International Labour Organization

Evaluation Office

i-eval Discovery

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UK Skills for Prosperity Programme for Southeast Asia
Final Evaluation

29 November 2023

International Labour Organization

Contents

Abbreviations

ABDD	Area-Based Demand-Driven (The Philippines)
ALFI	Indonesian Logistics and Forwarder Association
ASEAN	Association of Southeast Asian Nations
ATAK	Customs Experts Association (Indonesia)
BANIG	Basey Association for Native Industry Growth (The Philippines)
BAPPENAS	Ministry of National Development Planning (Indonesia)
BARFA	Basey Alliance for Rural Farmers Association (The Philippines
CCA	Cebu Contractors' Association (The Philippines)
CIAST	Centre for Instructor and Advanced Skill Training (Malaysia)
CIDB	Construction Industry Development Board (Malaysia)
CTA	Chief Technical Advisor
D2	Diploma 2 (Indonesia)
D4	Diploma 4 (Undergraduate degree equivalent – Indonesia)
DFID	Department for International Development (UK)
DOLE	Department of Labour and Employment (The Philippines)
DSD	Department of Skills Development (Malaysia)
DTI	Department of Trade and Industry (The Philippines)
DWCP	Decent Work Country Programme
DWT	Decent Work Technical Support Team
EBMO	Employer and Business Membership Organization
ECOP	Employers Confederation of The Philippines
EMI	English as a Medium of Instruction
FAO	Food and Agriculture Organization of the United Nations
FCDO	Foreign, Commonwealth and Development Office (UK)
FCO	Foreign and Commonwealth Office (UK)
FMMI	Federation of Malaysian Manufacturers Institute (Malaysia)
GEDSI (GESI)	Gender Equality, Disability and Social Inclusion (Gender Equality & Social Inclusion)
IAB	Industry Advisory Board
ILO	International Labour Organization
IR4.0	Industrial Revolution 4
ITCILO	International Training Centre of the ILO (Turin)
JICA	Japan International Cooperation Agency
KISMEC	Kedah Industrial Skills and Management Development Centre (Malaysia)
LED	Local Economic Development
LMI	Labour Market Information
MBAM	Master Builders Association of Malaysia
MEF	Malaysian Employers Federation
MoA	Memorandum of Agreement
MoECRT	Ministry of Education, Culture, Research and Technology (Indonesia)
MoHE	Ministry of Higher Education (Malaysia)
MoHR	Ministry of Human Resources (Malaysia)
MSME	Micro, Small and Medium Enterprises
MSP	Multi-Stakeholder Partnership (The Philippines)
MyCOL	Malaysian Critical Occupations List
MyNSR	Malaysian National Skills Registry

NGO	Non-government organization
ODA	Official Development Assistance (UK)
P&B	Programme and Budget
PhilFIDA	Philippines Fibre Industry Development Authority
PIN	Project Inclusion Network (The Philippines)
PPNS	Shipbuilding Institute of Polytechnic Surabaya (Indonesia)
ROAP	Regional Office for Asia and The Pacific (ILO)
RPL	Recognition of Prior Learning
SDG	Sustainable Development Goal
SfP	Skills for Prosperity
SfP-SEA	Skills for Prosperity – South East Asia
SIGAB	Indonesian Centre for Inclusion and Disability Advocacy Movement
SMK	Vocational High School (Indonesia)
SOPs	Standard Operating Procedures
SSC	Sectoral Skills Council
SSTC	Sabah Skills and Technology Centre (Malaysia)
STED	Skills for Trade and Economic Diversification (ILO)
STEM	Science, Technology, Engineering, and Mathematics
UM	Universiti Malaya
TESDA	Technical Education and Skills Development Authority (The Philippines)
ToC	Theory of Change
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIDO	United Nations Industrial Development Organization
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development

Boxes

Executive Summary

Project Background

1. The **Skills for Prosperity – South East Asia (SfP-SEA)** programme was funded by the UK Foreign, Commonwealth and Development Office (FCDO) and implemented by the International Labour Organization (ILO) in three middle-income countries - Indonesia, The Philippines and Malaysia. Implementation began in September 2020 and ended on 30 June 2023 in Indonesia and on 30 September 2023 in The Philippines and Malaysia. Overall, the programme was the responsibility of the ILO's Regional Office for Asia and The Pacific. Programme teams were established in each country led by a Chief Technical Advisor (CTA).

2. SfP-SEA aimed to address weaknesses in each country's Technical and Vocation Education and Training (TVET) system. Interventions aligned with four "pillars" - **equity** (including social inclusion and access by women and vulnerable populations); **quality** (e.g., competency standards, curricula, capacity of teachers, lifelong learning, and labour market information); **relevance** (including industry engagement to ensure training meets current and future skill needs); and **cost effectiveness** (including sustainable national TVET financing arrangements). The programme focused on improvements both at the "downstream" level (i.e., for TVET institutions and TVET system users) and at the "upstream" level (e.g., on policy reform and labour market relevance).

3. During its implementation, the programme faced some significant challenges including the COVID-19 pandemic in 2020 and structural and policy changes brought about by the UK Official Development Assistance (ODA) Review in 2021. These changes had an impact on programme duration, planning, implementation, total budgets, and the timing of payments.

About the Evaluation

4. The **purpose** of this final evaluation is to assess the performance of the SfP-SEA in delivering outcomes in line with the programme's overall objectives and the ILO's work programme and priorities. It seeks to ensure accountability to stakeholders and to contribute to organizational learning.

5. The evaluation **scope** covers all three countries from the programme development phase to completion. It addresses gender equality and non-discrimination as a cross-cutting concern and considers how well the programme advanced tripartism, social dialogue and international labour standards. The main clients of the evaluation are the ILO, the programme teams, the donor, and national and local partners/constituents.

6. The evaluation followed a mixed method, "Outcomes Harvesting" **approach**, examining programme outcomes broadly, collecting and presenting evidence of what has changed and assessesing how programme interventions contributed to these changes. In doing this, it focuses on the programme's four "pillars", rather than on lower-level outputs.

7. Data collection **methods** included:

   - A review of documents/reports related to the programme's context, design, ongoing development and modification, technical and financial progress, monitoring and evaluation systems, and programme outputs.
   - Field visits to each SfP-SEA country and key implementation sites, including remote and indigenous communities.
   - Personal, group and remote interviews with 246 programme stakeholders/beneficiaries including 138 women (56%).
   - Case studies.

8. The evaluation was conducted in line with United Nations Evaluation Group **(UNEG) standards** and **ILO evaluation policies** and applied the **OECD/DAC Evaluation Quality Criteria**.

Summary of Findings

Relevance

9. The COVID-19 pandemic, changes to the programme's budget and delivery timeline, the threat of early termination, and uncertainty about how best to support the evolving needs of each country all complicated the programme's efforts to maximise relevance. Implementation plans were often revised, and activities were cut, modified, and sometimes rushed. Despite these challenges, the programme maintained its relevance and was also able to respond to new opportunities to advance TVET system development.

10. The needs of women, people with disability, indigenous people, people living in rural and remote areas, and other vulnerable groups were central to programme design. In meeting these needs, the programme included measures that supported institutional awareness and capacity building, demonstrated through pilots how access for these groups can be improved, and offered direct support to enhance equity in national TVET policies.

Coherence

11. SfP-SEA followed the priorities set out the ILO's development cooperation frameworks and was able to find synergies with other current ILO projects. Some coherence with the work of other international development agencies was found but this was not a major feature of the programme's implementation.

12. To advance the programme's goals, SfP-SEA helped to forge partnerships with and between various global, regional and country-level TVET institutions and other stakeholders. In Malaysia, where the ILO's skills work was new, it established relationships with key institutions and brought these together to improve TVET system collaboration and understanding.

Effectiveness

13. In line with each country's objectives under the **Equity Pillar**, SfP-SEA contributed to the goal of making TVET more equitable and inclusive. It achieved results and demonstrated good practice by building the capacity of TVET institutions, conducting regional and sectoral pilots, and guiding the development and implementation of national policy and programmes. Key results included:

    Indonesia

    ▪ Establishment of taskforces and the development and implementation of Standard Operating Procedures (SOPs) in participating polytechnics to prevent sexual harassment and violence, the first higher education institutions in Indonesia to do so. This created a model which is now being promoted to support institutional compliance with new Regulations.

    ▪ Support for economic development in four disadvantaged coastal villages in North Sulawesi. Support for women in these communities was prioritised.

    The Philippines

    ▪ Capacity building and piloting of new models of TVET delivery and local collaboration for disadvantaged groups and communities which had "fallen through the gaps" of the system in the past such as isolated and indigenous communities.

    Malaysia

    ▪ Demonstration of new approaches to inclusion through pilots in two disadvantaged states, integrating GESI into sectoral skills strategies and action plans, illustrating career pathways for women and marginalised groups in these sectors via career progression maps, and promoting equity and access in TVET delivery through a "challenge call".

14. Under the **Quality Pillar**, SfP improved the capacity of government, industry and training institutions to upgrade the design and delivery of training to meet international standards and current and

future skill needs and established or improved systems for skills recognition and lifelong learning. Key results included:

Indonesia

- Polytechnics developed new training programmes; competency standards and assessment schemes; learnt from UK partner institutions; developed new teaching and learning materials; introduced new teaching methods that used advanced technology; progressed towards international certification and registration; and upgraded the skills of teachers and polytechnic leaders.

The Philippines

- Capacity development of industry and TESDA on training package design; improvements in the methodologies for developing competencies and occupational standards; and enhancing the development of competency standards in the sub-national pilot.

Malaysia

- Integration of STEM in TVET curricula to enhance the future readiness of TVET provision; creating a new micro-credential for the food manufacturing sector; developing a "roadmap" for digital talent development; and supporting the development of a National Skills Registry to enhance the quality and consistency of TVET planning and delivery.

15. Under the **Relevance Pillar**, SfP-SEA strengthened the mechanisms used by TVET systems to align training with the current and future needs of industry and local labour markets. Key results included:

Indonesia

- Strengthening the role and capacity of polytechnics' Industry Advisory Boards and supporting the development at a national level of Sectoral Skills Councils.

The Philippines

- Introducing new approaches for collecting and using labour market information to ensure TVET planning is relevant to local needs.
- A national review of lifelong learning practices and supporting the shift towards learner-centred TVET delivery approaches.

Malaysia

- Bringing stakeholders together to develop sectoral skills strategies, piloting new industry led training/apprenticeship models, and laying the groundwork for improvements to TVET governance structures at the systems level.

Regional

- Running regional knowledge-sharing events on the role of Sector Skills Councils, skills anticipation methods, and the challenges faced by ASEAN countries in enhancing the relevance of their skills and TVET systems.

16. Even though the programme's activities under the **Cost Effectiveness Pillar** were reduced, some outcomes were achieved in demonstrating approaches to improving national TVET financing arrangements. At a regional level, the program commissioned a review - *"Financing mechanisms for promoting social inclusion in skills and lifelong learning systems: Global overview of current practices and policy options."* As an offshoot of this work, a technical note and exploratory workshop was delivered for Indonesia to support its work on a Skills Development Fund. In The Philippines, the project commissioned the Employers Confederation to conduct a review of international practice in TVET financing and options for implementation.

Efficiency

17. The programme squeezed a lot into its reduced timeframe but, in some cases, there was not enough time left to guarantee the effectiveness, impact and sustainability of activities and results.

18. Although programme resources were reduced, SfP-SEA found ways to adapt. Most outputs were delivered, but on a smaller scale. At the TVET systems level, there was good progress towards achieving the intended outcomes.

19. Key working relationships were sometimes challenging and awkward, affecting the efficiency of programme administration and decision making. Communication was sometimes poor leading to misunderstanding and tensions, especially in the early stages of the programme.

Impact and sustainability

20. Considering the relatively short duration of the programme, the impact and sustainability of its results were good at the TVET systems level. Ultimately, these systemic improvements would be expected to have impacts for the systems' users – including trainees (i.e., on their access to the system, their skill levels, lifelong learning opportunities, employability, and incomes), employers (i.e., on their capacity to employ a skilled, adaptable and productive workforce), and on the economy (i.e., on its competitiveness, diversification and growth potential, productivity, and employment rate). Other than some encouraging early signs from the pilots (e.g., growth in income from the local economic development pilots in Indonesia) this type of impact data is not yet available.

Conclusions

21. SfP-SEA was an important initiative for the donor, the ILO and for the participating countries. Its original scope, funding and duration offered a golden opportunity to address systemic weaknesses in TVET design and delivery which would ultimately benefit individuals, businesses, and national economic performance. Expectations of the programme were high.

22. However, the programme faced huge, unexpected challenges from the start. The unprecedented disruption caused by the COVID-19 pandemic, subsequent big cuts to the budget and timeframe for implementation, cashflow management challenges, and hesitancy to plan beyond the short term when early termination seemed likely, ultimately left the programme with little time to achieve the intended reforms. Many activities were squeezed into the last twelve months of the programme, leaving little or no time to document and share their results and to use them to influence reform.

23. All stakeholders faced intense pressure to get results and relationships sometimes became tense. There were obstacles to effective communication between the parties, and misunderstanding grew. With time running out in the middle of 2022, there were grave concerns that the programme overall would end having achieved very little.

24. But somehow this fate was avoided. Plans were scaled down and modified. Some activities were dropped, but new opportunities to add value were seized and activities hastily designed and implemented. Indonesia realised most of its original project vision and squeezed in even more, achieving some important policy level breakthroughs in the process. The Philippines reoriented itself to meet the needs of a TVET system that was becoming more decentralised and, though its pilots were implemented agonisingly close to the wire, they did their job. Malaysia also produced a whirlwind of programme activity in the final eighteen months, adding value and fostering collaboration to the point where the ILO, which was little known by the TVET stakeholders in that country prior to the programme, is now held in high esteem as a catalyst for collaboration and there is enthusiasm about continuing the relationship in the future.

Lessons and Good Practices

Lessons

25. Despite the programme's rigorous quarterly reporting schedule, frequent ad hoc requests for information, ongoing engagement of SfP CTAs with FCDO Programme Managers, and regular interaction between the donor and the programme's regional management in Bangkok, there were clear **breakdowns in communication**. Country reports sometimes did not tell a coherent performance story or failed to share successes or were written in a style that was difficult for outsiders to understand. The fact that some direct communication channels were closed or restricted did not help. Relationships and mutual understanding greatly improved when there was more direct communication.

26. The ILO was ill-prepared for the frequency of reporting and the detailed data collection this entailed. This involved implementation partners collecting and reporting data to the ILO, a task that they were also not used to. Complex programmes like SfP might benefit in future from **additional dedicated resources for the monitoring function** to both collect the data and to develop the capacity of implementation partners to contribute to this.

27. There were clear **internal communication problems** in The Philippines and a **breakdown in key relationships**. This added stress to an already highly stressful situation for staff, affecting workplace harmony as well as programme efficiency and effectiveness. The evaluation makes no judgement about the causes of this breakdown and assigns no blame. What is clear, however, is that these problems were well known by both the ILO and the donor. The latter took up this matter with the ILO and indicated that it had received a commitment that action would be taken. Despite this, the problem **went unresolved** for the duration of the programme.

28. TVET in the participating countries often involves multiple agencies working at different levels of the system. **Extending communication networks** to ensure all such stakeholders are engaged can open new opportunities and share good practices with a wider audience to multiply project impacts. Country level WhatsApp groups and online communities of practice could complement broader programme wide communication approaches that use conventional media.

29. The project could have done more to encourage the direct **involvement of workers' representatives** in some project activities. For example, in the work addressing sexual harassment and violence at the polytechnics in Indonesia, guest lecturers could have added value by sharing their experience and knowledge of these issues (including workplace issues and preventative practices) with students. ILO constituents' perspective on provisions included in the ILO's normative framework that relate to the maritime sector (e.g., the workplace rights of seafarers) could also have been included.

30. The **differing accounting methods** of the ILO (UN) and the donor proved to be a headache and took time to resolve. Such matters need to be addressed at an earlier stage in the negotiations and not be left for the programme implementation team to resolve.

31. The programme believed that the original £20 million budget for the programme was set in stone and entered negotiations with downstream implementation partners assuming this to be the case. It was not – the wording of the agreement was always "up to" this amount. While the circumstances surrounding the budget cut were highly unusual, the ILO has learnt an important lessons from SfP about **financial and reputational risk**.

