initiate activities to address the Covid-19 situation with collaboration of international organizations within a short-time because of the lead role of ministry to the programme.

- Identification of need based activity is important to get participation, commitment and ownership of the stakeholders. The skills mapping was an innovative and a best practice of the programme that generated interests among stakeholders at all levels. Cost sharing and involvement of the province in the process increased the ownership of the province with the possibility of continuity and replication in other provinces.
- The programme showed that a small project team lead by professional experienced with the culture of key stakeholders also suffices if project activities are carried out appropriately, in coordination with the concerned ministry and by outsourcing external expertise as per the specific needs.
- It is essential to incorporate the crosscutting issues like GESI and HR from the design phase and to orient key stakeholders on these issues to aware them throughout the project period. Similarly, exit strategy is a must and need to plan and monitor it for sustaining the programme outputs after the phase out of the program.

ANNEXES

Annex 1: Results Framework: Achievement of Expected Outputs

Baseline Situation	Measuring Indicators	Achievements
<b>Output 1: Improved policy coherence for TVET</b>		
With consultative comprehensive dialogue with different stakeholders including provincial and local government, line ministries, private sector, development partners; reports on improvement/revision of TVET Policy 2012 prepared. It is agreed from all sector that the policy dialogue process should be institutionalized and localized.	a) Considering the changed context of the country, localized policy dialogues at the federal, provincial and local levels among government, private sectors, development partners and other stakeholders in all seven provinces for institutionalization and effective implementation of the TVET Policy by 2020.	a) The TVET policy is in place as a part of Education Policy, 2019. The programme supported HLTF organizing consultative workshops and meetings for policy dialogues at the federal and province levels. But it did not reach the local levels.
	b) Sector Wide Approach (SWAp) in place	b) A Technical Committee was found formed with the representatives from line ministries which had coordinated the TVET MIS which was functioning. But the concept of TVET fund was not yet materialized.
	c) Developed guideline for translating TVET Policy into Action by 2019.	c) There was no specific guideline for TVET policy translation; however, a draft TVET bill was prepared which was under discussion at the ministry level.
	d) TVET sector policy strategic road-map developed by 2019	d) There was no specific strategic road-map developed.
<b>Output 2: coordinated planning and strengthen monitoring and evaluation of TVET provision.</b>		
- Fragmentation of TVET provision (with many ministries and other public organisation providing TVET) and absence of any overarching M&E system in the	(a) Publication of Comprehensive TVET Annual Report and other publications and other knowledge products	a) Comprehensive TVET annual report had been published for years 2018 and 2019.

Baseline Situation	Measuring Indicators	Achievements
subsector. The TVET MIS system established but needs up-gradation and inclusion of all TVET stakeholders' data.	documented and disseminated	
- Fragmentation of TVET Knowledge Management and Knowledge Networking among line ministries, private sectors and development partners. In the current changed context, TVET contribution in GESI perspective is less visible	(b) Conduct research to identify TVET contributions to ease more GESI focused programme	b) No specific research was conducted on GESI issues on TVET. However, there had been workshops at the province level focused on the gender issue on TVET.



## Annex 2: Evaluation Matrix

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/ success standard	Methods for data analysis
Relevance	<p>Were the programme's key objectives serving the needs and priority?</p> <p>Are the programme's objectives still relevant?</p>	<ul style="list-style-type: none"> <li>- What were the needs / priority that the programme addressed?</li> <li>- To what extent did the programme contribute to developing integrated TVET policy?</li> <li>- To what extent did the programme contribute to the establishment of consolidated TVET fund?</li> <li>- To what extent did the programme contribute to the establishment of National TVET MIS system?</li> <li>- To what extent did HR and GESI components be integrated in TVET policy?</li> <li>- To what extent the sector-wide approach (SWaP) to establish TVET fund is relevant in the context of the COVID-19 pandemic?</li> <li>- Is the programme's design/approach appropriate in</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> <li>- Programme reports</li> <li>- Relevant literatures</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> <li>- Meetings/ Discussions</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Level of ownership</li> <li>- Level of policy implementation</li> <li>- Use of TVET fund</li> <li>- Level of integration of HR and GESI</li> <li>- Adaptive capacity</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> <li>- Use of HR and GESI lens</li> <li>- Triangulation for validity</li> </ul>

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
		the present context?				
Coherence	Did the programme meet the conditions of internal and external coherence?	<ul style="list-style-type: none"> <li>- To what extent did the programme coordinate and collaborate with other policies and interventions of MoEST and UNDP to enhance synergies and interlinkages?</li> <li>- To what extent did the programme complements and synchronises with other actors' interventions and avoid duplications of the efforts?</li> <li>- To what extent the National TVET-MIS has contributed to synchronize the TVET data?</li> <li>- To what extent did the program complement the national and international goal of HR and GESI?</li> <li>- To what extent did the programme complement the national development plan and SDG?</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> <li>- Programme reports</li> <li>- Relevant literatures</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> <li>- Meetings/ Discussions</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Process and mechanism for synergies</li> <li>- Level of collaboration with HR and GESI related organizations/n networks</li> <li>- Level of alignment with national development and SDG</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> <li>- Use of HR and GESI lens</li> <li>- Triangulation for validity</li> </ul>
Effectiveness	To what extent were the programme's objectives	<ul style="list-style-type: none"> <li>- To what extent did the programme implement its planned activities?</li> <li>- To what extent the policy revision</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Level of achievements of</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> </ul>