32. The change of administrative arrangements for international development in the UK that occurred early in the programme – i.e., the merger of DFID and FCO to create FCDO – led to a change in policy focus and a specific way of looking at value for money (e.g., numbers in training) that was at odds with the ILO's mandate as a technical agency that focuses on constituent capacity building and systemic reform. Unless the ILO wants to change its focus and do more to directly support individual beneficiaries, it should think twice in future about implementing projects that prioritise this direct support.

Good practices

33. Influencing policy requires much behind-the-scenes work to capture the attention of key individuals in Ministries. The programme employed **national staff with good knowledge and networks** who could reach these people, and open doors for the CTAs.

34. The **flexibility to shape programme activities** to directly support emerging TVET system priorities was a strength of SfP. Faced with new policy challenges, stakeholders welcomed the international perspective and the high-level policy expertise the programme could offer.

Recommendations

Recommendation 1:	Conduct a follow-up survey in 18 months or two years' time to measure the downstream impacts of SfP programme activities and outcomes.
Responsibility:	ILO ROAP (Evaluation Specialist) and Country Offices
Time implications:	In 2025 (and some planning in the short term)
Resource implications:	Low/Medium
Recommendation 2:	Explore ways of building on the programme's work in institutional capacity building and TVET policy reform in each of the three participating countries.
Responsibility:	ILO ROAP (Decent Work Team – Skills Specialist) and Country Offices
Time implications:	Immediate
Resource implications:	Medium
Recommendation 3:	Revisit and seek to contribute to TVET system reforms which were not fully addressed by SfP, particularly Quality Apprenticeships. The ILO should also leverage the work done through SfP in Malaysia on micro-credentials which is a model that could be encouraged more widely in the region and has appeal for workers seeking to recognise/upgrade their skills and employers seeking a time-efficient way to improve the skills and productivity of their workers.
Responsibility:	ILO ROAP (Decent Work Team – Skills Specialist) and Country Offices
Time implications:	Short to medium term
Resource implications:	Medium/High
Recommendation 4:	Ensure guidelines and management mechanisms are in place within the ILO that trigger action to resolve internal breakdowns of communication or relationships – especially where these are adversely affecting workplace harmony and programme efficiency/effectiveness.
Responsibility:	ILO Regional Office for Asia and the Pacific (HRD) and ILO HQ (HRD)
Time implications:	Immediate
Resource implications:	Low

Recommendation 5:	Consider how the elements of SfP-SEA that generated positive results in gender equality, the empowerment of women, and the inclusion of other vulnerable groups might be incorporated into future programme design in the region and globally.
Responsibility:	ILO ROAP (DWT) and ILO HQ (SKILLS and PARDEV)
Time implications:	Immediate
Resource implications:	Low

Introduction

Project Background

35. The Skills for Prosperity – South-East Asia (SfP-SEA) programme was funded by the UK Foreign, Commonwealth and Development Office (FCDO) and implemented by the International Labour Organization (ILO) in three middle-income countries - **Indonesia**, **The Philippines** and **Malaysia**. Following a prolonged inception period (October 2019 to August 2020) in which initial project documents were re-scoped and a performance framework was developed, the implementation phase began in September 2020. The programme ended on 30 June 2023 in Indonesia and on 30 September 2023 in The Philippines and Malaysia.

36. SfP-SEA sought to address the problem of limitations on the supply of quality human capital in the three countries. Although these middle-income countries have TVET systems that are relatively advanced compared with many developing countries, they are not fully meeting the needs of employers in developing a skilled workforce that can adapt to increasing global competition and technological change. This is also constraining further improvements in national prosperity. Weaknesses in these TVET systems include:

  - Inadequate **governance and financing arrangements** that limit the capacity of TVET systems to meet current and increasing demand.
  - Inability of TVET systems to meet the skills training needs of industry, especially in **key growth areas**.
  - **Low training quality** which fails to align with national and international standards to which limits productivity and global competitiveness.
  - **Inequitable and inefficient access** to skills training by some groups (e.g., geographically isolated, indigenous people, women, people with disabilities, ethnic/religious minorities).

37. Each of the three SfP-SEA countries face specific challenges in addressing these weaknesses in their TVET systems:

  - In **Malaysia**, industry leadership needs to be enhanced in the development of skills frameworks, strategies, standards, training programmes, and curricula as the TVET system is still led by government agencies working in a somewhat fragmented structure. Some key skills priorities that are critical to national development plans, including digital skills needed for the adoption of fourth industrial revolution (4IR) technologies, need to be better integrated into the TVET system. Deficiencies in gender equality and social inclusion also need to be addressed in the system. Malaysia ranked 62 out of 157 countries in the 2017 UNDP Gender Inequality Index and women's employment and education levels are noticeably lower than those of men. Access to education and training from the lowest earning social group (the "Bottom 40%" or B40 group) has been identified as a weakness.
  - In **Indonesia**, the threats imposed by increasing global competition in key economic sectors, such as the maritime sector, have exposed weaknesses in the TVET system, including weak governance structures, inadequate linkages between industry and TVET institutions, and an inability to meet industry demand for higher level skills and qualifications that align with international standards. In terms of equity, the system and TVET institutions create obstacles for the equitable participation of women and marginalised groups and there is marked gender segmentation at an occupational level in some sectors. Local economic development opportunities, such as tourism development in coastal communities, are also constrained by a lack of access to appropriate TVET provision and business training.
  - In **The Philippines**, reforms initiated by the government to make TVET more responsive to local and regional labour market needs has exposed a lack of capacity within regional TVET

institutions to analyse labour market information, identify training needs, develop new standards, programmes and curricula and to work with other community-based stakeholders to coordinate delivery and support services. Support is also needed in developing strategies and programmes that can meet the specific needs of key economic sectors in these regions as well as the unique needs of remote and indigenous communities, many of which have had no access to TVET in the past. Other groups facing the challenge of economic inclusion and for whom access to TVET remains a challenge include people with disabilities and people who have been displaced people due to disaster or conflict.

38. SfP-SEA aimed to address these weaknesses. Its development objective was to increase national capacity to achieve sustained and inclusive growth through the enhancement of skills development and Technical and Vocational Education and Training (TVET) systems. Interventions were to align with four result areas or "pillars" – **equity** (including social inclusion and access by women and vulnerable populations to skills development and jobs); **quality** (in terms of competency standards, curricula, capacity of teachers, lifelong learning, and labour market information); **relevance** (including industry engagement to ensure training meets current and future skill needs); and **cost effectiveness** (including sustainable national TVET financing arrangements).

39. Programme interventions were intended to generate results across these result areas both at a "**downstream**" level, where direct outcomes would flow to local institutions and beneficiaries through improvements to training delivery, certification, job access, and poverty reduction, and at an "**upstream**" policy, sectoral and systemic level, where innovations and lessons from the programme would inform and advance the broader TVET reform agenda in each participating country. Capturing the full extent of these upstream outcomes is of particular importance to the ILO given its continuing work in skills development in the three countries and in the region.

40. An overall Theory of Change was developed for the programme and included in the original Project Document. While this no longer reflects the programme as it was subsequently amended, for the purpose of the evaluation it provides an overview of the intended chain of results. It is included in **Annex D**.

41. The target groups of these interventions are set out in Box 1 below:

Box 1: Target Groups

Malaysia	Indonesia	The Philippines
Ultimate beneficiaries: Women, targeted indigenous groups in Sabah, members of the bottom 40% income group in Malaysia (B40) particularly in rural areas of Sabah and Kedah (including indigenous groups).	**Ultimate beneficiaries**: Young men and women aged between 16-25 years, including unemployed or vulnerably employed, coastal communities of North Sulawesi (Manado)	**Ultimate beneficiaries:** Young women and men, youth NEET, women in the informal economy, persons with disabilities, and indigenous peoples
Direct beneficiaries: Government agencies, Employers' and Workers' organizations, TVET and other academic institutions	**Direct beneficiaries:** Government institutions, Employers' and Workers' organizations, Politeknik Batam, Politeknik Negeri Manado, PPNS, Polimarin and other TVET institutions (including SMKs)	**Direct beneficiaries:** Government institutions, Employers' and Workers' organizations, Local Government Units (LGUs), civil society groups, TVET and other academic institutions TVET learners and TVET trainers

42. In terms of the **management arrangements** for the programme, the programme overall was the responsibility of the ILO's Regional Office for Asia and the Pacific (ROAP) and the Decent Work

Technical Support Team for East and Southeast Asia and the Pacific (DWT-Bangkok). Technical backstopping was provided by the ROAP/DWT-Bangkok's Skills and Employability Specialist in collaboration with relevant specialists working on Gender, Industrial Relations, Employers' and Workers' Activities. A programme team was established in each country, led by a Chief Technical Advisor (CTA). The CTA for The Philippines was based in Geneva. A small regional SfP team based in ROAP supported implementation overall and was responsible for liaison and negotiation with the donor.

43. During its implementation, the programme faced some significant challenges including the COVID-19 pandemic in 2020 and structural and policy changes brought about by the UK Official Development Assistance (ODA) Review in 2021. These changes had an impact on programme duration, planning, implementation, total budgets, and the timing of payments. At times, it was uncertain if the programme would be prematurely terminated.

Evaluation background

Purpose

44. The purpose of this final evaluation is to assess the performance of the SfP-SEA in delivering outcomes in line with the programme's overall objectives, the ILO's Programme and Budget (P&B) and Decent Work Country Programmes in the participating countries. It was intended to ensure accountability to the beneficiaries, donor, and key stakeholders, to identify lessons that will inform future development cooperation initiatives, and to contribute to organizational learning that will help ILO constituents and staff advance decent work and social justice.

Scope

45. The geographic scope of the evaluation included all programme-related work in Malaysia, Indonesia and The Philippines, as well as broader regional initiatives supporting TVET systems development in South-East Asian countries. The timeframe covered includes both the early development phase prior to final programme approval (October-2019 to August 2020) as well as the implementation phase (August 2020 to June 2023 for Indonesia and to September 2023 for Malaysia and The Philippines).

46. In line with ILO Evaluation policy, the evaluation addresses gender equality and non-discrimination as a cross-cutting concern and considers how well the programme advanced tripartism, social dialogue and international labour standards. It also considers the relevance of the programme to the ILO's programming framework in the three countries and assesses its contribution to SDGs and UN country frameworks.

Clients

47. The main clients of the evaluation are the ILO (at Regional, Country and Head Office level), the programme teams, the donor, and national and local partners and ILO constituents.

Dates, events and operation sequence of the evaluation

48. Key dates and activities of the evaluation were as follows:

   ▪ Project commencement (contract signed) – 16 June 2023
   ▪ Country visit and interviews (Indonesia) – 18 June 2023 to 6 July 2023
   ▪ Country visit and interviews (The Philippines) – 23 July 2023 to 1 August 2023
   ▪ Country visit and interviews (Malaysia) – 2-15 August 2023
   ▪ Submission of preliminary draft report to ILO Evaluation Manager – 6 October 2023
   ▪ Feedback received on preliminary draft – 7 November 2023
   ▪ Submission of completed draft report – 13 November 2023

49. The Terms of Reference (ToR) for the evaluation are included at **Annex A**.

Methodology

Approach

50. The evaluation followed a mixed methods, "Outcomes Harvesting" approach, and sought to identify programme outcomes more broadly. It collects and present evidence of what has changed and assesses how programme interventions contributed to these changes, focusing on the programme's four result "pillars", rather than on lower-level outputs.

51. Gender equality and social inclusion were key objectives of the programme, and the evaluation's approach was to assess all outcomes through this lens to determine the differential impacts of the programme on men and women. In line with the outcomes harvesting approach, the evaluation explored what has changed for women as a result of the programme, using primarily qualitative methods such as documenting stories and anecdotes from the women interviewed, engaging in open discussions not bound by narrow evaluation checklists, observing any evident shifts in institutional or community power relationships, and reviewing any policy, programme and institutional innovations relating to gender that can be attributed to the programme.

52. The evaluation was led by an international consultant, Mr Tony Powers, supported by National Consultants/Interpreters – Ms Maria Epik (Indonesia), Mr Salic (Exan) Sharief, Jr. (The Philippines) and Ms Nurul Izzati (Malaysia). National staff provided important contextual and cultural support to the evaluation and addressed language barriers.

Data collection methods

53. A **document review** included documents/reports related to the programme's context, design, ongoing development and modification, technical and financial progress, monitoring and evaluation systems, and programme outputs. These included documents related to programme context and rationale (e.g., situation analyses and research, DWCPs, country development plans and strategies, relevant country TVET regulations, sectoral reports, donor-related plans); programme design (e.g., the original Project Document, funding agreements and amendments); monitoring and evaluation instruments and tools; correspondence and instructions from the donor; programme reports (e.g., quarterly and annual reports, financial reports); and research reports, knowledge products, guidelines and tools developed though the project.

54. **Field visits** were made to each SfP-SEA country – Indonesia (June 18 to July 5), The Philippines (July 23 to August 2), and Malaysia (August 3 to August 15) - and included travel to all project locations where the evaluation team met with key TVET institutions, communities and other stakeholders (including ILO constituents) where programme activities had been conducted. Site visits to participating TVET institutions included site inspections, demonstrations of facilities and teaching and learning approaches or technologies adopted that have been introduced through the programme and interviews with teachers and students. Site visits to communities included some remote and indigenous communities (e.g., in The Philippines) where whole-of-community consultations took place. The perspectives of women, indigenous people and other marginalized groups (e.g., people with disabilities, ex-combatants in The Philippines) were always sought.

55. Most **interviews** were conducted face-to-face, supplemented with some via Teams and Zoom. In total 245 people were interviewed including 137 women (56%) - see **Annex B**. People interviewed included:

- Representatives of relevant Ministries and TVET agencies
- Leaders, teachers and students at participating TVET institutions
- Community leaders/representatives/service providers (including their perspective on the programmes activities and effects on the inclusion of gender, disability and marginalized groups)

- Representatives of the programme's target sectors and sub-sectors in the three countries, including participating employers, sectoral representatives (including employer associations and sectoral workers' representatives), and ILO constituents at the peak representation level
- ILO staff including senior management in Country Offices and programme staff
- UK educational institutions supporting the programme (via Zoom)
- Representatives of the donor (i.e., local British Embassy officials involved in the programme, FCDO, The Hub)
- ILO regional office staff based in Bangkok including SfP's Regional Technical and Programme Coordinator and Monitoring and Evaluation Officer, and the Regional Skills and Employability Specialist

56. Data analysis explicitly and transparently triangulates the voices of different social groups affected by the issues – for example, qualitative information collected through interviews and site visits was grouped by stakeholder type and analysed in a way to ensure that the diverse perspectives of these groups were understood and made clear in the evaluation report's findings.

57. The evaluation considered the activities and results of the programme across the three countries as a whole, illustrating and comparing the range of issues faced and the progress made using country-level examples. Drawing on the field visits, interviews and document review, **case studies** were developed to provide a deeper analysis of some country-specific activities.

58. The evaluation's data management processes were continuously reviewed against checklists to ensure that:

- Only data that were necessary for the evaluation and created were collected.
- All forms of personal data were protected and privacy protected.
- Data governance arrangements were in place to clarify data roles, responsibilities, standards and protocols and to ensure accountability for data assets, insights and actions.
- Management of data and analytical products was transparent by ensuring that evaluation outputs were comprehensible and traceable.
- Data collection, storage and use were safe and secure, with processes in place to manage any data leakage or breaches of confidentiality.
- Data usage was responsible and impartial, respecting, protecting and promoting human rights and, as appropriate, international standards. This includes eliminating bias and not discriminating based on gender, race, religion or any other factor.
- Other aspects of data management were observed, as applicable, with reference to the Personal Data Protection and Privacy Principles adopted by the United Nations High-Level Committee on Management.

Evaluation norms, standards and ethical safeguards

59. In line with the United Nations Evaluation Group (UNEG) standards[1], the evaluation applies the key criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact as per the OECD/DAC Evaluation Quality Criteria for international development assistance. Specifically, the evaluation assesses how well the SfP-SEA maintained relevance as it responded to changing country needs (including the effects of COVID-19) and programme adjustments. It considers the effectiveness of programme activities implemented under the "four pillars", including unexpected positive or negative results, and the efficiency of their delivery in terms of available time, funding,

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[1] https://www.unevaluation.org/document/download/3625

and personnel. It assesses the impact the programme has had (or is positioned to have) and the sustainability of these impacts.

60. In line with ILO evaluation policy, the evaluation addresses gender equality and non-discrimination as a cross-cutting concern, considers if and how tripartism, social dialogue and international labour standards have been advanced, and coherence with ILO, UN and national plans.

61. The evaluation adhered to confidentiality and other ethical considerations throughout, following the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms and Standards in the UN System – all stakeholder groups were treated with integrity and respect and their confidentiality preserved in regards to sensitive information and feedback elicited during the individual and group interviews (e.g., quotes in the report have been anonymized). To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, programme staff were in most cases not present during interviews.

62. Key stakeholders will have the opportunity to review this draft report and to participate in a stakeholders' workshop.

Criteria and Questions

63. Evaluation questions, grouped under the OECD/DAC are set out below. A table setting out data sources used by the evaluation in answering these questions is included in **Annex C**.

64. Relevance

- How well did the programme maintain its relevance as it responded to COVID-19 and the changes to programme design, budget and delivery timeline?
- To what extent has the programme identified and integrated into its actions the operational and strategic needs and priorities for men, women, and vulnerable groups?
- How well has the programme aligned with met the needs of national skills and TVET systems development priorities?

65. Coherence

- How well did the programme fit and work with other relevant ILO interventions and create synergies with other partners that advanced the programme's goals?
- To what extent has the programme established partnerships with relevant organizations/institutions at the global, regional and country level and how have these added value to the programme?
- What has been the added value of the ILO work in the partnerships established?

66. Effectiveness

- To what extent have the programme objectives been achieved? What are the results noted, particularly in terms of notable successes or innovations? Do results (effects of activities and outputs) affect women and men differently?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- How effective the partnerships with government, employers' organizations and other relevant organizations/institutions have been for development of skills and TVET system related national and sectoral policies, strategies and programmes?
- How have the project's outputs and outcomes contributed to gender equality, social inclusion and the power relations between women and men, and on women's empowerment in the targeted countries?
- Have any unexpected positive and negative results taken place?

67. **Efficiency**

   ▪ How efficiently have the programme resources (time, staffing, expertise, funds, etc.) been used to produce outputs and results and were these sufficient to deliver planned outputs and outcomes?

   ▪ How well did the programme team, the donor representatives, and the national partners work together in the design and implementation of the programme?

   ▪ How were the programme's resources used to address the needs of women compared to those of men and what were the comparative results?

68. **Impact and sustainability**

   ▪ To what extent are the programme and its results likely to have long term effects including on gender equality?

   ▪ To what extent have results contributed to advance national sustainable development objectives and Decent Work Country Programmes of the ILO?

   ▪ In what ways has the programme advanced the ILO's core principles (international labour standards, tripartism and social dialogue, gender equality and social inclusion) and to the donor's international development policy objectives in the programme countries?

Methodological limitations and constraints

69. The compressed timeframe of the project in the three countries and the fact that the final evaluation took place while the programme was still finalising key outputs in Malaysia and The Philippines meant that some results and upstream policy impacts of the intervention cannot yet be verified. The evaluation considered the likelihood of these results and impacts being achieved but follow up may be required for confirmation.

70. The evaluation relied to some extent on the project teams to compile lists of stakeholders to be interviewed and there was therefore a risk of "cherry picking" informants with a more positive perspective of the programme. To mitigate this risk, the evaluation reviewed programme documents and reports and to ensure that all stakeholder groups were included in these lists, that all perspectives were captured and were gender balanced.

Findings

Relevance

The COVID-19 pandemic, changes to the programme's budget and delivery timeline, the threat of early termination, and uncertainty about how best to support the evolving needs of each country all complicated the programme's efforts to maximise relevance. Implementation plans were often revised, and activities were cut, modified and sometimes rushed. Despite these challenges, the programme maintained its relevance and was also able to respond to new opportunities to advance TVET system development.

Programme context and initial design

71.   The original design concept for SfP-SEA grew from the ILO's long history of skills system development work in the region, its presence and relationships in two of the participating countries, and through discussions with UK Embassy and High Commission staff on collaboration opportunities in higher education and TVET. This opportunity arose when the UK Government approved a bid in August 2018 under its cross-Government "Prosperity Fund" for a programme that would support education and vocational training systems in middle-income countries in Africa, Latin America and Asia. The UK selected nine countries where it would implement this "Skills for Prosperity" programme – Brazil, Mexico, Egypt, Kenya, Nigeria, South Africa, Indonesia, Malaysia, and The Philippines[2].

72.   For the UK, the programme represented a convergence of the interests and priorities of several key agencies, especially the then Department for International Development (DFID) and the Foreign and Commonwealth Office (FCO), but also UK Trade and Investment (now the Department for International Trade), the Department for Education, and the Department for Business, Innovation and Skills. These agencies *collectively* bid for Prosperity Funds for the programme. As one UK Embassy official told the evaluation:

> *"It's important to understand the different viewpoints of this programme. The Foreign Office saw things more through the lens of systemic reform. DFID had more of a focus on outputs for beneficiaries such as numbers trained, the gender balance, and how local communities might be strengthened. Trade and Investment wanted to see commercial relationships established for mutual benefit. In a way, bringing these things together was quite new and experimental."[3]*

73.   This convergence shaped initial programme design and implementation. Later, when DFID and FCO merged to create FCDO, some informants suggested there may also have been a subtle shift in the donor's expectations of programme outputs and in what it saw as value for money.

74.   For the ILO, SfP's objectives and intervention approach aligned well with its own. The focus was on systemic reform – mechanisms to improve the relevance of TVET provision in meeting the skills needs of sectors seen as key to national economic development; to improve financing systems for this provision; and to improve equity of access to and provision of TVET. SfP's strong focus on Gender Equality Disability and Social Inclusion (GEDSI)[4] was also aligned with ILO policy and priorities.

75.   In the second half of 2019, the ILO prepared a Project Document for a four-year, £20 million project that would address four deficiencies in existing TVET systems in the three countries:

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[2] https://iati.fcdo.gov.uk/iati_documents/54173740.odt

[3] As the UK's first annual review of the programme described it: "As the first cross-government programme in education of this nature, it is clear expectations and clarity around roles and responsibilities perhaps differed in interpretation at times." p.16

[4] Note that while the programme in Indonesia used the abbreviation "GEDSI" (which makes disability inclusion explicit), in Malaysia and The Philippines the abbreviation "GESI" (Gender and Social Inclusion) was instead used. This report uses the two abbreviations interchangeably.

- Skills training was **not equitable and accessible** to all populations.
- Skills **training quality did not meet standards** to support productivity increases.
- Skills training **did not meet the needs of industry**, particularly in key growth areas; and
- TVET **governance and financing** were inadequate to meet current and increased demand.

76. The Project Document included a Theory of Change (ToC) that set out how programme activities would contribute to reform under four output areas or "pillars" – **Equity** (improving access, quality provision and employment for marginalised groups), **Quality** (improving teacher training, leadership coaching, university partnerships, and quality assurance), **Relevance** (developing curricula, knowledge and training products, increasing non-technical/soft skills training and work-based training, strengthening the use of labour market information, and improving or devising models for industry engagement) and **Cost Effectiveness** (providing regulatory and policy development support to improve TVET sector financing). A fifth area, based on the "**secondary benefits**" included in the SfP programme scope, included activities working with UK institutions and connecting them with TVET stakeholders to advance programme goals. The Project Document described a broad menu of potential programme interventions which offered great scope to tackle TVET systems reform priorities in each country.

77. At this point, programme activity planning was much more advanced in Indonesia than in the other two countries. With the involvement of the UK Embassy, a TVET project concept had been under development there since 2016 which had a clear focus on the country's vital maritime sector. The programme would engage with selected polytechnics in different parts of the country, each with a sub-sectoral specialization, and these would be partnered with leading UK educational institutions in these fields. They would be positioned as centres of excellence that could demonstrate TVET system reforms in microcosm and "show the way" both for other polytechnics and for the national TVET system. It would also include a local economic development component targeting women in impoverished coastal communities, which could also be scaled up to meet national development priorities. The programme closely followed this model throughout its implementation in Indonesia.

78. The evolution of the programme in Malaysia and The Philippines followed a longer, more exploratory path. In these countries, it took longer to define the value the programme wanted to add to TVET systems and how it would work with local stakeholders to do this. The broad approach was relevant to local needs and priorities but, unlike Indonesia, the programme's focus and delivery model needed to be refined.

Enhancing the relevance of design in the inception phase and after the onset of the pandemic

79. The inception phase of the project was planned to last five months and to be completed by 31 March 2020, by which time the programme's strategy, outputs and activities were expected to have been refined, following consultations with stakeholders at the national and sub-national level. The Inception Phase Midterm report dated 16 March 2020 provided some insights into how the programme design was beginning to evolve, but also into the continuing challenges faced in some countries to narrow the potential scope of work and to define a clear role. Indonesia's programme approach was almost set, but both Malaysia and The Philippines were still determining their focus and narrowing down their selections from the menu of relevant activities flagged in the Project Document:

- In Indonesia, further consultation and planning took place, but the focus on the original project concept, logic and vision remained clear and the project team was already reaching out to likely implementation partners and service providers for a rapid commencement of activities. As one ILO manager said:

> *"Design was more straightforward in Indonesia - it was to work with the four polytechnics and defined cohorts and there was a clear link to the project's higher-level goals."*

- In Malaysia, national government partners emphasised that they already had their own TVET reform plans[5] though were open to "international inputs" from SfP in the implementation of these plans (i.e., rather than to any *new* reform policy and strategy development). At this stage, it was still not clear exactly how SfP might add value to the national TVET reform effort and what its unique "project identity" might be. In terms of the menu of activities set out above, there was a need to find a focus because partners "appeared overwhelmed" by the original proposed scope. In response, three themes were identified to narrow the scope – improving future readiness, industry-led TVET, and gender and social inclusion – but the range of potential activities was still broad. In line with analysis work that the UK High Commission had done, programme pilots in Kedah and Sabah were being explored.

- In The Philippines, after further consultation with stakeholders, an ambitious programme of activities seemed to be taking shape. This included gender and inclusion work at all levels of the TVET system, pilot implementation of as yet unspecified "priority reforms" at the sub-national level, enhancement of skills planning and data analysis, development of information systems on training providers, work on lifelong learning arrangements, review of qualifications to support career mobility, enhancing soft skills training and entrepreneurship programmes, TVET institution capacity building, labour market analysis in pilot regions, setting up a local skills development fund in a pilot region, and much more.

80. The **outbreak of COVID-19** greatly affected the SfP-SEA countries and, along with delays in ILO recruitment and the need for additional design consultations, a decision was made to extend the inception phase by three months to 30 June 2020. This allowed time for further refinements to programme design to ensure relevance.

81. In **Indonesia**, the programme had the strong support of the Indonesian government, TVET institutions and industry to proceed and had held launch events in two programme locations. It developed COVID-19 response plans to mitigate the risk of closures of participating polytechnics and educational institutions in Indonesia and the UK, and added new activities designed to support TVET reform[6]. The need for more vocational English instruction was highlighted by focus groups and design enhancements were made.

82. **Malaysian** government partners reiterated that they welcomed the programme's support of their own planned reforms. Employer representatives expressed a strong interest in advancing an industry led TVET model, and TVET partner institutions at the sub-national level had been identified in Kedah and Sabah. Proposed project activities were streamlined "to ensure the project relevance and value additions to the national endeavours" and priorities for action under each of the SfP pillars were refined[7]. The inception report indicated that, following a change of Prime Minister, there was also a need to consult further with newly appointed leaders of the key government ministries to ensure relevance was maintained. Also, there were important machinery of government changes at

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[5] In 2018, Malaysia had completed a thorough analysis of deficiencies in its TVET system and had developed a "TVET Master Plan" with a five-year timeline for reform that closely paralleled the SfP project approach. With many governmental changes having occurred since 2018, this Master Plan is no longer current, but provides a useful (if not now officially endorsed) overview of the issues. An Executive Summary is available here (accessed 28 August 2023):
https://www.scribd.com/document/627500743/TVET-Masterplan-Executive-Summary-ILMIA#

[6] "Including plans to improve TVET governance, mitigate occupational segregation by gender in the maritime sector, support sector skills readiness, promote on-the-job training opportunities, and improve TVET financing." It also signalled an intention to work continuously at the national and sub-national level to align policies and programs of the education agencies to increase employability of trainees, scale-up effective models of industry engagement to make TVET programs relevant and responsive to market needs and support development of more coherent pathways for formal, non-formal and informal qualifications gained through various skills development modes to ensure that pathways are available for marginalized. p.10

[7] This would include: under Equity, work supporting GESI strategy development and direct participation in TVET at the national, sub-national and sectoral level; under Quality, work in labour market information systems, integration of STEM in curricula, lifelong learning mechanisms, and TVET systems coordination; under Relevance, support industries to develop new TVET strategy plans and to test new delivery, review and promote a skills-based wage system; and under Cost-effectiveness, review an pilot new TVET financing approaches.

this time through which the Ministry of Higher Education had split from the Ministry of Education – a development that would prove to complicate the programme's direct engagement with an important part of the TVET system.

83. In **The Philippines**, the scope of the programme was now better defined and activities under each of the SfP pillars had been rationalised. Key outputs related to research, partnerships and pilots to improve TVET equity; enhancements of quality through competency/occupational methodologies and standards and the digitalisation of assessment and certification; improving relevance through better labour market information systems, lifelong learning pathways, and learner-centred delivery; and developing and testing of public-private financing of TVET to improve cost-effectiveness. Sectoral pilots were also reviewed, with Tourism dropped (due to the impact of COVID-19) in favour of Information Technology and Business Process Management (IT-BPM) while maintaining Agriculture/Agribusiness and Construction.

84. Lastly, the inception report also set out a range of activities at the regional level, including knowledge sharing between the three countries and with ASEAN and collaboration with the new ASEAN TVET Council, established to implement its June 2020 Declaration of Human Resource Development for the Changing World of Work[8].

85. So, after an extended inception period, refinement of programme plans, disruption caused by the pandemic, and the recruitment of programme teams, the ILO reported that it was finally ready to start implementation on 30 June 2020. DFID approved the programme for implementation on 26 August 2020. This was just a few days before DFID merged with FCO to create the new entity, the Foreign, Commonwealth, and Development Office (FCDO). The letter of approval closed by foreshadowing more challenges ahead:

> *"The next 12 months will be a critical time for UK ODA policy with major strategic reviews taking place, and the merger of the FCO and DFID. Therefore, it is critical that this programme delivers impactful results, while ensuring value for money is obtained, and that we make a difference to the lives of our target beneficiaries in the long term."*

Enhancing relevance in the initial implementation phase

86. Once the programme was formally approved, country teams launched into their workplans but remained responsive to new developments that might enhance SfP relevance. The UK had built such flexibility into its approach and was open to discuss new activities if they enhanced results. As its "business case" for the programme explained:

> *"The programme has an explicitly flexible design and will implement a politically informed approach which responds to evolving opportunities and is agile, in order to take advantage of windows of opportunity for reform and piggy-back on high-performing interventions."*
> *UK Skills for Prosperity Business Case*

87. From the start, the programme sought to enhance relevance in this way, adding new activities (with the donor's approval) or recontextualising planned work to new circumstances and needs. In the first quarter of implementation in **Indonesia**, for example, the Ministry of Education and Culture (MoEC) introduced a "D2 fast track programme" to create new pathways for vocational high school graduates to access higher level programmes in polytechnics. This was quickly seen by the SfP team to be an opportunity both to enhance TVET equity (i.e., by improving access for disadvantaged youth to higher level training) and to improve industry engagement and apprenticeship development (i.e., by working with local industry and polytechnics in D2 programme design). Capacity building and technical assistance to support this initiative were therefore added.

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[8] https://asean.org/wp-content/uploads/2021/01/ASEAN-Declaration-on-Human-Resources-Development-for-the-Changing-World-of-Work-and-Its.pdf Accessed 28 August 2023

88. Similarly, a policy shift in **The Philippines** towards decentralization of TVET planning was noted quite early in SfP's implementation – clearly an important and timely opportunity for the programme to enhance its relevance. As a result of the "Mandanas Ruling" by the Philippines Supreme Court in 2018 (and confirmed in 2019), local government units would get a permanent and substantial increase in funding. This would allow the country to implement decentralization more fully, including TVET administration and planning. Early in SfP implementation, TESDA started moving towards an Area-Based Demand-Driven (ABDD) approach which created new capacity development needs for regional TESDA staff. The programme therefore began to adjust its approach to cater for these needs more specifically by enhancing local capacity in labour market analysis, competency standards development, lifelong learning and local partnership development. Such an approach would also have the side effect of improving the relevance and equity of TVET delivery in disadvantaged regions, indigenous communities and for groups that had been affected by Typhoon Odette. This shift would be central to the programme's later pilots.