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/ success standard	Methods for data analysis
	achieved?	<p>process adopted by SKILLS contributed to developing the new TVET policy?</p> <ul style="list-style-type: none"> <li>- To what extent the programme interventions like SKILLS mapping were effective?</li> <li>- To what extent did the programme contribute to lifelong learning?</li> <li>- To what extent the repurposing of the programme budget to respond to the impact of COVID-19 was effective?</li> <li>- What was the effectiveness of the implemented activities in terms of quality, quantity and timing?</li> <li>- To what extent the programme achieved the outputs results?</li> <li>- What were the factors that had contributed to achieving or not achieving the outputs results?</li> <li>- To what extent the outputs results led to the achievement of the programme's objectives?</li> <li>- How did the programme benefit the GoN/MoEST?</li> <li>- To what extent did HR and GESI</li> </ul>	<ul style="list-style-type: none"> <li>- Programme reports</li> <li>- Relevant literatures</li> </ul>	<ul style="list-style-type: none"> <li>- Meetings/ Discussions</li> </ul>	<p>objectives</p> <ul style="list-style-type: none"> <li>- Level of attribution to the new TVET policy</li> <li>- Effectiveness of TVET fund</li> <li>- Results and implications of SKILLS mapping</li> <li>- Impact of budget used for COVID-19</li> <li>- Achievement of project outputs ( quality, quantity and time)</li> <li>- Examples of causal factors for success and failure</li> <li>- Level of integration and achievement of HR and GESI</li> <li>- Mechanism for feedback and</li> </ul>	<ul style="list-style-type: none"> <li>- Use of HR and GESI lens</li> <li>- Triangulation for validity</li> </ul>

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/ success standard	Methods for data analysis
		<p>principles be integrated and results achieved?</p> <ul style="list-style-type: none"> <li>- What were the lessons and how was feedback/learning incorporated in the subsequent process of planning and implementation?</li> <li>- What are the issues and the future interventions strategies to be addressed?</li> </ul>			<p>its implications</p> <ul style="list-style-type: none"> <li>- Identification of specific issues and possible strategies for future</li> </ul>	
Efficiency	What were the measures taken for efficient use of the resources?	<ul style="list-style-type: none"> <li>- To what extent had resources (financial, human, institutional and technical) been allocated strategically and used efficiently to achieve the results in a timely manner?</li> <li>- To what extent did UNDP and MoEST coordination reduce transaction costs and increase the efficiency of SKILLS programme implementation?</li> <li>- To what extent did the programme create actual synergies among agencies and involve concerted efforts to optimize results and avoid duplication?</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> <li>- Programme reports</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> <li>- Meetings/ Discussions</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Comparison of financial plan and performance</li> <li>- Review of strategies used for efficiency-procurement, recruitments</li> <li>- Level of transaction costs</li> <li>- Review of programme structure and its</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> <li>- Use of HR and GESI lens</li> <li>- Triangulation for validity</li> </ul>

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/ success standard	Methods for data analysis
		<ul style="list-style-type: none"> <li>- To what extent resources were allocated and utilized for HR and GESI?</li> <li>- To what extent was the existing programme management structure appropriate and efficient in generating the expected results?</li> <li>- To what extent had the programme implementation strategy and its execution been efficient and cost-effective?</li> <li>- What are the key challenges in government cost sharing modality and how those challenges could be overcome in future?</li> </ul>			<ul style="list-style-type: none"> <li>implication on efficiency</li> <li>- Level of efficiency of resource management for HR and GESI</li> <li>- Level of coordination and avoidance of duplication</li> </ul>	
Impact	What significant changes did the programme make?	<ul style="list-style-type: none"> <li>- What are the economic and social effects of the programme?</li> <li>- To what extent is the programme likely to contribute to positive changes in the lives of marginalized groups?</li> <li>- To what extent do right holders enjoy HR and GESI ?</li> <li>- What are the unintended consequences of the</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> <li>- Programme reports</li> <li>- Relevant literatures</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> <li>- Meetings/ Discussions</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Example of likely positive changes</li> <li>- Level of impact on HR and GESI aspects</li> <li>- Cases of unintended impacts</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> <li>- Use of HR and GESI lens</li> <li>- Triangulation for validity</li> </ul>

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/ success standard	Methods for data analysis
		programme?				
Sustainability	Did the programme be able to retain the results achieved?	<ul style="list-style-type: none"> <li>- To what extent did the programme interventions contribute towards sustaining the results achieved by the programme?</li> <li>- To what extent did the program address the institutional, financial, social and economic dimensions of sustainability?</li> <li>- Did the programme identify gaps in the TVET policy and systems, and lesson learned?</li> <li>- To what extent does the programme contribute to long-term realization of HR and GESI?</li> <li>- To what extent have lessons learned been documented by the programme on a continual basis to inform the programme for needful change?</li> <li>- How relevant is the exit strategy of the programme including up-scaling of project results, securing further resources or continuation of activities in any other forms?</li> <li>- To what extent the programme</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> <li>- Programme reports</li> <li>- Relevant literatures</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> <li>- Meetings/ Discussions</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Level of ownership</li> <li>- Level of capacity institutional, financial, social and economic</li> <li>- Level of incorporating lessons and practice of adaptive management</li> <li>- Level of ownership of HR and GESI aspects</li> <li>- Strategy for exist, replication, scale-up and its implications</li> <li>- Collaborating culture and practice in</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> <li>- Use of HR and GESI lens</li> <li>- Triangulation for validity</li> </ul>

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
		has been able to enhance the integration of resource with the partner organizations?			managing resources	
Gender Equality and Social Inclusion (GESI)	To what level did the programme address/respond to GESI in the programme?	<ul style="list-style-type: none"> <li>- To what extent did the programme align with organizational objectives of GESI and respond to the issues of GESI to its design and approach?</li> <li>- To what extent have gender equality and social inclusion (GESI) provisions been incorporated in the new TVET policy?</li> <li>- To what extent the M&amp;E system and MIS developed by the programme is robust to generate gender disaggregated data and information on TVET?</li> <li>- To what extent has the programme promoted positive changes of women, disabled and all types of marginalized group?</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> <li>- Programme reports</li> <li>- Relevant literatures</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> <li>- Meetings/ Discussions</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Level of alignment with organization objectives</li> <li>- Participation in the entire process</li> <li>- Level of mainstreaming GESI in policy</li> <li>- Impact on the lives of marginalized groups</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> <li>- Use of HR and GESI lens</li> <li>- Triangulation for validity</li> </ul>
Human Rights	To what level did the programme address/respond to human rights (HR) in the	<ul style="list-style-type: none"> <li>- To what extent did the programme align with organizational objectives of HR and respond to the issues of HR to its design and approach?</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings</li> <li>- Policy documents</li> <li>- Programme</li> </ul>	<ul style="list-style-type: none"> <li>- Documents review</li> <li>- Stakeholders' Interviews</li> <li>- Meetings/</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders' perceptions</li> <li>- Level of alignment with organization</li> </ul>	<ul style="list-style-type: none"> <li>- Thematic analysis</li> <li>- Comparison with baseline</li> <li>- Use of HR</li> </ul>

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/ success standard	Methods for data analysis
	programme?	<ul style="list-style-type: none"> <li>- To what extent have Dalit, ethnic minorities, physically challenged, women and other disadvantaged and marginalized groups benefitted from the work of the programme and with what impact?</li> <li>- To what extent the issues of human rights are reflected in the new TVET policy?</li> </ul>	reports - Relevant literatures	Discussions	objectives - Level of participation and inclusion in the entire process - Impact on the lives of excluded groups	and GESI lens - Triangulation for validity



## Annex 3: Questions for Semi-structured Interviews/Meetings

### I. Respondent: Officials, Government of Nepal (Federal, Provincial, Local Level)

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- What were the needs / priority that the programme addressed?
- To what extent did the programme complement the national development priorities and SDGs?
- To what extent did the programme contribute to developing integrated TVET policy in the context of the federal governance system?
- To what extent did the programme contribute to the establishment of a consolidated TVET fund?
- To what extent the programme interventions like SKILLS mapping were effective?
- To what extent the M&E system and National TVET MIS system developed by the programme is robust to improve the planning, budgeting, monitoring, evaluation and policy making of TVET? How did it synchronize the TVET data and help coordination and collaboration among the stakeholders at different level—Federal, provincial and local?
- To what extent did the programme contribute to lifelong learning?
- To what extent the sector-wide approach (SWaP) to establish TVET fund is relevant in the context of the COVID-19 pandemic?
- What are the key challenges in government cost sharing modality and how those challenges could be overcome in the future?
- To what extent is the programme likely to contribute to positive changes in the lives of marginalized groups
- To what extent did HR and GESI components be integrated in the TVET policy?
- What are the unintended consequences of the programme?
- To what extent did the programme interventions contribute to sustaining the results achieved by the programme?
- How relevant is the exit strategy of the programme including up-scaling of project results, securing further resources or continuation of activities in any other forms?
- What are the issues and the future intervention strategies to be addressed?
- As a whole, what are the lessons learnt from the programme?

## II. Respondent: TVET Professionals – Independent, TVET Projects, Private Sector, Civil Society

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- What were the needs / priority that the programme addressed in the TVET's context of Nepal?
- To what extent did the programme complement the national development priorities and SDGs?
- To what extent did the programme contribute to developing integrated TVET policy in the context of the federal governance system?
- To what extent did the programme contribute to the establishment of a consolidated TVET fund?
- To what extent the programme interventions like SKILLS mapping were effective?
- To what extent the M&E system and National TVET MIS system developed by the programme is robust to improve the planning, budgeting, monitoring, evaluation and policy making of TVET? How did it synchronize the TVET data and help coordination and collaboration among the stakeholders at different level—Federal, provincial and local?
- To what extent the sector-wide approach (SWaP) to establish TVET fund is relevant in the context of the COVID-19 pandemic?
- To what extent did the programme complements and synchronises with other actors' interventions and avoid duplications of the efforts?
- What are the key challenges in government cost sharing modality and how those challenges could be overcome in the future?
- To what extent did HR and GESI components be integrated?
- To what extent is the programme likely to contribute to positive changes in the lives of marginalized groups
- What are the unintended consequences of the programme? What were the lessons that can be drawn from the programme?
- To what extent did the programme interventions contribute towards sustaining the results achieved by the programme?
- What are the issues and the future interventions strategies to be addressed?
- What are the issues and the future intervention strategies to be addressed?
- As a whole, what are the lessons learnt from the programme?

### III. Respondent: Professionals from UNDP and SKILLS Programme

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- What were the needs / priorities that the programme addressed that was relevant to the federal context of Nepal?
- Did the programme make a coherent with internal policy / priority and external development policy / priority?
- To what extent did the programme implement its planned activities?
- To what extent the programme achieved the outputs results?
- To what extent the repurposing of the programme budget to respond to the impact of COVID-19 was effective?
- What was the effectiveness of the implemented activities in terms of quality, quantity and timing?
- What were the factors that had contributed to achieving or not achieving the outputs results?
- To what extent the outputs results led to the achievement of the programme's objectives?
- What were the lessons and how was feedback/learning incorporated in the subsequent process of planning and implementation?
- To what extent the programme interventions like SKILLS mapping were effective?
- To what extent did the programme contribute to developing integrated TVET policy in the context of the federal governance system?
- To what extent did the programme contribute to the establishment of a consolidated TVET fund?
- To what extent the M&E system and National TVET MIS system developed by the programme is robust to improve the planning, budgeting, monitoring, evaluation and policy making of TVET? How did it synchronize the TVET data and help coordination and collaboration among the stakeholders at different level—Federal, provincial and local?
- To what extent the sector-wide approach (SWaP) to establish TVET fund is relevant in the context of the COVID-19 pandemic?
- To what extent had resources (financial, human, institutional and technical) been allocated strategically and used efficiently to achieve the results in a timely manner?
- To what extent did UNDP and MoEST coordination reduce transaction costs and increase the efficiency of SKILLS programme implementation?
- To what extent did the programme create actual synergies among agencies and involve concerted efforts to optimize results and avoid duplication?
- To what extent was the existing programme management structure appropriate and efficient in generating the expected results?
- To what extent had the programme implementation strategy and its execution been efficient and cost-effective?