> *"Connecting programme goals with on-going policy discourse related to TVET, both at the executive and legislative levels, ensures that programme interventions remain relevant and open opportunities for providing technical inputs at the policy-level."*
>
> *Philippines, 2021 SfP Annual Report*

89. Flexibility of design was even more crucial in **Malaysia** where the project struggled to gain traction with key national partners. One such partner, the Ministry of Higher Education (MoHE), which oversees the polytechnic network and is responsible for standards at the higher skills levels, "showed defensive attitudes towards programme intervention in the country, even questioning the programme's legality" (2021 Annual Report, p.5). Engagement in development cooperation programmes of this type was new to national partners and there was a lack of understanding of the intent of the programme – it was not trying to divert national resources towards an external programme's goals (as some argued) but to support the achievement of Malaysia's own goals (as formalised in Malaysia's Decent Work Country Programme signed by the Government of Malaysia, the ILO and the social partners). Despite intensive efforts from both the ILO's senior management in Bangkok and the UK High Commission in Kuala Lumpur, high level support from MoHE was never obtained[9].

90. With such a wall in place between SfP in Malaysia and a key TVET policy and delivery institution, the programme needed to find ways to remain relevant. The ILO was new in the country, its role and potential to add value was largely unknown, and there seems to have been resistance to any form of "foreign intervention" that questioned Malaysia's capacity to find its own solutions. Although it would take time to wear down this resistance, the programme adopted a sensible approach to maximise its relevance in this difficult context. While continuing to engage with both MoHE and, more strategically, MoHR as its key TVET partners, the programme would proactively seek to support and add value to the activities and policy priorities of other willing ministries and agencies[10] in the country's complex TVET ecosystem provided these activities were within the programme scope.

91. While continuing to adhere to the programme strategy for Malaysia and its implementation plan, SfP sought to prove and enhance the project's value in the eyes of stakeholders by adopting a highly flexible, "we can help you with that" approach. This was about building trust, cooperation, and visible programme outputs that met partners' operational needs. Examples will be discussed in more detail in this report's section on **Effectiveness**, but included such activities as the support offered to TalentCorp in developing the National Skills Registry and in stock-taking and mapping of existing

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[9] Programme staff indicated that MoHE Technical Officers did engage in project activities from time to time but not at a strategic cooperation level.

[10] Including, for example, the Department of Skills Development, the Human Resource Development Fund, the Economic Planning Unit of the Ministry of Economy, TalentCorp, the Ministry of Youth and Sports, and the Department of Statistics Malaysia.

skills frameworks in Malaysia, working with the Department of Skills Development to run a "GESI Challenge Call" to encourage innovation in mainstreaming GESI in training programmes, and working with the Ministry of Youth and Sports on the integration of STEM (Science, Technology, Engineering and Mathematics) in curricula and building capacity for its delivery.

> *"In order to secure trust from some national partners and officialise cooperation, it is important to quickly respond to national partners' interests and requests by utilising ILO's existing capacity and expertise in a flexible manner and keep producing intermediate or process outputs."*
> *Malaysia, 2021 SfP Annual Report*

Maintaining relevance in response to unexpected cashflow issues, budget reductions and the possibility of early programme termination

92. Considering the economic and fiscal challenges it was facing in the context of the pandemic, the UK Government made the decision in late 2020 to reduce temporarily its expenditure on Official Development Assistance (ODA) from 0.7% of Gross National Income to 0.5%. This represented a large cut in available funds. In December 2020, FCDO wrote to the ILO and signalled that the overall level of funding for SfP-SEA would need to be reduced over the coming months[11].

93. In the same letter, it also alluded to discussions about UK financial reporting requirements which allowed for additional planned payments to be made only after all previously paid funds had been spent – not including any "unliquidated" funds committed for future payments to, for example, contracted services and delivery partners. This was not a financial management approach that the ILO was accustomed to in implementing development cooperation projects with other donors.

94. The funding reductions and the payment timing issue created cashflow, planning and implementation challenges for the programme and contributed to an overall climate of uncertainty that complicated the programme teams' efforts to maximise relevance. Compounding these effects, in July 2021, only ten months after commencement, the programme was informally notified to prepare for an early termination in March 2022 and to renegotiate any existing agreements in line with this date. This would have reduced what was originally planned as a 42-month programme to one lasting just 18 months.

95. **Indonesia**, which was better positioned than Malaysia and The Philippines to immediately commence activities when the implementation phase began and had accumulated more momentum in delivery, had to rewind more of its activities in 2021 when the impact of these cuts and cashflow issues were first felt and the likelihood of early closure became a threat. Throughout Quarter 3 of 2021, stakeholders were consulted, agreements revised, and contracts amended to reduce the scope, budget and term of agreed activities with the four polytechnics. Local economic development activities in North Sulawesi were reduced from seven participating coastal villages to just two (Budo and Tiwoho). The cashflow issue meant that in 2021, beyond funding allocated to the polytechnics and to local economic development, few funds were available for anything else, including the UK university partnerships and planned GEDSI work. Even with funds sourced from the British Embassy in Jakarta in June 2021[12], many planned activities were suspended. An updated implementation plan was prepared which significantly rescoped the project's activities in Indonesia in the short term[13].

96. **Malaysia** similarly reported that the funding uncertainty and the loss of available time for delivery had forced it to adjust planned activities. **The Philippines** tried to compensate by finding synergies with other ILO projects such as Building Back Jobs Safely which was funded by the Government of

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[11] Pointing out that the funding MoU stated that the budget would be "up to £20m".

[12] The British Embassy in Jakarta advanced GBP 750,000 for programme activities but these were treated as an advance payment not as additional. Later, the British Embassy did provide additional funds that enabled the study tour of the UK to be conducted.

[13] Of the 48 workstreams contained in the original implementation plan, 13 were in progress and progressing in line to achieve their outputs; 16 workstreams had needed to be reduced or adapted to the circumstances; 19 workstreams were confirmed as not taking place under the funding agreement at this time.

Japan. Uncertainties with the funding were also reported to have delayed or reduced the scope of activities included in GESI Action Plans.

97. To lessen the impact of the changes and the funding uncertainty, country programmes entered into contracts with service providers and collaborators that were designed as short, self-contained phases of delivery – that is, activities contributing towards a final result, but which could be terminated at the end of each phase. This posed difficulties for some important collaborators (e.g., universities need to programme their staff's time well in advance to accommodate changes to their teaching schedule). It was also more difficult to ensure the relevance of what was being done – activities that lay the foundations for later work may not be relevant or effective unless that work is ultimately completed.

Regaining momentum and enhancing relevance in the later stages of implementation

98. While the spectre of early termination of the programme was removed in late 2021, budget uncertainty continued into 2022[14] as did COVID-19 restrictions which persisted for much longer in the region[15] than elsewhere and continued to complicate delivery, especially of training. Much time had been lost and some planned activities, suspended in 2021, were never fully restored. Activities under the "cost effectiveness" pillar were an early casualty across all countries and some key elements of each country's original programme design were also dropped or cut back (e.g., vocational English language training in Indonesia).

99. Despite this period of disruption and uncertainty, the programme ultimately regained considerable momentum in 2022 and 2023 and implemented activities that remained relevant despite changing national circumstances. In Indonesia, the Capacity Building Study Tour by polytechnics to their UK partner institutions was salvaged in 2022 thanks to the British Embassy in Jakarta being able to source additional funds. This crucial activity had previously been a victim of the programme's budget cuts and its restoration enabled participating polytechnics to see first-hand how the institutional and student-centred model they were aspiring towards operated in the real world and how it was relevant to them.

100. The programme's local economic development work in Indonesia also regathered momentum with training delivered to four coastal villages[16]. This took on new relevance as it provided much needed tourism business management training that complemented infrastructure developments by government (i.e., construction of homestay facilities adjoined to family homes). It also grew in relevance in the context of an emerging national and international interest in the "Blue Economy".

101. The relevance of the programme's work in Indonesia in this period became even more apparent in the light of new national policy and regulatory developments. Especially timely were the long-awaited Presidential Decree 68/2022 on the Revitalization of TVET and its associated regulations creating a national coordinating team and a national strategy for this revitalization were especially timely. The ILO and the SfP team had been contributing to the development of this legislation for some time and were well placed to support ministries and other actors in its implementation. Sectoral Skills Councils were to be a key mechanism to improve TVET relevance and the programme's work built the capacity of prospective members (some of whom were actively involved in its Industry Advisory Boards). It also conducted sub-sectoral skills strategy development work using the ILO's STED[17] methodology. A technical workshop on skills development financing was also a highly relevant new SfP activity, directly supporting a priority reform set out in the decree.

102. The nature and timing of these national policy developments in Indonesia provided an ideal opportunity for the programme to highlight the relevance and lessons learned through its work. The

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[14] Budgets were not confirmed until December 2022.

[15] In The Philippines, for example, some restrictions were only lifted on 21 July 2023, when the President declared the end of the public health emergency.

[16] An increase to four from the previous downward revision to two – the villages of Marinsow and Pulisan were added though they seemed to have received less attention.

[17] Skills for Trade and Economic Diversification

programme's relatively quick start and earlier completion of planned activities enabled it to invest more time in disseminating programme results in the last six to twelve months of the programme and linking these to policy reform. As one ILO country representative explained:

> *"We could have just done the activities set out in the plan, but the project team really emphasized supporting and having dialogue with key contacts in Ministries to advance the policy agenda. These contacts know the ILO well and understand how we can support them to achieve policy and TVET system reforms. These Ministries now have a clear mandate to implement these reforms."*

103. In **The Philippines**, where the relevance of programme's work had been enhanced by TESDA's implementation of its Area-Based Demand-Driven (ABDD) TVET planning policy, it took longer for the programme to adjust and to regain momentum. Capacity development activities had been implemented in labour market analysis to support ABDD, but some of the other key outputs – including the testing of new approaches to the development of competency standards and the formation of "multi-stakeholder partnerships" - were intertwined with the delivery of the planned pilots in three regions in the Visayas. The preparations for these pilots were still taking place as late as the second half of 2022 and there were concerns within the ILO and on the donor side that, despite their relevance, a "long list of outstanding deliverables"[18] were at high risk of not being completed, even with the proposed six-month extension. A concentration of effort in 2023 saw significant progress made, though the evaluation found that some outputs were still being finalised in the last month of the programme, including relevant work on TVET financing options that was being undertaken by the Employers' Confederation of the Philippines (ECOP) – an activity under SfP's cost effectiveness pillar that had earlier been victim to the budget cuts but had been restored. Others, such as the digitalisation of TVET, did not seem to have yet built on work done earlier in the programme.

104. While most of its pilot training was completed in 2022, Malaysia's willingness to add or adjust activities to respond to the evolving needs of its national partners, meant that it also went into 2023 with many outstanding deliverables. Its work supporting the National Skills Register, the development of sector skills strategies via STED, the piloting of micro-credentials in cooperation with FMMI and the Department of Skills Development, the accreditation of partner training providers as RPL assessment centres[19], work on integrating STEM in curricula, the Digital Talent Development Roadmap, and various policy guides, toolkits and implementation manuals (across all pillars), along with finalising the third pilot training, conduct of capacity building workshops, and the development of policy recommendation – all were still in the works at this time. Despite having to juggle these many activities, the programme looked likely to complete most of these before programme closure.

105. Completing activities so late in the programme compromised their relevance to some extent. Some key activities in both The Philippines and Malaysia were scheduled to conclude perilously close to the programme's end date (e.g., the lifelong learning pilot in Region 6 of the Philippines started in April 2023, and the second pilot apprenticeship model in construction in Malaysia started in May 2023[20]). The relevance of the pilots is dependent to some extent on having enough time to demonstrate and document new approaches and to use them to advocate for systemic reform. Having pilots end days before the programme's conclusion offers little scope to do this, even if it does mean that delivery targets have been met. In contrast, the policy work that the Indonesia team did, using the experiences of its pilot activities, ultimately supercharged their relevance in that country – though the programme circumstances and opportunities for influence there were a factor as much as available time (See also **Efficiency**).

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[18] Skills for Prosperity Hub, Annual Strategic Review, March 2023

[19] KISMEC and its partner institution, IKBN Naka, were accredited by the Department of Skills Development as RPL assessment centres.

[20] A micro-credential pilot in Malaysia was scheduled to run in August 2023, but this did not happen due to FMMI's loss of the trainer who had been chosen to deliver it.

Box 2: Stakeholder views on relevance as the programme evolved

"In terms of the project's work to support an industry-led system in Malaysia, the current system all looks very nice on paper, but in practice government administrators are protective of their territory and want to hold on to everything. Industry is frustrated. We feel like we're **banging our heads against the wall**." – Malaysian Employers' Federation

"The project became a real laboratory for us and our delivery and has provided us with **more time to link with industry and to understand their needs**." - Polibatam, Indonesia

"The project was **highly relevant to the area-based approach and accelerated its implementation**. There has in the past been a continuing tension between the local people in TESDA who deal with the issues on the ground and those who drive the system at HQ. The way the pilots ran would not have happened without the project's guidance." – SfP Consultant, The Philippines

"We learned of the ILO's work in local economic development in coastal villages. We saw this work as **highly relevant to our programme promoting tourism awareness and development** in 65 villages. It was also relevant to our support for 10 Super Priority destinations. We're learning from the project's experience." – Indonesian Ministry of Tourism

"The project's work supporting local labour market analysis was relevant for our Area-Based Demand-Driven planning. It enabled us to **respond to the needs of remote and disadvantaged communities for the first time**." – TESDA, Region 6, The Philippines

"In late 2021, we met the Deputy Minister of the Coordinating Ministry for Maritime and Investment Affairs (MARVES). They'd heard of SfP and **asked us to map skills development needs in the logistics, shipbuilding and seafaring sectors**. We organised various activities and workshops to do this. The CTA saw the need for a more in-depth approach so we decided to use the STED program and an expert from Geneva." – ILO, Indonesia

"Projects like this that are focused on capacity building by nature need to accommodate changes and be flexible. Adjustments are not a negative, they are natural. We only work downstream to demonstrate new approaches and to introduce new ways of thinking - things that have not been regularised in local systems yet. **This is the ILO's strength - systemic change and capacity building - rather than short term gains and chasing numbers**." – ILO, Regional Office for Asia and the Pacific

"**The ILO adapted beautifully** to the challenges faced by the programme. We had no problem at all with the adaptations they made." – Donor representative, Malaysia

The needs of women, people with disability, indigenous people, people living in rural and remote areas, and other vulnerable groups were central to programme design. In meeting these needs, the programme included measures that supported institutional awareness and capacity building, demonstrated through pilots how access for these groups can be improved, and offered direct support to enhance equity in national TVET policies.

GEDSI – integral to programme design and implementation

106. In keeping with UK overseas development policy and legislation[21], SfP strongly emphasised gender equality and inclusion at all stages of the programme's design, implementation and reporting. The Prosperity Fund's Gender and Inclusion Framework made clear that programmes supported by the fund, such as SfP, should be ambitious in promoting economic opportunities and other positive outcomes for women and should aspire to be "transformative, **seeking opportunities to address systemic constraints** that contribute to persistent gaps in economic opportunities". Promoting inclusion more broadly was also a fundamental tenet, noting that "exclusion is based on a number of intersecting factors across both gender and social characteristics" and that "it is not possible to address gender without also addressing inclusion". To do this, there was a need to make "the formal and informal rules of the game fairer"[22].

107. These principles are fundamental to all ILO development cooperation projects, are embedded as a key outcome and as a cross-cutting theme in its Programme and Budget and are aligned with the normative framework the ILO promotes as part of its mandate[23]. The gender and inclusion work of the UK and the ILO are delivered as part of their common commitment to the Sustainable Development Goals (SDGs), including Goals 5, 8 and 10[24].