- What are the key challenges in government cost sharing modality and how those challenges could be overcome in the future?
- To what extent is the programme likely to contribute to positive changes in the lives of marginalized groups
- What are the unintended consequences of the programme?
- To what extent did the programme interventions contribute towards sustaining the results achieved by the programme?
- To what extent did the program address the institutional, financial, social and economic dimensions of sustainability?
- What are the issues and the future interventions strategies to be addressed?
- How relevant is the exit strategy of the programme including up-scaling of project results, securing further resources or continuation of activities in any other forms?
- To what extent did the programme align with organizational objectives of GESI and respond to the issues of GESI to its design and approach?
- To what extent resources were allocated and utilized for HR and GESI?
- To what extent have gender equality and social inclusion (GESI) provisions been incorporated in the new TVET policy?
- To what extent does the programme contribute to long-term realization of HR and GESI?
- To what extent the M&E system and MIS developed by the programme is robust to generate gender disaggregated data and information on TVET?
- To what extent has the programme promoted positive changes of women, disabled and all types of marginalized group?
- To what extent did the programme align with organizational objectives of HR and respond to the issues of HR to its design and approach?
- To what extent have Dalit, ethnic minorities, physically challenged, women and other disadvantaged and marginalized groups benefitted from the work of the programme and with what impact?
- To what extent the issues of human rights are reflected in the new TVET policy?
- As a whole, what are the lessons learnt from the programme?

#### Annex 4: List of persons interviewed

Sn.	Name	Address
1	Dr. Agni Prasad Kafle	Former Member-Secretary/CTEVT
2	Dr. Babu Ram Dhungana, Administrative Chief	National Youth Council, Ministry of Youth and Sports
3	Mr. Baikuntha Aryal, Joint Secretary	Ministry of Education, Science and Technology
4	Mr. Deepak Prasad Paudel, Director	Council for Technical Education and Vocational Training
5	Mr. Deepak Sharma, Joint Secretary, Technical and vocational Education Division	Ministry of Education, Science and Technology
6	Dr. Dinesh Chandra Devkota	Former VC/NPC, TVET Expert
7	Mr. Hansa Ram Pandey	Federation of Nepalese Chamber of Commerce and Industries (FNCCI)
8	Mr. Jhanakar Bahadur Bista, Under Secretary	Ministry of Social Development Sudurpaschim Province
9	Kailash Shrestha (Bhumika)	LGBTI Community, Blue Diamond Society
10	Ms. Kalpana Sarkar, Portfolio Manager ( Group meeting-2)	UNDP Nepal
11	Dr. Kamal Prasad Pokhrel, Secretary	Chief Minister and Council of Ministers Office, Sudurpaschim Province
12	Mr. Khagendra Khadka ( Group meeting-1)	SKILLS, Admin Finance Associate
13	Mr. Krishna Prasad Kapri, Joint Secretary, Planning and Monitoring Division	Ministry of Education, Science and Technology
14	Dr. Mukunda Mani Khanal ( Group meeting-1)	SKILLS, National Project Manager
15	Prof. Dr. Pramod Bahadur Shrestha	Prof. IOE Pulchowk/ TVET Expert
16	Ms. Shusila Bhatta , Deputy Mayor	Dhangadhi Sub-metropolitan City, Sudurpaschim Province
17	Ms. Sulochana Shrestha	Entrepreneur/Beautician
18	Mr. Surendra Sob, SKILLS focal Person( Group meeting-2)	UNDP Nepal
19	Dr. Usha Bhandari	SDC
20	Mr. Yuba Raj Paudel, Under Secretary, Statistics Policy and Research section	Ministry of Education, Science and Technology

**UNITED NATIONS DEVELOPMENT PROGRAMME Support to  
Knowledge and Life-long Learning Skills (SKILLS) Programme**

**Final Evaluation**

**Terms of Reference (ToR)**



**1. Background and Context**

Nepal is committed to achieving the important milestones of graduation from Least Developed Country status by 2022 and becoming a lower middle-income country by 2030, with supporting measures specified in the periodic plans, including the 14<sup>th</sup> (2016/17-2018/19) and 15<sup>th</sup> (2019/20-2023/24) plans. In parallel, there is a strong commitment to achieving the targets of the Sustainable Development Goals (SDGs). This includes SDG target 4.4 which aims to increase the number of youth and adults who have relevant technical and vocational skills by 75 per cent, for employment, decent jobs and entrepreneurship. However, studies have provided evidence that more than half of Nepal's population aged 15 years and above has been entering as unskilled labour into the job market. Studies also show that Nepal has an increased labour supply, but the issue of ensuring productive employment in the federal context of Nepal still remains crucial. This situation in turn has forced the Government of Nepal (GoN) to take necessary reform initiatives, including in Technical and Vocational Education and Training (TVET) policies and governance systems.

Keeping this in view, the GoN, Ministry of Education, Science and Technology (MoEST) and United Nations Development Programme (UNDP) has been implementing the Support to Knowledge and Life-long Learning Skills (SKILLS) Programme since 2018. It is a joint policy programme for (i) Improved policy coherence for TVET; and (ii) coordinated planning and strengthen monitoring and evaluation of TVET provision. The SKILLS programme has been entirely focusing on providing technical support to MoEST in the following areas:

- (i) to develop an integrated TVET Policy;
- (ii) to run TVET programmes by consolidating all the resources under the TVET Fund;
- (iii) to strengthen TVET Management Information System (MIS) to establish better monitoring and evaluation system;
- (iv) to support to carry out province-level skill mapping;
- (v) to provide support to develop TVET Infographics, Factsheets, Comprehensive Annual Reports; and so on.

In line with the government's priorities on TVET, the SKILLS Programme has extensively supported MoEST to carry out TVET policy dialogue across Nepal and proposed some key policy reform initiatives. In the same vein, SKILLS also supported the High Level TVET Task Force to carry out consultative workshops and meetings with various TVET stakeholders to recommend TVET policy and structural arrangements which have contributed in helping GoN to formulate the recently endorsed National Education Policy, 2019. 'Technical education for all' is one of the prominent features of this policy which aims to prepare capable, efficient, competitive

and productive human resources for the economic development of the country. SKILLS continued to support MoEST to operationalize the web-based National TVET-MIS in synchronizing the TVET related data across the country. This initiative has significantly contributed in increasing coordination between various TVET stakeholders, aided evidenced-based TVET policy-making and planning and helped avoid duplication of programmes.

SKILLS has initiated a skill mapping exercise in Sudurpashchim Province with the aim of identifying gaps between demand and supply of human resources. This exercise focuses on inclusive growth, reflecting the need for people’s improved livelihoods in their own villages or communities. In addition, the TVET factsheet, infographics and comprehensive report developed by SKILLS in 2019 informed that TVET institutes have been established in 547 local governments, against the target of the Government to reach to all 753 local governments. These initiatives served as a useful instrument for GoN to increase the access of TVET to the remaining local governments, and equally contributed to set the national targets and indicators of TVET under SDG 4. Based on this, GoN has developed and approved “Sustainable Development Goal 4: Nepal National Framework” with the aim of ensuring equal access for girls/women and boys/men to affordable and quality TVET in order to become active contributors to the society through the acquisition of life skills, innovative skills, and entrepreneurship.

The duration of the Programme is from 1<sup>st</sup> January 2018 to 31<sup>st</sup> December 2020 and the total budget is US\$ 852,000. The Programme is implemented by UNDP under the National Implementation Modality, with leadership of MoEST and in partnership with the Council for Technical Education and Vocational Training (CTEVT) as responsible party.

As the Programme comes to an end on 31 December 2020, UNDP is planning to commission a final evaluation to identify and document achievements, challenges, lessons learned and best practices. The findings of this evaluation will provide guidance for the way forward and future course of actions. Thus, the evaluation report is expected to include specific recommendations for future interventions. The details of the Programme are depicted in Table 1 below:

**Table 1 – Project Information**

PROGRAMME INFORMATION	
Project/outcome title	Support to Knowledge and Life-Long Learning Skills (SKILLS) Programme
Atlas ID	00085885
Corporate outcome and output	UNDAF/CPD Outcome: By 2022, impoverished, especially economically vulnerable, unemployed and under-employed and vulnerable people, have increased access to sustainable livelihoods, safe and decent employment and income opportunities.

	CPD Output 1.1: Policy, institutional and capacity development solutions lead to improved disaster and climate resilient livelihoods, productive employment and increased productivity in rural areas.	
Country	Nepal	
Region	Asia Pacific	
Date (Project document signed)	22 June 2018	
Project dates	Start	Planned end
	01-01-2018	31-12-2020
Project budget	US \$ 852,000.00	
Project expenditure at the time of evaluation	USD 432,000 as of May 2020	
Funding source	UNDP: USD 600,000 Government of Nepal: USD 252,000 Total: USD 852,000	
Implementing party	Ministry of Education, Science & Technology (MoEST)	

## 2. Objectives and Scope of Evaluation

### 2.1 Objectives

The overall objective of the final evaluation is to assess the relevance, effectiveness, efficiency, impact and sustainability of the GoN-UNDP SKILLS programme. The final evaluation will identify and document achievements, challenges, lessons learned and best practices. It will provide a way forward for future course of actions. Thus, the evaluation report is expected to include specific recommendations for future interventions. The specific objectives of the evaluation are as follows:

- (i) to assess the progress against the programme purpose, objectives, outputs and indicators;
- (ii) to assess the approaches and interventions adopted by the programme towards achieving the outputs in line with the Theory of Change and Government's policy relevant to TVET;
- (iii) to ascertain the relevance, coherence, effectiveness, efficiency and sustainability of the programme interventions, including synergies with other UNDP supported efforts;
- (iv) to identify the key achievements and results and their impact, and lessons learned in order to inform the future course of action; and
- (v) to recommend potential new areas of intervention and approaches in the current federal context of Nepal, and in light of the COVID-19 crisis and socio-economic response efforts.

### 2.2 Scope of Evaluation

The final evaluation should look into the relevance, effectiveness, efficiency and sustainability of the support provided by the programme. It should indicate if the achieved results are in the right



direction towards facilitating the implementation of TVET policy in line with the government's policy. Particularly, the evaluation should cover at least the following areas:

Table 2 - Areas of Scope and Descriptions of the Evaluation

Relevance of the Programme	Review the progress against its purpose, objectives, outputs and indicators along with programme documents such as: Theory of Change, Results and Resources Framework, M & E framework, ascertain whether assumptions and risks remain valid.
Effectiveness, coherence and Efficiency	Review programme's technical as well as operational approaches and deliverables, quality of results and their impacts (knowledge products developed and utilized and expertise available and transferred, partnership and engagement, coherence with UNDP's planned output/outcome), alignment with national priorities and responding to the needs of the stakeholders) and thereby also deduce conclusions on the relevance and sustainability of the programme.
Approach	Review the programme's approaches, in general and related to gender equality and social inclusion, with particular focus on women and marginalized groups.
Risk and Opportunity	Review and assess the risks and opportunities (in terms of resource mobilization, synergy and areas of interventions) for future programmes/projects in the same area of work.
Intervention	Review planning, management and the quality assurance mechanism for the delivery of the programme interventions.
Coordination and Cooperation	Review coordination and communication process and mechanisms with the stakeholders.
Sharing of Responsibilities	Review the management and governing structure of the programme and distribution of responsibilities within the given structure.
Contribution to Government's Vision or Plans	Assess the contributions of the programme to the Government's policy, plans and programmes.

### 3. Evaluation Criteria and Guiding Questions

The final evaluation will follow the four OECD-DAC evaluation criteria, e.g., Relevance, Effectiveness, Efficiency, and Sustainability including Gender Equality and Social Inclusion

(GESI). The evaluation questions and their rationale will be further refined by the evaluation consultant and agreed with UNDP. The set criteria with guiding questions are given in Table 3.