108. Each SfP country produced Gender Equity and Social Inclusion Action Plans which were closely monitored and reviewed every quarter. The feedback from country teams during the evaluation was that the donor (via "The Hub" and FCDO) scrutinised progress against these plans very closely and consistently challenged the programmes to respond to new opportunities and needs. While the programme was structured in a way that isolated "Equity" as a separate pillar and required that activities be reported as part of this grouping, this distinction was somewhat artificial as activities promoting gender and inclusion were necessarily included in and were fundamental drivers of reforms pursued under "Quality" and "Relevance" (e.g., RPL mechanisms enhanced under Relevance were used to improve TVET access for excluded groups; similarly, some curriculum development initiatives under Quality also aimed to do this).

GEDSI priorities and the relevance of key activities in participating countries

109. Responding to the circumstances and needs of each country, the programme looked to address gender and inclusion at multiple levels including at the TVET institutional level, at the sector and workplace level, and at the national and sub-national TVET systems level. It also considered gender and inclusion through a geographical lens, responding to the different levels and types of disadvantage and exclusion in rural, remote and indigenous communities.

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[21] Inter alia, the UK Gender Equality Act 2014 (an amendment to the International Development Act 2002) requires all overseas development funding to "meaningfully consider" how it will contribute to reducing gender equality.

[22] Prosperity Fund, Gender and Inclusion Policy (Update 2020), p2

[23] Including the fundamental *Equal Remuneration Convention, 1951 (No. 100)* and the *Discrimination (Employment and Occupation) Convention, 1958 (No. 111),* along with multiple conventions, declarations and resolutions covering such issues as violence and harassment, domestic work, HIV and AIDS, maternity protection, indigenous peoples, and home work.

[24] Goal 5 on "Achieve gender equality and empower all women and girls"; Goal 8 on "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all"; and Goal 10 on "Reduce inequality within and among countries".

Indonesia

110. The programme initially conducted meetings with each polytechnic, including industry representatives, alumni working in the maritime sector, and, in the case of Polimanado, coastal village communities. Identified GEDSI priorities and actions were formalised in their workplans and in their Implementation Agreements with the ILO including the identification of a staff member who would act as a GEDSI focal point. In its first Annual Report, the programme team made it clear that GEDSI would be integrated into its activities not just through the Equity Pillar but across all deliverables in its work with the polytechnics.

111. Informants told the evaluation that there was little attention given to gender-based violence and harassment prior to the programme. The prevailing attitude was that "if female students have a problem with sexual harassment, they'll let us know". There were no proactive steps being taken to establish formal processes to prevent or respond to incidents and to communicate to students that these existed and that they had access to support. To improve access to institutions by students with disabilities, there was also a need for attitudinal change and improved openness to these students. As the 2022 Annual Report for Indonesia pointed out:

> *Similarly, at the start of the programme, attitudes of polytechnic leaders were that students with disabilities needed to attend specialist institutions. However, following the training and sensitisation activities, all four polytechnics have made firm, positive commitments to creating a more inclusive teaching and learning environment.*

112. Programme elements addressing these and other GEDSI-related priorities included the development in each polytechnic of new institutional mechanisms and policies, awareness raising activities, facilitating community support networks, disability inclusion assessments, developing new "D2" courses to improve access to polytechnics from vocational high schools, observing inclusion practices as part of the UK study tour, and support for local economic development in disadvantaged coastal communities. These "downstream" activities at the polytechnic level will be discussed in more detail in the section on **Effectiveness**. As we will see, they also had an effect "upstream", influencing TVET policy more broadly by providing a model for replication.

113. Direct promotion of GEDSI to the maritime sector itself was not a significant part of the programme, though work done at the polytechnic level was intended to have flow-on effects over time. Overcoming some of the structural barriers that reinforce gender exclusion in some sub-sectors (e.g., the working conditions and lack of facilities for women seafarers) will require a sector-wide strategy as will work to eliminate workplace practices and culture that deter female participation in some maritime jobs. Similarly, there is a clear need to overcome attitudinal and structural barriers to the participation of people with disabilities in some sub-sectors.

The Philippines

114. The GESI elements of the programme design in The Philippines related to capacity development of the key national agency responsible for TVET, TESDA, and were integrated into the programme's regional and sectoral pilot programmes. These Lifelong Learning pilots, which were implemented quite late in the programme, were conceived as crosscutting interventions that would demonstrate new ways of developing and delivering TVET across all the programme pillars. They would support the development of new competency standards (Quality), use Area-Based Demand-Driven approaches to meet labour market needs (Relevance), while targeting women, youth, people living in remote communities, indigenous people and other marginalized groups such as ex-combatants (Equity). TESDA was committed to better servicing these groups, but they needed capacity development to do so. As team members in The Philippines put it:

> *"TESDA struggled to understand their needs and had a mentality that they should be 'coming to us'. When we ran workshops on the Design Thinking methodology they realised how they could engage with these disadvantaged groups to ensure their inclusion."*

> *"The pilots were very much about helping TESDA reach groups they've never reached before like indigenous communities. They showed how to reach the unreachable."*

115. The focus on these groups in some locations required a compromise in terms of programme relevance. Rather than adhere to the SfP principle of developing high-level skills important to national competitiveness, the programme focused more on the goal of an inclusive skills system that met the lower-level skills needs of people previously excluded from TVET. Access to TVET can enhance the skills and income of indigenous agricultural workers living in remote communities but their opportunities for work in high technology occupations are non-existent. Some of the pilots in The Philippines therefore took this lower-skill path.[25]

Malaysia

116. Informants told the evaluation that despite the sophistication of its systems, Malaysia has a lot of room for improvement in GESI. This need had not been widely recognised or acknowledged by many of the stakeholders. Early engagement with key TVET institutions elicited responses denying any problems and simply pointing to equal access being government policy. In practice, there are barriers to equity in the Malaysian TVET system including socio-cultural expectations, gender-biased practices in course selection and employment, lack of awareness of career progression opportunities, and a mechanism to share good inclusion practices where these exist. To maximise relevance, the programme developed activities in response to these barriers.

117. Along with the "GESI Challenge Call" initiative, pilot projects at a sub-national and sectoral level were to be the main approach to enhancing equity in the provision of TVET by demonstrating new approaches. Sabah and Kedah, disadvantaged states of Malaysia that were identified early by the UK as focus regions for SfP, were selected for these pilots along with two innovative training institutions with strong existing links with local industry. Through its pilot apprenticeship programme, MBAM proactively promoted gender equality and the participation of women. There were also other activities at the sectoral level designed to enhance equity and inclusion (e.g., the development of new micro-credentials targeting existing female workers and sectoral "career progression maps"). These will be discussed in more detail in **Effectiveness.**

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[25] The original plan was to include work in the IT-BPO (Information Technology - Business Process Outsourcing) sector but this did not proceed.

Box 3: Stakeholder views on relevance of actions to gender and inclusion needs

"There's **a long way to go here** in gender equity and inclusion. The programme just touched the surface. It had simply not been a priority here. Training institutions and polytechnics are not disability friendly, and women are under-represented in certain roles and sectors." – Donor representative, Malaysia

"The UK study tour did a lot to sensitize local institutions to these issues. The **polytechnics now see the importance of inclusion** and that there are opportunities for women and people with disability in the maritime sector. The fact that some workplaces pose challenges for the employment of these groups should not be the end of the story." – ILO, Indonesia

"The farmers are being controlled by the traders. Training to improve the quality of our produce and support from the local government **will help free us from them**." – Community representative, Libacao, The Philippines

"**Much of the inclusion agenda is very new** to the Indonesian stakeholders and the project, through its work with the polytechnics, has raised its profile. People with disability are a major area of concern with some 30 to 40 million people in this group in Indonesia." – ILO, Indonesia

"The project created an orderly system for the coordination of training in our community. Before it was just ad hoc. It's allowed us to tap into resources and **given a voice to indigenous people**. They are much more willing to speak their minds now. Former rebels used to be silent but they too are vocal." – Indigenous community member, Tubungan, The Philippines

"**Training in many sectors is still mostly male**. We need to adapt teaching material and approaches for different learning styles and education levels. For some, TVET is a second chance to develop skills." – Programme Consultant, Malaysia

"**Gender equality is very important for both students and workers** and the trade unions already conduct activities associated with socialization of these issues including with high schools in various regions. Students need to be aware when they finish their studies and go into the workforce of the issues they might face and what their rights are. The project could have done more to encourage the involvement of unions as guest lecturers on these subjects in the polytechnics." – Workers' Organisation Representative, Indonesia

"**Balancing equity and efficiency is not straightforward**. The system's KPIs measure returns based on the numbers trained, or certified or employed etc. The training in these small villages involves small numbers and long investments of time. We wanted to show in these pilots that these things could be balanced." – Programme Consultant, The Philippines

"Through the programme, the ILO came to Malaysia as **a third party and had the opportunity to talk about an issue that had not been voiced**." – ILO, Regional Office for Asia and the Pacific

Coherence

SfP-SEA followed the priorities set out the ILO's development cooperation frameworks and was able to find synergies with other current ILO projects. Some coherence with the work of other international development agencies was found but this was not a major feature of the programme's implementation.

Coherence with ILO cooperation frameworks

118. While the ILO had a stronger presence in Indonesia and The Philippines through its Country Offices than in Malaysia, all three countries had development cooperation frameworks in place through their Decent Work Country Programmes (DWCP) endorsed by ILO constituents. These frameworks all highlighted skills development as a key outcome of cooperation and reflected the priorities in TVET systems reform that SfP was intended to address:

   ▪ The DWCP for Indonesia (2020-25) sought to address the inability of its current systems to quickly respond to changing skills demand and to be inclusive. Like SfP, it focused on "deepening industry-TVET partnerships, improving the quality and employment outcomes of TVET, and financing skills development" as well as "facilitating the access of disadvantaged groups of people to skills development".

   ▪ "Priority 1" of The Philippines' DWCP highlighted the importance of "responsive technical and vocational training programmes", the need to "increase the capacity of micro, small and medium enterprises (MSMEs) in creating decent work", and the need for gender mainstreaming. Work to develop and pilot new skills training programmes, align training with industry needs, and enhance labour market information were all envisaged as part of the strategy and all aligned with SfP.

   ▪ The Malaysian DWCP set out a clear and agreed ILO engagement strategy that focused on building ILO constituents' capacity to contribute to TVET prioritization and development, especially for high-skilled jobs, and "to strengthen the availability of, and access to, RPL certification". This included specific outputs related to development of a demand-led skills system, and innovations to address future skills needs and lifelong learning systems. Again, coherence with SfP was strong.

Synergy with other ILO development cooperation projects

119. In all three countries, the ILO had other development projects operating at the same time as SfP and some of these worked in synergy with SfP. In Indonesia, where there were multiple skills projects operating at one point, a joint committee operated which enhanced this synergy. Coherence of interventions with the DWCP was also improved by this high-level supervision of related projects.

120. Examples of how this synergy was created included the following projects:

   ▪ "**Industry Skills for Inclusive Growth Phase 2 (InSIGHT-2)**" was a three-year, USD 2.7 million project funded by the Government of Japan and implemented mainly in Indonesia and The Philippines from February 2019 to June 2022. In Indonesia, this project did much groundwork to lay the foundations for SfP's work promoting Sectoral Skills Councils, though in different sectors. Some attention was also given to improving TVET inclusiveness by its focus on gender and by making online training content accessible to people with visual and hearing impairments. In The Philippines, InSIGHT-2 did some work on Skills Needs Anticipation with TESDA, foreshadowing SfP's efforts in labour market analysis and focusing on one of the same sectors, construction.

   ▪ "**Women in STEM Program**" was a four-year, USD 2.4 million funded by the J.P. Morgan Chase Foundation and implemented in Indonesia, The Philippines and Thailand from December 2017 to May 2021. A project that combined the ILO's work in sustainable enterprise development and skills, the project looked to support women to acquire STEM-related skills, to improve their employability or advance their careers. In both Indonesia and The Philippines there were

synergies with SfP in the project's efforts to improve skills needs identification in TVET systems, the capacity of these systems to design and deliver learner-centred training, and the focus on meeting future skill needs. In the Philippines, these synergies with SfP were harnessed in 2021 when Women in STEM funds filled a SfP funding gap in the planned development of learner-centred curricula with TESDA.

- "**Safe and Fair: Realizing women migrant workers' rights and opportunities in the ASEAN region**" is part of the EU-UN Spotlight Initiative to Eliminate Violence against Women and Girls and is implemented by the ILO and UN Women. Running from January 2018 to December 2023, the project operates in ten countries including Indonesia, The Philippines and Malaysia. It aims to protect women migrant workers via labour migration governance frameworks and through more coordinated and responsive services. The evaluation did not engage with the project in Indonesia and Malaysia, but in The Philippines it learnt that there were some synergies with the TVET systems development work of SfP, specifically its work in RPL systems and lifelong learning. SfP helped the project to highlight for TESDA and the new Department of Migrant Workers the specific skills recognition and lifelong learning needs of migrant workers, especially women, and how the development of new processes might serve to improve their livelihoods and wellbeing.

- **"Bringing Back Jobs Safely Project"** funded by Japan in The Philippines commenced in June 2021 and ends in December 2023 and includes measure to improve safety and health of workers in MSMEs and to mitigate the effects of the COVID-19 crisis. To compensate for SfP budget reductions, the programme collaborated with this project in building local capacity to apply the ILO methodologies of CB-TREE (Community-Based Training for Rural Economic Empowerment) and e-SIYB (Start and Improve Your Business).

> *"Delays in the implementation of activities due to lack of budget as a result of the UK ODA review in 2021 necessitated adjustments to the implementation approach including collaboration with other ILO projects and piggybacking on activities of national partners."*
> *SfP Philippines Annual Report 2021*

Coherence with the activities of other international development agencies

121. The evaluation did not directly engage with other international development actors as part of its country visits and neither discussions with ILO programme staff nor activities documented in reports suggested any close cooperation with non-ILO projects to enhance mutual outcomes. Given the challenges and uncertainty the programme faced, perhaps there was little time to explore such cooperation fully or perhaps the opportunities to do so were limited.

122. The work of some other international development agencies was sometimes mentioned in the interviews and there appears to have been at least some incidental involvement with SfP. These included:

- USAID is working with TESDA in Cebu in The Philippines on a TVET programme supporting out-of-school young women. It was mentioned as having contributed to SfP's construction sector pilot there, including by sourcing participants.
- The Asian Development Bank was reported to be looking to invest USD 100 million in TVET "Innovation Centres" in The Philippines which were mentioned as a possible mechanism to institutionalise SfP models and replicate them. It was unclear if any discussions had been initiated on this by the programme or if it was assumed that TESDA would do this.
- Links have been established through the programme's local economic development work with Indonesian coastal communities with the National Blue Agenda Action Partnership, a collaboration that involves UNDP, FAO, UNEP, UNESCO, UN Women, UNIDO and UNOPS as well as the ILO, the Indonesian Government and other development partners.
- Co-hosting knowledge-sharing seminars (e.g. "Digital Technology Utilisation and Industry Skills Needs") in Malaysia supported by the Japanese International Cooperation Agency (JICA).

To advance the programme's goals, SfP-SEA helped to forge partnerships with and between various global, regional and country-level TVET institutions and other stakeholders. In Malaysia, where the ILO's skills work was new, it established relationships with key institutions and brought these together to improve TVET system collaboration and understanding.

Overview

123. Each SfP country used partnerships in different ways to advance programme goals. For Indonesia, the facilitation of partnerships between its target polytechnics and international universities was a core delivery mode for the project, providing technical assistance to enrich study programmes, to demonstrate a student-centred and inclusive approach, and to establish enduring collaborations. In the Philippines, the cultivation of "multi-stakeholder partnerships" to support the planning, development and delivery of TVET at the community level was a focus. Malaysia formed strategic partnerships with influential institutions to implement key programme activities and to position itself as a force for cohesion in the fragmented context of Malaysian TVET. All countries also worked closely with sectoral partners in their efforts to enhance industry-led approaches and conduct pilots of new TVET delivery modes. ILO constituents were kept informed of the programme's progress but did not play a strong role in implementation.

Indonesia

124. Each of the four participating polytechnics (plus the University of Klabat in Manado) were connected by the programme to a UK academic partner and were selected based on their specialised maritime sector training expertise required – Polibatam with City of Glasgow College (logistics and international trade); Polimanado with the University of Gloucestershire[26] (global tourism management); Polimarin with Solent University, Southampton (seafaring engineering); and PPNS with Strathclyde University (shipbuilding engineering). The partnerships aimed to bring international expertise to the task of enhancing the quality of education at the polytechnics (including by supporting the development of new D4 and D2 curricula), improving their pedagogies and their approach to soft skills, improving vocational English capability, and brokering industry-polytechnic partnerships (including Industry Advisory Boards). A study tour by each polytechnic of its UK partner was conducted which allowed their staff to witness international good practice first-hand.

125. Although not immune from the disruption experienced by the programme through COVID-19, as well as the budget cuts and uncertainty about the programme's continuation, these partnerships proved to be of great value to both sides - see **Box 4**. (More detail on what these partnerships achieved will be discussed later in this report under Effectiveness).

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[26] A fifth local institution, the University of Klabat's Unklab Business School, joined the programme in 2021 to support the business development training of the coastal communities. It too was partnered with the University of Gloucestershire.

Box 4: Partnerships between Indonesian polytechnics and UK universities - stakeholder views	
Polytechnic Partner	*UK Academic Partner*
PPNS "To have true global recognition, PPNS needs to collaborate with international organisations. The collaboration with the University of Strathclyde has set us on this path. It has **enhanced our credibility within the maritime community**." "Strathclyde has helped us to advance towards **accreditation with the Royal Institute of Naval Architects (RINA)** Including **accreditation for lecturers**."	Strathclyde University "The changes in the people were the biggest wins. They were initially reticent in engagement but, by the end, the level of our relationship was great and **they genuinely wanted to know more and to introduce changes**." "The Project has **enhanced our relationships more broadly** in Indonesia. We have been invited to attend so many conferences with other polytechnics
Polibatam "We saw how Glasgow **places students at the centre**. Things like their counselling unit which show how important it is to the learning process for students to have support for any problems they are facing at school or in their personal life. Building our capacity to do the same will be part of the taskforce's work."	City of Glasgow College "The project led us to access a wider group of polytechnics than we would ever have imagined. It put us on the Ministerial stage in Indonesia. **We could never have promoted ourselves as a brand without the project**."
Polimarin "We are building a new campus and Solent **has given us much inspiration** for its design. We saw their lake [for simulation training] and we decided to create a similar facility. We like to think our relationship with them has a bright future."	Solent University "We are proud of what we delivered but **they still have a long way to go**. What they see as international courses really aren't yet. We can help them in this and **link them with the International Association of Maritime Universities**.
Polimanado "The module development framework introduced by UoG is **now applied in all faculties** of the polytechnic. Our assessment approach has changed too, from exam-based to **continuous assessment**." University of Klabat, Unklab Business School "The UoG partnership has been really helpful. A **new course** on Destination Marketing is a direct result of the Study Tour. They've visited us twice and we have a great relationship and now have **exchange programmes**."	University of Gloucester "For us the project **led directly to us being asked to do training on soft skills for all 44 polytechnics**. It also helped us to improve - in modelling our approach for Indonesia, we ended up reviewing how we did things in working with industry and identifying gaps." "Our **work with Unklab was transformative – for them and us** – we had a great synergy with them."

The Philippines

128. Multi-stakeholder partnerships were a key element of programme's design in The Philippines and were seen as a way to coordinate services, expertise, funding and facilities to enhance TVET planning and delivery at the community level. As they were an integral part of the delivery of the pilots which were implemented quite late in the programme (two in late 2022, and one in March 2023), more time is needed to get a clear picture of how enduring they will be and of the value they will ultimately add to local TVET delivery. However, the evaluation found some positive signs that these partnerships were acting as intended to bring key community stakeholders together:

- In Region 8, in Basey, the partnership was brought together to support the banig industry's TVET development and delivery, but its vision was broader, embracing its status as the banig "capital" of The Philippines, its desire to transform the quality of its production and to access higher value international buyers. Membership included a newly formed representative organisation for the industry, BANIG (Basey Association for Native Industry Growth), the Basey Alliance for Rural Farmers Association (BARFA), TESDA, the local university, local government, the Department of Labor and Employment (DOLE), the Department of Trade and Industry (DTI), the Department of Education, and the Philippine Fibre Industry Development Authority (PhilFIDA). The evaluation attended a meeting of these partners and there was a strong sense of shared purpose and commitment on display. Both DOLE and PhilFIDA alluded to successful funding applications they had helped secure for the partnership (both more in sum than SfP had provided). The PhilFIDA representative indicated that the whole banig sector had "fallen through the gaps" in the past but that the partnership had helped address this. The Department of Education said curriculum developed through the project was being integrated into high school TVET curricula.

- In Tubungan in Region 6, there was an existing partnership mechanism in place – Tubong Tubong (from the Hiligaynon word meaning "to contribute or chip in"). The programme built on this and has enjoyed some success in mobilising TVET funding from multiple sources including TESDA and the Department of Agriculture. A local government ordinance has been passed which establishes a mechanism for co-financing and collaboration in the future through the partnership.

> *"Tubungan was so worthy of this project and has grown as a result. The commitment is clearly there but now they need to own it. The Local Government Unit has offered its training centre and we'll support trainer training so they can do it themselves."*
>
> *TESDA, Iloilo, The Philippines*

- Similarly, the pilot in Libacao in Region 6, brought community stakeholders together to support the development of its abacá producers, who were primarily indigenous people in remote highlands communities. The programme's efforts to enhance production quality, to directly connect producers with higher value markets, and to bypass exploitative brokers required a focus on skills development as well as a mechanism for strategic cooperation. The partnership created by the programme, which includes the Aklan Provincial Investment Office, TESDA, the World Bank's Regional Development Programme, and community members, provided this mechanism. A provincial government ordinance is now being discussed that can regulate and incentivize the higher value market for the benefit of the community.

> *"The programme showed us the importance of going to the grass roots. It is important for indigenous people to exercise control and contribute directly to development planning. Many have low education levels and the system need to cater for this in offering skills and lifelong learning."*
>
> *Aklan Provincial Government Representative, The Philippines*

Progress with the establishment of a similar partnership in the urban area of Cebu in Region 7 was slower. No MoU was yet in place to formalise the partnership. The evaluation saw some evidence of a partnership approach involving the Cebu Contractors Association (CCA), DOLE, TESDA, and the Local Government Unit, but this seemed focused on the immediate pressing task of implementing the pilot. It may be the basis for ongoing collaboration but, with the project near completion, this is in the hands of CCA and TESDA.

Malaysia

129. Given the reservations expressed by some government stakeholders early in the programme's implementation about "foreign intervention", working in close partnerships with local institutions was a way to defuse these tensions and to ensure maximum coherence between programme aims and Malaysia's own TVET reform policies and plans.

130. For this reason, Malaysia was especially active in mobilising partnerships to generate its key outputs and results, including its pilots in Kedah and Sabah, numerous co-published knowledge products, strategies, toolkits, research reports and mapping exercises, and new industry-led training programmes. These partners included training providers (KISMEC and SSTC), a university (Universiti Malaya), industry associations (FMMI, MBAM), ILO constituents (MoHR, MEF), and various Departments and agencies with roles in the TVET system, including DSD, TalentCorp, HRDCorp, the Construction Industry Development Board (CIDB, which provided living allowances for the MBAM pilot participants), and the Ministry of Youth and Sports.

131. Malaysia's emphasis on working in partnerships with such a diverse group of local institutions, and bringing these entities together to share results, host workshops, and explore their national TVET policy implications, also had the positive side effect of building bridges between key bodies that had not previously been in the habit of interacting. Fragmentation of the Malaysian TVET institutional landscape has been noted in the past, and SfP seems to have created a mechanism, led by the ILO as an indendent, external agency, that has at least started the process of bringing the parties together. Their attendance at these events was reported to be high and while the enduring effects of this "cross-pollination" by SfP are not clear, the ILO has the opportunity to maintain the networks created and build on this work, perhaps in cooperation with the British High Commission in Kuala Lumpur, by running events on TVET policy subjects.

Effectiveness

In line with each country's objectives under the Equity Pillar, SfP-SEA contributed to the goal of making TVET more equitable and inclusive. It achieved results and demonstrated good practice by building the capacity of TVET institutions, conducting regional and sectoral pilots, and guiding the development and implementation of national policy and programmes.

Overview

132. Under the programme's "Equity Pillar", SfP addressed the inclusiveness and equity of TVET provision in each country at multiple levels. At the "downstream" or delivery end, it worked with TVET training providers, local communities, and sectoral representatives to **raise their awareness**, **develop their capacity**, create **new systems, procedures and training programmes** for preciously excluded or marginalised groups, and to try **new ways of improving access**. At the "upstream" or national TVET systems level, it supported national and sub-national systems to **integrate GEDSI principles in policies and programmes** and to **adopt and replicate good practices** demonstrated through the programme.

Indonesia

133. Building on a reportedly low base, SfP improved the participating polytechnics' understanding of the importance of gender equality, disability, and social inclusion in delivering TVET. The programme supported them to create new systems, procedures, and capabilities to benefit and protect students, and to develop a culture that would continuously improve these. The broader rationale for building the capacity of these polytechnics was that they would act as "Centres of Excellence" that could show the way for others TVET institutions and for national systems. The results flowing from this investment have a created an effective, locally tested model that can be emulated more broadly across the TVET system. Due to developments at the national policy level, there are now strong drivers within government to do this.

134. Key GEDSI results with the polytechnics included:

- Establishment of **taskforces** and the development and implementation of **Standard Operating Procedures (SOPs)** in each polytechnic to prevent sexual harassment and violence[27]. This included the collection of baseline data on gender-based violence and harassment in each institution, and training and workshops for students, academic, administrative, security and cleaning staff. The polytechnics were the **first higher education institutions in Indonesia to develop SOPs on the prevention of sexual harassment and violence**.

- **Awareness-raising** activities including podcasts, dissemination events (e.g., on the SOPs), **workshops for lecturers** (e.g., on disability inclusion, HIV/AIDS, sexual harassment), **induction sessions for new students**, **posters, a WhatsApp platform** managed by students, **infographics and TikTok content**, and a **writing competition**, "Stop violence and sexual harassment on campus." As one female student of Polibatam said:

  > *"I am a member of the taskforce and we've had training in social inclusion and the needs of people with disability. We've been part of focus groups to identify risks and responses. We understand more now, how to respond and how to communicate these issues. There have been ten cases [of sexual harassment] reported since the taskforce was set up."*

- The facilitation of **partnerships between polytechnics and local organisations** that can support the institutions and students in their responses including with local government services, women's empowerment and child protection services, regional police and local NGOs.

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[27] 15 SOPs incorporated into Polibatam's ISO quality management system; 16 into PPNS' learning management system; 10 into Polimarin's; and 20 into Polimanado's.

- Contracting **SIGAB**[28], a local NGO, to deliver **disability awareness raising workshops** and to **support institutional self-assessments** for each of the four polytechnic partners. Polimarin, which is building a new campus, is now being designed with disability access in mind. SIGAB told the evaluation that the polytechnics all had a long way to go to be inclusive of people with disability but were now committed to improving accessibility:

  > *"We believe that all four have improved their commitment to inclusion and know of at least two that are now accepting students with disabilities in their programmes that they would previously have turned away."*

- Through their partnerships with **UK universities**, demonstrating to the polytechnics their inclusion practices, both in the way they mainstream equity in curriculum design and delivery, and in how they place students and their individual learning needs at the centre of their operations. The Study Tour greatly reinforced the lessons learned in these partnerships.

- **Establishing new "D2" study programmes** that provide pathways for marginalised students in vocational high schools (SMKs) to access higher level training at polytechnics (one in Polibatam in logistics and one in PPNS in welding in fabrication). The programme also supported the establishment of special preparatory classes for SMK graduates to facilitate their access of polytechnic training at PPNS.

- New which involved developing the capacity of Polimanado and Klabat University to train and to coach village enterprises in tourism product development, marketing, and financial management. **Support for women** in these disadvantaged communities was prioritised. [See **Box 5** – Case Study]

135. The programme's engagement with the maritime sector also brought equity issues into clearer focus. Visibility of previously excluded groups in the sector can force a change of attitude and culture though this will take time. By making maritime education more inclusive and centred on student needs, more women and people from diverse backgrounds will be encouraged to enrol. These people will enter the labour market better informed of their rights at work and to act as a force for change. To this end, polytechnics were supported to proactively identify opportunities to attract people with disabilities to enrol in their study programmes (e.g., Polimarin's Sea Transportation course in its Maritime Business Department). As an ILO representative said about people with disabilities in the Indonesian maritime sector:

    > *"A lot of the initial discussions on disability access elicited a 'catastrophising' response – people would talk about all the terrible things that might happen if people with disabilities were employed. We needed to improve their visibility in the sector, so to move the conversation forward, we worked with polytechnics to identify study programmes where enrolment of students with disabilities could be introduced, such as maritime business courses. This approach has helped introduce institutions to the range of reasonable adjustments that can be adopted more widely over time, and has given leaders the confidence to embrace the concept that polytechnics in Indonesia can become fully inclusive institutions for their communities."*

136. Because of resource constraints, the programme was unable to do as much as it hoped to directly promote equity within the sector, but its support for polytechnics' new Industry Advisory Bodies created a model for Sectoral Skills Councils that can lead broader sector-wide reform by developing an inclusive workforce development strategy[29]. For example, a SIGAB representative said that, following the programme's awareness raising activities, PPNS was working with its Industry Advisory Board to deliver a training of trainers course for industry on disability inclusion. Some other examples of programme activities and outputs in Indonesia which illustrates how Sector Skills Councils might do this include:

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[28] Sasana Inklusi and Gerakan Advokasi Difabel (Inclusion Centre and Disability Advocacy Movement)

[29] A representative of BAPPENAS (the Indonesian Ministry of National Development) told the evaluation that developing sectoral GEDSI policies would be part of the role of Sectoral Skills Councils.

- Research and publication of "**A handbook on Raising Awareness of Harassment, Violence and HIV AIDS Vulnerability among Women Seafarers and Women Working in the Maritime Sector**"[30].
- **Awareness raising** events such as a 2020 lecture at Polimarin to address gender biases in the maritime sector entitled "Women in Shipbuilding Industries – Why Not?" delivered by three female presenters with senior roles in the sector to over 100 students, teachers, and industry representatives.

137. At the national TVET systems level, the programme's work in Indonesia supporting the polytechnics to address sexual harassment and violence was especially timely as it coincided with the introduction of a **new Ministerial Regulation (30/2021)** on the Prevention and Handling of Sexual Harassment in Higher Education. This followed alarming reports about the high level of sexual violence in higher education in Indonesia. The situation was described by the Minister as a "critical emergency"[31].

138. The SOPs developed and integrated into the polytechnics' systems were ground-breaking and have created a **model for emulation** nationwide. The Ministry of Education told the evaluation that a dissemination event was held where the polytechnics shared their experiences and resources with other higher education institutions and that there was an expectation that they would follow their example.

139. The programme's work in this area was also effective in supporting Indonesian **institutions responsible for monitoring compliance** with the new regulation. The ILO explained that:

> *"The Inspectorate responsible for ensuring educational institutions comply with new government regulations relating to GEDSI were not well-equipped before the project to add this role to their traditional role. Most staff were from a financial or audit background. The Inspectorate was therefore very supportive of the role played by the project in defining new standards and processes in this area."*

140. To support other institutions to learn from the programme's work with the participating polytechnics, guidelines and a training manual to promote social inclusion and to prevent sexual violence in higher education were published by the programme in early 2023 – **"Mainstreaming Gender Equality, Disability and Social Inclusion (GEDSI) and Prevention and Handling Sexual Harassment in Vocational Education and Training Institutions".**

141. One vulnerable group in Indonesia that can experience sexual violence and harassment both in TVET institutions and in the workplace are members of the LGBTQI+ community. There is a clear need to do more work to address this issue, but it is a culturally sensitive topic in Indonesia and the Ministry of Education, Culture, Research and Technology (MoECRT) did not work extensively with the programme on it. For example, the Ministry decided not to add its logo to an ILO publication on sexual violence and harassment partly because it include the use of the term LGBTQI+.

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[30] https://www.ilo.org/jakarta/whatwedo/publications/WCMS_856094/lang--en/index.htm
[31] https://jakartaglobe.id/news/nadiem-makarim-sexual-violence-on-indonesian-campuses-is-a-critical-emergency

Box 5: Case Study 1 - Local Economic Development in North Sulawesi, Indonesia

North Sulawesi is the northernmost province of Indonesia, less developed economically than other parts of the country, and culturally quite different, having a majority Christian population. As well as supporting Polimanado as one of its four target polytechnics, SfP implemented a Local Economic Development (LED) initiative in this region which delivered livelihood and entrepreneurship skills training in disadvantaged coastal communities, especially for women.