Table 3 - Criteria and Guiding Questions

Relevance	<ul style="list-style-type: none"> <li>(i) How relevant were the overall design and approaches of the programme?</li> <li>(ii) To what extent did the programme achieve its overall objectives? Are the objectives still valid?</li> <li>(iii) To what extent the programme was able to address the needs of the Government of Nepal in changed context?</li> <li>(iv) To what extent did the programme advance any key process for review and revision of national TVET policy?</li> <li>(v) To what extent is the TVET Fund relevant for the COVID-19 pandemic socio-economic response and recovery?</li> </ul>
Coherence	<ul style="list-style-type: none"> <li>(i) How well the intervention fit in changed context?</li> <li>(ii) To what extent the intervention is coherence with Government's policies and UNDP's planned output/outcome</li> <li>(iii) To what extent the intervention addressed the synergies and interlinkages with other interventions carried out by UNDP or Government of Nepal? (internal coherence)</li> <li>(iv) To what extent the intervention was consistence with other actor's interventions in the same context or adding value to avoid duplication of the efforts? (External coherence)</li> </ul>
Effectiveness	<ul style="list-style-type: none"> <li>(v) To what extent the programme activities were delivered effectively in terms of quality, quantity and timing?</li> <li>(vi) To what extent the planned outputs results were achieved? What factors have contributed to achieving or not achieving the intended results?</li> <li>(vii) To what extent the programme has achieved its planned objectives?</li> <li>(viii) Does the GoN/MoEST benefit from the programme's activities? If so, what and how? What are the issues and the future interventions strategies to be addressed?</li> <li>(ix) What were the lessons and how were feedback/learning incorporated in the subsequent process of planning and implementation?</li> <li>(x) To what extent the policy revision process adopted by SKILLS contributed in developing the new TVET policy?</li> <li>(xi) To what extent the programme interventions like SKILLS mapping were effective?</li> <li>(xii) To what extent the repurposing of the programme budget to respond to the impact of COVID-19 was effective?</li> </ul>

Efficiency	<ul style="list-style-type: none"> <li>(i) To what extent have resources (financial, human, institutional and technical) been allocated strategically and used efficiently to achieve the results in timely manner?</li> <li>(ii) To what extent did UNDP and MoEST coordination reduce transaction costs and increase the efficiency of SKILLS programme implementation?</li> <li>(iii) To what extent did the programme create actual synergies among agencies and involve concerted efforts to optimize results and avoid duplication?</li> <li>(iv) To what extent was the existing programme management structure appropriate and efficient in generating the expected results?</li> <li>(v) To what extent has the programme implementation strategy and its execution been efficient and cost-effective?</li> </ul>
Impact	<ul style="list-style-type: none"> <li>(i) To what extent the programme initiatives indicate that the changes (positive and negative, intended and unintended) will be achieved?</li> <li>(ii) To what extent the SKILLS programme has made real difference to the TVET policy initiative of the GoN?</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>(i) To what extent did the programme interventions contribute towards sustaining the results achieved by the programme?</li> <li>(ii) Did the programme identify gaps in the TVET policy and systems, and lesson learned?</li> <li>(iii) To what extent have lessons learned been documented by the programme on a continual basis to inform the programme for needful change?</li> <li>(iv) How relevant is the exit strategy of the programme including up-scaling of project results, securing further resources or continuation of activities in any other forms?</li> <li>(v) To what extent the programme has been able to enhance the integration of resource with the partner organizations?</li> </ul>
Gender Equality and Social Inclusion (GESI)	<ul style="list-style-type: none"> <li>(i) To what extent have gender equality and social inclusion (GESI) provisions been incorporated in the new TVET policy?</li> <li>(ii) To what extent the M&amp;E system and MIS developed by the programme is robust to generate gender disaggregated data and information on TVET?</li> <li>(iii) To what extent has the programme promoted positive changes of women, disabled and all types of marginalized group?</li> </ul>
Human rights	<ul style="list-style-type: none"> <li>(i) To what extent have Dalit, ethnic minorities, physically challenged, women and other disadvantaged and marginalized groups benefitted from the work of the programme and with what impact?</li> <li>(ii) To what extent the issues of human rights are reflected in the new TVET policy?</li> </ul>

#### 4. Methodology

The evaluation methods suggested here are indicative only. The national evaluation consultant should review the methodology and propose the final methods and data collection tools as part of the inception report. The evaluation should build upon the available programme documents, field visits, interviews and discussions, which would provide an opportunity for more in-depth analysis and understanding of SKILLS programme. The evaluation consultant is expected to frame the evaluation using the criteria of relevance, effectiveness, efficiency and sustainability. The methods and tools should adequately address the issues of gender equality and social inclusion.

The national consultant must provide evidence-based information that is credible, reliable and useful. The consultant is also expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, programme team, UNDP Country Office and other relevant key stakeholders. As mentioned above, the consultant will propose the most appropriate prevailing methodology to undertake the final evaluation of the programme. The evaluator will work closely with the UNDP CO team to undertake the evaluation adopting at least the following methods as given in Table 4.

Table 4 – Minimum Methods of Collecting Data

Review of related literature	The evaluation team is expected to carry out the following activities while reviewing the related literature: (i) Desk review of relevant literature (ii) Review of programme documents of the SKILLS programme to gain acquaintance with the programme and the situation of TVET systems in the country. (iii) Review of existing sources of information (e.g., TVET Policy, 2012; Comprehensive Education Policy, 2019; Meeting minutes; United Nations Development Assistance Framework (UNDAF), 2018-2022; UNDP Country Programme Document (CPD), 2018-2022; Study Reports; Knowledge Products, etc.).
Interviews	(i) A semi-structured interview questionnaire is suggested to conduct Individual interviews with relevant stakeholders. (ii) The team will also follow appropriate sampling techniques with due consideration of gender balance.
Field Visits	(i) The evaluation team will carry-out necessary field visits (including province level visit, if necessary).
Meetings/Discussions	(ii) Meetings and or discussions with MoEST, UNDP and SKILLS officials and other relevant stakeholders will also be suggested to complement the information received from other sources and for triangulation of information.

The process/steps mentioned above should ensure that the most appropriate and relevant data are gathered for the above-mentioned objectives. Based on the analysis and findings, the recommendations should be provided for future direction of the programme or similar efforts.

The consultant will have to submit the final full report in English. The structure and content of the report should meet the requirements of the UNDP Evaluation Guideline.