The initiative aligned well with national development policies, especially in encouraging "Super Priority Tourism Destinations". This included support for "homestay" tourism in the targeted communities by building accommodation that adjoined family homes and could provide a source of income. SfP would support this by providing training and business support in four coastal communities - Budo, Tiwoho, Marinsow, and Pulisan.

Starting with community-based needs assessments, trainer training workshops, and, supported by a network of partners, including the University of Gloucester, INCREASE (Inclusive Creative Social Enterprise) and INDECON (Indonesia Ecotourism Network), trainers from Polimanado and the University of Klabat delivered a range of tailored training modules in-community. 451 beneficiaries (77 per cent women) were trained in tourism, small business operation, and financial management. Ongoing coaching and support were also provided to help incubate these embryonic businesses.

Results from this work have been impressive and have attracted the attention of Indonesian tourism authorities that want to replicate its success. An assessment conducted by the University of Klabat and the University of Gloucestershire found that, as a result of the training and support, 77 per cent of survey respondents had increased their monthly income, 40 per cent had started new businesses and 37 per cent had expanded and diversified their businesses.

Budo was the most advanced of the villages and, with support from the programme, was successful in a national competition which selected it as one of the top 50 villages in Indonesia for tourism. This has led to more support from corporate donors who have invested in additional community infrastructure and facilities to support further economic growth. The Chair of its village enterprise was invited to be a speaker at an ASEAN event and there is interest in the model at a regional level.

Interviews with stakeholders highlighted several success factors:

- It was important to invest time in analysing needs, developing relationships, and making a commitment to train and support the communities over a longer timeframe. Short term, fly-in fly-out training courses would not be effective and "one-size-fits all" approaches will not work .

- The training has to be interactive and fun – the University of Klabat said that they had to work hard to prove they were offering something different and useful. Communities had seen trainers come before who delivered dry and boring content in a lecture style.

- Support for village enterprises (or BUMDES), which act as service coordination point and change agents for tourism businesses in the community and can help create a small business ecosystem in each village, identifying business opportunities in the value chain and ensuring synergy.

- The choice of implementation partners is important. Ideally, training should be delivered by organisations that not only have the knowledge and technical skills to support the community's businesses but also the shared sense of vision about what can be achieved and a willingness to commit to long term support to achieve that vision. The University of Klabat was in this sense a perfect choice – it was committed to the vision and, as part of its community service obligation, would continue the work started by SfP with or without further support.

The success of the villages has transformed these communities and brought a sense of pride and optimism to its people. As one village elder said:
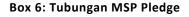
"The young people have new habits now. They take pride in the village and the environment and work to keep it clean. More want to work in the village enterprise and many work as volunteers to help it succeed."

The Philippines

142. Like in Indonesia, the programme's work in the Equity Pillar in The Philippines focused on both downstream and upstream results, but the intervention logic was quite different with an emphasis on improving access to TVET for disadvantaged groups and communities which had "fallen through the gaps" of the system in the past. To raise awareness of these gaps, identify existing good practices and strengthen coordination among TVET stakeholders, the programme ran a series of four sub-national workshops in 2021 to develop new approaches to making TVET more inclusive. These helped lay the groundwork for the pilot programmes implemented in three regions in The Visayas.

143. The pilots in these locations responded to several specific needs related to equity of access:

- **Getting access to training relevant to the economic development needs of disadvantaged communities**: The people of the **isolated community of Tubungan** needed training support to diversify their agricultural production to improve their livelihoods. The **indigenous community of Libacao** needed training to improve the quality of its abacá fibre, develop its capacity to grade and sort it, and improve their business management skills so that they could access higher prices and free themselves from the exploitation of brokers. **Women weavers in Basey** needed training to build on the region's established reputation as the centre of The Philippines' banig production (handwoven reed mats), to formalise skills development, grow the workforce and access new, high value markets.

Box 6: Tubungan MSP Pledge

- **Mobilising and coordinating regional stakeholders from public, private at NGO sectors to work together to support the development of local skills, employment and economies of these marginalized communities**: Following an established Local Economic Development (LED) approach[32] and building on earlier programme activities exploring models for implementation in The Philippines[33], the pilots sought to establish "inclusive multi-stakeholder partnerships" (**MSPs**) that could more effectively plan and implement area-based TVET and lifelong learning programmes that target vulnerable groups, including by providing services, expertise, funding or facilities that complement the training. Despite their late establishment, some of these have already had some positive effects. *Figure 1* shows a wall poster on display in the Tubungan municipal offices listing the pledges made by local stakeholders.

- **New TVET delivery methods were introduced** to encourage participation from these beneficiary communities, to enhance the effectiveness of training, and to improve the capacity of local TVET authorities to **cater for the needs of marginalised groups**. For example, some communities had relatively low levels of education and needed training methods and materials that were suitable for these groups. Even getting to these communities to conduct the training was sometimes difficult and TESDA became more attuned to the issue of how best to plan and deliver training for these groups.

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[32] For example, the German international development agency (GIZ) sees LED as "reducing local development gaps and recognising and exploiting the competitive advantages and growth potential available within a region (meaning a geographical, political, economic and/or administrative unit) by establishing systems for regional collaboration. This in turn will enhance local people's opportunities for income generation, employment and participation."
https://www.giz.de/expertise/downloads/giz2018-en-advisory%20service_LRED_Produkt003%20(1).pdf

[33] Including a "Study of Multi-Party Partnerships in TVET towards Social Equity in Workforce Inclusion and Poverty Reduction" and workshops in the pilot locations.

144. The pilot in the urban area of Cebu provided training in the construction sector and responded to critical local skills shortages in the sector. The industry has difficulties attracting workers – the implementing partner, the Cebu Contractors Association (CCA) said work in the sector was widely perceived as "dirty, dangerous and a dead end" – and attracting women was even harder. Training was provided in four skills areas – carpentry, reinforced steelwork, masonry and painting – and used an MSP to help source potential candidates, with 100 ultimately selected including 10 women. The the original intention was to access candidates from the "tri-city" region of metropolitan Cebu[34], but according to CCA over a third of the beneficiaries came instead from **disadvantaged, job-poor communities outside these cities** who commuted long distances to access the opportunity of training. TESDA indicated that the relevance of the pilots could have been further improved if the training could respond to industry's preference for multi-skilled employees and deliver multiple qualifications to the participants. This is something that might be considered in future intakes.

145. Apart from the pilots, there were other programme activities in the Philippines that were relevant to equity. Staff from national government agencies and from ILO constituents participated in **e-learning courses on social inclusion** that were run by the ILO's International Training Centre in Turin (ITCILO). Also, the Project Inclusion Network (PIN), an NGO with expertise in disability inclusion, was engaged by the programme to **assess the inclusiveness of national TVET systems** administered by TESDA. This resulted in technical inputs and recommendations for TESDA, and a **toolkit to help TVET teachers to adjust their lesson plans and pedagogy** (though a representative of PIN said that TESDA was yet to commit to its use). To continue this work, the programme facilitated an MoU between PIN and TESDA that extends collaboration between TESDA and PIN beyond the programme's end date.

> *"We found we must address many issues in this area including policy, infrastructure, and assessing accessibility and pedagogy. A study by PIN is underway and recommendations are expected. We always say we are socially inclusive but in reality in some cases we are not disability friendly."*
> *TESDA Official, Central Office*

Malaysia

146. As described earlier in the section on relevance, the programme initially struggled to get national stakeholders to recognise any equity deficits in the TVET system in Malaysia. The programme focused on demonstrating new approaches to inclusion through sub-national pilots in two disadvantaged Malaysian states, integrating GESI into sectoral skills strategies and action plans, illustrating career pathways for women and marginalised groups in these sectors via career progression maps, and promoting equity and access in TVET delivery through a "challenge call" for innovative approaches.

   ▪ In Sabah, working with Sabah Skills and Technology Centre (SSTC), **women, youth, indigenous community members and people from low-socio economic groups** participated in training models designed to demonstrate inclusiveness in the delivery of TVET. Through two pilots, 100 trainees received training in entrepreneurship and food industry technical skills including digital marketing, food preservation, processing and safety standards, sensor technologies and the application of the Internet of Things (IoT).

   ▪ In Kedah, working with Kedah Industrial Skills and Management Development Centre (KISMEC), the programme piloted an **apprenticeship model and a recognition of prior learning (RPL) model** in the construction and food-processing industries. KISMEC representatives told the evaluation that this was their first experience implementing a project with a gender-inclusive element and it had opened their eyes to the need for this:

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[34] Cebu, Mandaue and Lapu-Lapu

> *"We now see we need to be more active in this area – to give it much more attention and to do more awareness-raising. We were surprised by the interest shown by women in working in the construction sector. We thought they would only be interested in office-based roles, but some wanted to work on construction sites. One got her license in earthmoving equipment and continued to work while pregnant."*

- The pilot's work in supporting KISMEC to offer RPL to existing workers in the food and construction sector in Kedah was also relevant to the programme's equity goals. Not only did it enable **people who had developed their skills informally** to receive certification (and thereby **access to further training**) but it also proved to improve their labour market prospects, with several beneficiaries securing higher paid jobs with new employers.

- At the sectoral level, efforts to enhance TVET system relevance by improving sectoral engagement saw the programme work closely with the Master Builders Association of Malaysia (MBAM) and the Federation of Malaysian Manufacturers (FMM). **Sectoral skills strategies and action plans for sectoral skills bodies** were developed and these were reported to include gender and inclusion actions (they were still being finalised during the evaluation). MBAM was observed to have become more active in promoting diversity as a means of meeting skills shortages and labour needs[35]

- In the construction sector, "**GESI career progression maps**" were developed to illustrate **entry points and promotional pathways for women, youth and people with disabilities**. In the food processing sector, an innovative ten-day, **micro-credential programme** was developed in collaboration with FMM and the Department of Skills Development. Though time ran out to have this programme piloted as part of SfP, it was relevant to gender equity as the primary target beneficiaries are **existing women workers**. The training is in an area of high skills demand and is expected to increase their career mobility and pay.

- Lastly, as part of the ILO's "Skills Innovation Challenge Calls" initiative, the programme in Malaysia ran the "**GESI Challenge Call**" which called for innovative proposals from public and non-profit TVET institutions to develop and implement solutions that would promote gender equality and social inclusion in their training programmes and organisations. These would be supported financially by SfP. The projects were originally scheduled to be completed by February 2023, but, as of August 2023, none of the three winning entries had commenced due to a complication that required external funding of public TVET institutions to be approved by national cabinet. As at the time of writing, they seemed unlikely to proceed before the programme ended. This was a disappointing result, but the concept itself at least drew attention to the equity issue and the evaluation learned that there were discussions that the Ministry might in future run similar GESI Challenge Calls itself which would be an excellent result if it transpires[36].

- Building on these pilots and activities, and capturing their results for possible broader application, the programme was looking to finalise several instruction manuals, tool kits, and guidelines that would be part of the programme's legacy in promoting equity in the TVET system. These included **toolkits/instruction manuals for inclusiveness and future-readiness training** for vulnerable groups (based on the Sabah pilot), **toolkits/guidelines for RPL** for vulnerable groups (based on the Kedah pilot), and a "**GESI Mainstreaming in TVET Guide**". These were not available for review at the time of writing, and, from an effectiveness perspective, it was not yet clear if and how they would be endorsed or adopted by TVET authorities in Malaysia. More work might be needed by the ILO after the programme ends to promote the use of these resources.

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[35] See for example: https://www.thestar.com.my/news/nation/2022/06/09/building-sector-needs-diversity

[36] At the programme's closing seminar, a winner of the GESI Challenge Call made a presentation on its novel approach. Another also attended and shared details of its model through an exhibition booth. More broadly, the initiative generated interest in the issue – there were 13 applications from TVET institutions in total and all went through a rigorous application process. The initiative's townhall meeting and the workshop attracted 242 and 162 participants respectively from relevant government agencies.

Under the Quality Pillar, SfP improved the capacity of government, industry and training institutions to upgrade the design and delivery of training to meet international standards and current and future skill needs and established or improved systems for skills recognition and lifelong learning.

Overview

147. The attention given to the Quality Pillar of the programme varied across the three SfP countries. Indonesia and Malaysia focused on downstream quality improvements and worked directly with TVET providers (i.e., four polytechnics and a university in Indonesia and two regional skills centres in Malaysia). The Philippines worked more at the upstream level and placed less emphasis on the Quality Pillar compared with Equity and Relevance.

Indonesia

148. Considering the compressed timeframe and difficult operational circumstances SfP faced, the range of supports provided to the four participating polytechnics to improve the quality of their training was impressive. Through the programme, the polytechnics developed new training programmes; competency standards and assessment schemes; learnt from their UK partner institutions; developed new teaching and learning materials; introduced new teaching methods that used advanced technology; progressed towards international certification and registration; and upgraded the skills of teachers and polytechnic leaders. A fifth institution that joined the programme in 2021, the University of Klabat's Business School (UNKLAB), was also supported by the programme to improve the quality of its TVET offerings. Notable results included:

New study programmes and approaches to quality TVET delivery were introduced.

- **Polibatam** (maritime logistics): SfP supported the development of a new D4 study programme in Logistics International Trade (the first of its kind in Indonesia), 9 new or upgraded job profiles, 14 core training modules reflecting global good practice (including 14 handbooks, 28 videos and 108 case studies), 5 logistics competency assessment schemes, 8 apprenticeship competency standards, and a new D2 "fast track" logistics course to be delivered in partnership with vocational high schools (SMKs). Two specialist courses were also delivered in collaboration with Indonesian logistics industry associations. Polibatam was also supported to incorporate Project-based Learning as a new delivery method.

  > *The D2 will start later this year and has already attracted interest from outside Indonesia including Hungary and Czechia. There will be 60 students in the first intake. The involvement of the UK and the ILO in this project has given our programmes additional international credibility.*
  > *Management representative, Polibatam*

- **Polimarin** (seafarers): SfP supported the development of a new D4 Seafaring Engineering program, including 48 modules, 6 of which pioneered digitized content which can be accessed any time. Work-based learning was improved by adding additional content to the compulsory Ministry of Transport training log book and by increasing opportunities for students to learn at the docks and on ships. The programme also enhanced quality by supporting the development of a new learning management system for the institution.

- **PPNS** (shipbuilding): SfP supported the completion of a new D4 Shipbuilding study programme, developed an RPL instrument to enable existing workers' skills to be recognised, developed a D2 "fast track" fabrication and welding engineering course to be delivered in partnership with SMKs, and 8 "special classes" (including tailored lesson plans) for 200 SMK graduates. The programme also improved the quality of the logbook and assessment rubric for all PPNS internships/on-the-job training programmes. Technical assistance in the use of Virtual Reality and Augmented Reality as delivery methods were also supported.

> *"We had a logbook system in place but no real system to assess student performance. The project improved our assessment and the planning of training on-the-job so that industry would know what they needed to do."*
>
> *Management representative, PPNS*
>
> *"The new D2 program offers one year in industry and six months in the polytechnic and is an exciting development for industry. It links on and off-the-job training and will be updated every year to keep up with industry changes and new technology. We worked with SMKs and PPNS in developing this fast track programme. Also offers RPL to existing workers without qualifications helping them to get supervisor positions. It's good for them and good for industry."*
>
> *Industry representative, PPNS*

- **Polimanado** (coastal tourism): SfP supported the upgrade of a D3 Study Programme on Tourism to a D4 Study Programme on Global Tourism Management. The programme has also supported the movement away from examination-based assessment to continuous assessment which includes both technical skills and soft skills and the introduction of a new module development framework across all departments.

- **The University of Klabat** indicated that they had benefitted greatly from their relationship with the University of Gloucestershire and that they had introduced a new course on Destination Marketing that was the direct result of their collaboration. They indicated that the experiential learning methodology that they learned through the programme was now being applied throughout the university.

Vocational English language capability was developed, but to a lesser extent than planned.

- An important skill for work in the highly globalised maritime sector, the vocational English element of SfP in Indonesia was significantly reduced because of the budget cuts and shortened programme timeframe. Results were weaker as a result but there were some achievements. 45 lecturers and academic staff at **Polimarin were trained in English as a Medium of Instruction** (EMI) and this contributed to its gaining **accreditation as a Marlins assessment centre**, enabling it to provide internationally recognised English language certification for seafarers. PPNS translated its new D4 Shipbuilding course into English as a step towards **opening up to international classes and gaining international accreditation**. The UK Study Tour was also reported to have motivated lecturers to improve their English to teach international classes and to participate in international research and further study.