The final methodological approach, including interview questionnaire and schedule, field visits, evaluation matrix and data to be used in the review should be clearly outlined in the inception report and fully discussed and agreed with UNDP. The evaluator should select the respondents using an appropriate sampling technique. While selecting the respondents, the evaluator should ensure gender balance.

## 5. Expected Deliverables

By the end of the evaluation period, the consultant is subject to deliver the following deliverables, which are shown in Table 5.

Table 5 - Expected Deliverables and Descriptions

<b>S. N.</b>	<b>Deliverables</b>	<b>Descriptions</b>
1	Inception report	(i)This report is subject to detail out the evaluator's understanding of what is being evaluated, why it is being evaluated, and how (methodology) it will be adopted. The inception report should also include a proposed schedule of tasks, finalize the review methods, scope and data collection and analysis instruments.
2	Evaluation matrix	This matrix may include key criteria, indicators and questions to capture and assess them.
3	Evaluation briefing	After completion of data collection, the review team should provide preliminary debriefing and findings.
4	Draft report	This report may consist of major findings and recommendations for internal discussion.
5	Mid-term meeting minute	The preliminary findings should be presented to MoEST/SKILLS and UNDP officials.
6	Revised report	The comments and changes by the consultant in response to the draft report should be retained by the evaluator in form of audit trail to show they have addressed comments. consultant in audit trail.
7	Final draft report	The final draft report should be submitted within the given timeline with sufficient detail and quality.
8	Final meeting minute	The consultant should organize a final meeting involving MoEST, CTEVT, UNDP and other relevant stakeholders.

9	Final report	The consultant should submit the final report, incorporating all the comments and suggestions received on the draft.
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## 6. Team Composition and Required Competencies

The evaluation will be carried out by a national consultant. The person involved in any way in the design, management or implementation or advising any aspect of the intervention that is the subject of the evaluation will not be qualified. The evaluator will be selected by UNDP CO. The minimum requirements for the national consultant is given in Table 6.

Table 6 - National consultant and required competencies

Title	National consultant
Duration	21 Working Days
Qualifications	At least Master's Degrees in TVET, Public Policy, Public Management & Administration, Education, Social Sciences or any other relevant subjects.
Experiences	<ul style="list-style-type: none"> <li>(i) A minimum of 7 years of work experience of conducting research activities, including mid-term/final evaluations of Government or Development Partners funded programmes/projects.</li> <li>(ii) Extensive knowledge of, and experience in applying, qualitative research and evaluation methods.</li> <li>(iii) Experience of designing and leading reviews and evaluations.</li> <li>(iv) Strong background of research and policy knowledge in TVET sub-sector would be an added advantage.</li> </ul>
Skills and competencies	<ul style="list-style-type: none"> <li>(i) Data analysis skills.</li> <li>(ii) Process management skills such as facilitation/presentation skills.</li> <li>(iii) Excellent analytical skills and communication skills.</li> <li>(iv) Demonstrated excellent report writing skills in English language.</li> <li>(v) Excellent computer skills, including use of data analysis software.</li> </ul>
Major Roles and Responsibilities	<ul style="list-style-type: none"> <li>(ii) Collect and review the relevant documents</li> <li>(iii) Finalize the review methods, scope and data collection and analysis instruments</li> <li>(iv) Conduct interview with the selected target group, partners and stakeholders in close coordination with MoEST.</li> <li>(v) Conduct stakeholders and focus groups discussion to collect, organize and synthesize the information in Kathmandu (also in provinces as per need).</li> </ul>

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- (vi) Prepare an inception report and share with the concerned.
  - (vii) Analyze the data and prepare a draft report and shared with the concerned officials.
  - (viii) Follow the ethical consideration.
  - (ix) Finalize the draft report and share it with stakeholders.
  - (x) Incorporate the comments and feedback of the stakeholders in the draft report.
  - (xi) Finalize and submit the evaluation report.
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## 7. Ethical Consideration

The evaluation consultant should follow the principles outlined in the UNEG - Ethical Guidelines for Evaluation. Under the ethical consideration, special care will be taken to respect the confidentiality of the information provided and rights to responding or not responding during the evaluation. The information and data assembled in this evaluation process will only be used for the evaluation purpose and not for other any kind of uses without the express authorization of UNDP and partners.

The Consultant will be held to the highest ethical standards and is required to sign a Code of Conduct upon acceptance of the assignment.

## 8. Implementation Arrangements

The UNDP CO Nepal will take the main responsibility of managing this final evaluation. The CO will issue necessary contracts and ensure quality management response and follow-up actions. The details of the implementation arrangement are described in Table 7.

Table 7 - Implementation Arrangements

Who (Responsible)	What (Responsibilities)
UNDP CO Programme team includes DRR, Portfolio Manager (Inclusive Economic Growth), RBM Analyst, Programme Management Analyst,	<ul style="list-style-type: none"> <li>(i) Prepare and approve ToR and selection criteria.</li> <li>(ii) Hire the national consultant by reviewing proposals and complete the recruitment process.</li> <li>(iii) Ensure the independent implementation of the evaluation process.</li> <li>(iv) Supervise, guide and provide feedback and comments to the evaluation consultant.</li> <li>(v) Ensure quality of evaluation.</li> </ul>
Programme Team (SKILLS)	<ul style="list-style-type: none"> <li>(i) Identify and ensure participation of relevant stakeholders.</li> <li>(ii) Arranging field visits and consultation meetings.</li> <li>(iii) Participate in inception meeting, provide feedback and comments on draft inception report, and draft evaluation report.</li> </ul>

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	(iv) Provide logistic support and overall facilitation to the evaluation consultant to carry-out the evaluation.
	(v) Provide management responses to the evaluation.
Evaluation Consultant	(i) Review the relevant documents. (ii) Develop and submit a draft and final inception report (iii) Conduct evaluation. (iv) Maintain ethical considerations. (v) Develop and submit a draft evaluation report (vi) Organise meeting/consultation to discuss the draft report (vii) Incorporate inputs and feedback in draft report (viii) Submit final report with due consideration of quality and effectiveness (ix) Organise sharing of final evaluation report

The RBM Analyst/Evaluation Manager will assure smooth, quality and independent implementation of the evaluation with needful support from portfolio/programme team.

The consultant will be briefed by UNDP upon arrival on the objectives, purpose and output of the evaluation. An oral debriefing by the consultant on the proposed work plan and methodology will be done and approved prior to the commencement of the evaluation process.

The evaluation will remain fully independent.

The consultant directly reports to the Evaluation Manager and/or Portfolio Manager of Inclusive Economic Growth of UNDP during the implementation of the evaluation. The final report will be signed off by Deputy Resident Representative of UNDP CO.

## 9. Activities and Timeframe

The evaluation is subject to be conducted in 21 (Twenty-One) working days within the two months starting from the agreement date. Final report of this assignment is to be submitted not later than August 30, 2020. The proposed tasks/assignments are expected to be accomplished within the given timeframe as suggested in Table 8.

Table 8 - Timeframe and Tentative Schedule

Activity	Number of Days	Month
<b>Preparation &amp; Initial Desk Review</b>		<b>July</b>
Initial desk review of relevant documents and design evaluation process	2	X
Briefing meeting	1	X
Finalize and share the inception report	2	X



<b>Data Collection and Analysis</b>		<b>August</b>
Stakeholders meetings and interviews	5	X
Field visits	2	X
Analysis, preparation of draft report, presentation of draft findings	3	X
Stakeholders meeting to share the preliminary findings	1	X
<b>Finalize and share the evaluation report</b>		
Prepare the final draft report and share in the meeting	1	X
Finalize the report incorporating feedback	2	X
Final meeting with key stakeholders to present the findings	1	X
Submission of final report to UNDP	1	X
<b>Total</b>	<b>21 days</b>	

## 10. Use of Evaluation Findings

The evaluation findings and recommendations of the evaluation will be used by the MoEST and UNDP to learn lessons for future improvements, or to replicate good practices in future programmes/projects of similar types or for extension of the existing programme as per the need. Therefore, the evaluation report should provide critical findings and specific recommendations for future interventions.

## 11. Application Process and Selection Criteria

The application submission procedure and its selection criteria will be developed while designing the Individual Consultant Service selection process and criteria.

## 12. Annexes

The evaluation consultant should include the following lists of documents/information as annexes in the final report.

Table 9 - Suggested List of Annexes

List of relevant documents reviewed by the consultant including	(i) Programme document of the SKILLS project.
	(ii) TVET Policy 2012 and Comprehensive Education Policy, 2019.
	(iii) Reports of Policy Dialogue, High-Level TVET Task Force, Concept notes, Study reports and other knowledge products of SKILLS.

	(iv) Meeting minutes (Project Board, Policy Coordination Committees and Technical Committees and Review and Planning meetings).
	(v) Annual progress reports.
	(vi) Annual workplan and budgets.
	(vii) United Nations Development Assistance Framework (UNDAF), 2018-2022.
	(viii) UNDP Country Programme Document, (CPD).
	(ix) Norms and standards developed for evaluation in the UN System.
List of Key Agencies including	(i) Ministry of Education, Science & Technology (MoEST).
	(ii) Ministry of Social Development, Sudurpaschim Province.
	(iii) UNDP.
List of Key Stakeholders, including	(i) Development Partners.
	(ii) Members of TVET Policy and Technical Committee.
	(iii) Federal and Province-Level Government Officials.
Formats & Matrix	(i) Evaluation matrices.
	(ii) Evaluation Audit Trial Form
	(iii) UNEG Code of conduct signed by the consultant

Annex 6: UNEG Code of Conduct

(Each UNEG member to create its own forms for signature)

**Annex 2: United Nations Evaluation Group Code of Conduct  
for Evaluation in the UN System**

**Evaluation Consultants Agreement Form**

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

**Agreement to abide by the Code of Conduct for Evaluation in the UN  
System**

Name of Consultant: Thakur prasad Bhatta

Name of Consultancy Organisation (where relevant): \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of  
Conduct for Evaluation.

Signed at (place) on (date)

Kathmandu, 01-Sept.-2020

Signature: Mauy Bhatta

## Annex 7: Documents reviewed

ADB (2015). Innovative strategies in technical and vocational education and training for accelerated human resource development in South Asia: Nepal. Manila, Philippines: ADB.

Government of Nepal, Ministry of Education, Science and Technology (2019). Education policy, 2019. Retrieved: <https://www.moe.gov.np/article/1244/>

Ministry of Education (2017). Policy dialogue: A participatory review of Technical Vocational Education and Training Policy 2012. Unpublished Report.

Ministry of Education (2017). The final evaluation of support to knowledge and Lifelong learning skills (SKILLS) programme. Unpublished Report.

Ministry of Education / United Nation Development Program (2018). Programme document , SKILLS-II (2018-2020).

Ministry of Education / United Nation Development Program (2020). SKILLS Annual Progress Report, 2019.

Ministry of Education / United Nation Development Program (2020). SKILLS Annual Progress Report, 2018.

Ministry of Education, Science and Technology (2018). Technical and vocational education and skills development-TVESD: Policy, strategies and institutional structure. Unpublished Task Force Report.

National Planning Commission. (2019). 15<sup>th</sup> Five Year Plan (2019/20- 2023/24)

UNDP (2017). 2018-2022: Nepal Country programme. Retrieved: [file:///C:/Users/USER/Downloads/UNDP\\_NP-country-programme-document-2018-2022.pdf](file:///C:/Users/USER/Downloads/UNDP_NP-country-programme-document-2018-2022.pdf)

UNDP. 2018-2022 United Nations Development Assistance Framework for Nepal. Retrieved: <http://www.rs.undp.org/content/dam/nepal/docs/legalframework/UNDAF%202018-2022.pdf>

UNDP. 2018. Support to knowledge and Lifelong learning skills programme: Financial Audit Report, 2018.

UNDP. 2019. Support to knowledge and Lifelong learning skills programme: Financial Audit Report, 2019.