Polytechnic teachers and leaders improved their knowledge, skills and experience (including of international best practice via the UK partnerships).

- **Polibatam**'s teachers, most of whom had minimal logistics industry work experience and professional certifications, had their skills and qualifications upgraded – examples included completion of an international (Swiss) Higher Diploma in Supply Chain Management Certificate, training in training simulations (Warehouse Management and Transportation System Management), training to be licensed as competency assessors, and certification as customs brokers.

  City of Glasgow College faculty experts also conducted many capacity building and knowledge sharing events to benefit Polibatam's TVET delivery. These covered such topics as work-based learning, student project-based learning, the use of digital tools and techniques, career guidance, equity, diversity and inclusion, and building a centre of excellence. They also delivered 11 online lectures to students (demonstrating in the process their teaching approach) on contemporary logistics topics.

> *"Our backgrounds are not in logistics. The project enabled us to get professional certification in seven areas. This will be a lasting legacy of the project. We had no real practical understanding of logistics work before this. Now we understand and have links with the industry."*
>
> *Polibatam teacher*

- **Polimarin** teachers were similarly trained in a range of technical areas (e.g., hydraulics, pneumatics, AutoCAD) as well as International Maritime Organization accredited trainer training courses that enabled them to deliver classes for students at the higher certificate class III level.

  Solent University delivered training to 22 Polimarin lecturers on "Effective learning and teaching practices for maritime education and training" as well as four online lectures to students and staff on marine engineering, repair and maintenance management, maritime pollution, and maritime law.

- **PPNS** teachers participated in a workshop on the process for attaining membership of the Royal Institute for Naval Architecture and the Institute of Marine Engineering Science and Technology. There was also technical training on specialised shipbuilding topics.

  The University of Strathclyde provided training in Rhino 3D modelling software as well as guest lectures on "Fouling in the Marine Environment" and "Maritime Safety and Risks". It also provided training related to writing for international journals and ran a conference for students and staff on Shipbuilding and Ocean Technology.

- **Polimanado** was supported by the University of Gloucestershire through fortnightly meetings and workshops exploring such topics as "Challenge-based Curricula" and course and module development. The university also gave online guest lectures on UK tourism, Sustainable Tourism Management, Special Interest Tourism, Creative Experience Design and Destination Marketing. Support was also given for the polytechnic's research work especially as it related to teaching and community development.

  Teachers from both Polimanado and the **University of Klabat** were also given training to deliver the programme's local economic development support to coastal villages. This included both curriculum support (via adapted ILO global products in entrepreneurship and financial literacy) and training in participatory and experiential learning suitable for the target group. This support was especially effective for the University of Klabat which plans to maintain support to the communities as part of its community service obligation (see Impact).

The UK study tour exposed teachers and leaders to the quality TVET practices of world class maritime TVET institutions

- The UK study tour provided polytechnic staff with an opportunity to immerse themselves in the facilities and educational practices of world-leading universities in their fields. Lessons learned by participants were documented and are expected to guide institutional leadership and planning. All polytechnics reported that they had already initiated changes in their own institutions based on what they saw. In the Quality Pillar, these included:
  - Going beyond national competency standards to **reach international standards** that can drive global competitiveness - Polibatam, PPNS and Polimarin are taking steps in this direction.
  - Moving to truly **student-centred learning** where teachers facilitate the learning process. All polytechnics are now doing this and are using more project and team-based learning and moving away from teacher-centred approaches.
  - Expanding the opportunities for **work-based learning** such as apprenticeships, industrial attachments, and project-based field trips. Most polytechnics are now working with industry to improve the quality and quantity of work-based learning.
  - Integrating **technology** in the learning process – for example Polimanado copied what they saw at the University of Gloucestershire to improve internet access on campus and this changed how students engaged with the campus and with each other.
  - Supporting teachers to engage in **research which can improve engagement with industry** and create international partnerships. The Study Tour enhanced relationships between the institutions such as by identifying future opportunities for academic exchange programmes and research projects.

- o Enhancing **quality management** systems to ensure that programmes are assessed and continuously improved.
- o Supporting **continual professional development of teachers**. Previously, polytechnics often saw professional development as being about doing higher level degrees, but the Study Tour demonstrated the need for a broader development including short courses on the latest approaches, attending conferences, and gaining professional certification.

149. Upstream, some innovations supporting TVET quality that were developed by participating polytechnics have now been endorsed by industry and government and are being adopted by other TVET providers:

- Polibatam developed an innovative digital tool – "**MyInternship**" – to help build the quality of learning while students are engaged in work placements/apprenticeships. It enables a structured on-the-job training programme to be developed for each student and a mechanism for host employers to communicate with their teachers and provide feedback on off-the-job training needs. The evaluation learned that the Ministry of Education, Culture, Research and Technology (MoERCT) through the Director General of Vocational Education had issued a recommendation that all polytechnics should use the MyInternship platform. The evaluation was told that seven other universities and polytechnics had so far incorporated its use in their TVET delivery.

- Another Polibatam innovation, developed through the programme, was "**Talent Hub**", a platform to digitize the portfolios of Polibatam students and alumni to better connect them with employment, training and apprenticeship opportunities with employers. Like MyInternship, this model has been promoted for broader use across the Indonesian TVET sector.

- As part of the implementation of the Presidential Decree 68/2022 on TVET, improving the quality and usage of the country's **apprenticeship system** has been given a new impetus and innovations like these and the establishment of Sectoral Skills Councils (see below) may help drive more effective work-based learning in Indonesia. As a Ministry official told the evaluation:

"We need to look more at industry-based training where trainees get real world experience. In seafaring, this would be on ships. In Shipbuilding, they'd be involved in production. Revising out apprenticeship system is an element of this. We have the regulations in place, but the system here is still supplier-driven. But the institution-business ecosystem is not there yet to integrate on and off the job training."

Malaysia

150. The TVET quality improvements that the programme focused on in Malaysia related to "future readiness" of training design and national TVET strategy, including incorporating digital talent development, STEM and "Fourth Industrial Revolution" (IR4.0) skills, and improving opportunities within the TVET system for lifelong learning. The programme worked both downstream and upstream in the Quality Pillar, engaging with industry and different levels of the TVET system to develop capacity to incorporate STEM in TVET delivery, introducing a new micro-credential in the food processing sector, and supporting the country's digital talent development strategy and framework. Notable results included:

The programme helped Malaysia to integrate STEM into TVET curricula.

- See Case Study 2 below.

The programme created a new micro-credential for the food manufacturing sector.

- Micro-credentials allow accredited, long-form training programmes to be "unbundled" into shorter sequences of training that meet current skills needs, improve access for certain learners (including existing workers without current qualifications or people who need to re-skill) and create pathways to higher level qualifications. They are an important element of Malaysia's approach to lifelong learning. Within higher education, institutional guidelines are in place for

their design, delivery, and recognition[37], and, in 2022, Malaysia's Human Resource Development Corp (an agency of MOHR) announced a partnership with the MOHE to significantly expand the their availability[38].

- In late 2022, SfP entered a partnership with the Federation of Malaysian Manufacturers Institute (FFMI, the training arm of this industry association) to **develop and pilot a new micro-credential** in food processing based on a GESI career progression map that had been developed through the programme. This micro-credential is based on National Occupational Standards for "Sampling for Quality Control" and covers skills related to quality inspection and testing at every stage of production from raw materials to processing and packaging.

- At the time of the evaluation, the micro-credential had just been accredited and the pilot had not yet begun[39]. Training would initially be for existing female workers and would both **fill a skills shortage** in quality control in the sector and **provide a career advancement opportunity** for the trainees. As some smaller participating businesses do not have the necessary testing equipment, trainees would be issued with portable "lab kits" that the programme also helped to develop.

- Industry representatives saw enormous potential for micro-credentials to advance the programme's quality, equity and relevance goals. There was demand for this mode of TVET and, through industry's contributions to the HRD Fund, a sustainable mechanism to pay for it. FMMI now have plans to build on the programme's work to create micro-credentials for all 23 of its current certificate programmes. As an industry representative told the evaluation:

> *"The Skills for Prosperity programme has created a new skills pathway for the industry. Our micro-credential is unique. It has been developed by industry experts, offers a bridge to higher level qualifications, and can involve RPL. We will prepare a case study which we can use to promote the model to industry and to get government to build on what the project has done."*

- According to programme staff, Government stakeholders were also enthusiastic about the pilot and saw it as an opportunity to learn about the practicalities of implementing this mode of delivery. As an ILO representative said:

> *"We have the full support of DSD [Department of Skills Development] on this – they have been engaged from the start and see the pilot as a way of demonstrating to government the practical challenges in promoting micro-credentials and the required process changes."*

The programme helped Malaysia to develop a "roadmap" for digital talent development and to build the knowledge and capacity of TVET trainers and managers.

151. In a rapid response for assistance from the Secretary-General of MOHR, the programme developed a **"roadmap" for digital talent development** that would include actionable strategies to improve how skills training programmes develop digital talent. The Government of Malaysia has a strong policy focus on improving the digital skills of TVET trainers and trainees[40], but the TVET system has struggled to implement these policies. Supporting the TVET system in this important policy aligned with the "future readiness" goal of programme's work under the Quality Pillar, so the programme added this as an output in late 2022.

152. The roadmap itself was not due to be completed until the end of the programme and so the evaluation did not have the opportunity to review it, but the intention is to develop a strategy document that comprised both existing policies and programmes and new short, medium and long-term actions to enhance digital talent development. MOHR also plans to integrate the roadmap into its next strategic plan (2026-2030).

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[37] https://www2.mqa.gov.my/qad/v2/2020/GGP%20Micro-credentials%20August%202020.pdf

[38] https://www.ajobthing.com/resources/blog/hrd-corp-launches-first-micro-credential-initiative-in-malaysia

[39] It was scheduled to commence on 18 August 2023 and to last ten days.

[40] Including through the Twelfth Malaysian Plan, the Digital Economy Blueprint and the National Fourth Industrial Revolution (4IR) policy.

153. To complement this work, the programme built the capacity of the TVET system in other ways, including:

- A **national instructors' seminar** which included experts from the UK and Europe who shared international examples of digital competency development.
- A **knowledge sharing seminar** on digital technology use and skills need from the perspective of specific sectors.
- **Two e-learning courses on digital TVET** and sectoral approaches to digital skills development that were delivered by the ILO's International Training Centre.
- **A workshop** to provide inputs into the roadmap (conducted in May 2023).

The programme supported the development of a "National Skills Registry" by mapping Malaysia's occupational and skills frameworks.

154. The Twelfth Malaysia Plan included the development of a comprehensive national skills framework – the Malaysia National Skills Registry (MyNSR) – to act as a reference for occupational skills standards. This would assist in policy coordination and human capital planning by government, business and the general public. Although the agency responsible for this initiative, TalentCorp, had collaborated with The World Bank in the development of its Critical Occupations List (MyCOL), MyNSR would enable a "deeper dive" into skills shortages, rather than just occupations. After consultations with the ILO in Bangkok, an opportunity was identified to support MyNSR's development through SfP.

155. A **"stocktaking" activity** was designed that would map existing occupational and skills frameworks that aligned with the programme's original intent to support TVET quality through improved analysis of skills in demand. This would examine the similarities, differences, and relationships in the structures of these frameworks, and advantages and drawbacks of each for TVET and labour market practitioners. From this analysis, recommendations would be made on **framework and structure of MyNSR**, **strategies for collaboration** between government agencies that administer existing frameworks, and a **skills "taxonomy"** for analysis and decision making and skills planning. An international expert with experience in developing similar frameworks in the USA and Singapore was engaged to do this work.

156. As with some other programme activities in Malaysia, the stocktaking report was still in the final stages of completion during the evaluation. But discussions with TalentCorp suggested that it will make a valuable contribution to the realisation of an important part of TVET reform in the country. Given the fragmentation of the system in Malaysia, the **quality and consistency of TVET planning and delivery** can be improved by this effort to draw together the disparate sources of data collected by different agencies. Workshops had been run and these were described as being very helpful in "reconciling different schools of thought". As one official said:

> *"There are many definitions of skills here and the NSR will help harmonise and align these in a common framework. It covers current and emerging skills. After the ILO's work, we will engage one to one with these agencies to ensure they all align with the NSR."*

Box 7: Case Study 2 – STEM in TVET in Malaysia

Through such policy documents as the Malaysia Education Blueprint (2013-2025) and the 12th Malaysia Plan (2021-2025), the critical importance of STEM has been a national priority for some time. It is seen as part of the nation's approach to being "future ready" by preparing the workforce for the challenges posed by IR4.0. At the heart of STEM education is its emphasis on the development of critical thinking, problem solving, and teamwork skills. These skills cut across the labour force and need to be incorporated into TVET generally, not just, as is sometimes assumed, into training for science, technology and engineering jobs.

Working with the Universiti Malaya (UM) STEM Centre, the programme:

- Commissioned an international comparative analysis of the integration of STEM in TVET to inform decision making in the Malaysian context.

- Developed a model for integrating STEM into TVET in the construction and food processing sectors.

- Produced templates and worksheets to aid delivery in the two sectors covering such skills as numeracy, critical thinking and sense making.

- Trained 167 trainers in the delivery of this model, including 46 who would be involved in the delivery of pilots at the Ministry of Human Resources training centre, ILPKT in Terengganu, and at the Ministry of Youth and Sports training centre IKBN in Naka. Trainers from other training centres and ministries were also trained.

- Implemented pilots through the two training centres.

As an indicator of the effectiveness of these pilots in demonstrating practices that could be replicated and scaled up, the Centre for Instructor and Advanced Skill Training (CIAST), the institution responsible for training all trainers for the Malaysian Skills Certificate, approached the programme's implementing partner, UM, to use the pilot results to enhance its courses. Later, at the request of the DSD and MOHR, an additional pilot was organised in partnership with CIAST which would involve participants from a range of training institutions under different ministries.

There were two important factors that made the approach taken by the programme especially effective. First, engaging Universiti Malaya as its implementing partner, rather than an international expert, meant it could leverage its reputation as a pre-eminent local university and its deep understanding of the complex TVET landscape in Malaysia. Second, the programme worked within existing curriculum frameworks and focused on teacher training and the development of supporting tools and resources. This meant that the STEM approach could be quickly adopted and applied without complicated curricula reviews. As one person told the evaluation:

"We now have a whole group of STEM teaching tools which can be embedded in training regardless of the institutions, the ministries they report to, and whether they follow NOSS or MQF standards. The STEM capacity building workshops we have been running will take some time to formalise but the Ministry of Education is pursuing delivery not just in TVET but more broadly as well. The project has created a reference point for all the other ministries."

The Philippines

Activities under the Quality Pillar in The Philippines were reduced leading to fewer results

157. The key deliverables under this pillar related to capacity development of industry representatives and TESDA on training package design, improvements in the methodologies for developing competencies and occupational standards, enhancing the development of competency standards in the sub-national pilots, and activities related to the digitization of assessment and certification. Results identified by the evaluation include:

   ▪ At the TVET systems level, the programme supported systemic improvements in the methodologies used to develop competencies and occupational standards. This work included an international review of practices and policy options, with case studies drawn from Scotland, Singapore and New Zealand, as well as a national review of practices used in The Philippines. SfP staff reported that they had received feedback from the Qualifications and Standards Office (QSO) on the usefulness and timeliness of this work, especially in respect of TESDA's intention to improve industry engagement in the development of competency standards. Initial planning was reported by SfP staff to have begun for a knowledge exchange forum and workshop to support this engagement at a systemic level.

   ▪ Development of **new competency standards and curriculum** for the delivery of training for banig production in Basey in Region 8. Training in this traditional handicraft sector had relied on direct instruction on-the-job by experienced craftspeople. With the ageing of the workforce and the threat of their skills being lost, the programme started the process of developing a **quality, competency-based training system for the sector**. Although this sector is far from being the type of "Fourth Industrial Revolution" industry envisaged for the SfP programme's support, in this disadvantaged region it is viewed by local stakeholders as both a foundation for local livelihoods (especially for women) and as having potential to spur economic growth and employment creation.

   ▪ **Competency standards and training curricula** were developed for drying and dyeing the fibres used in production. The Multi-Stakeholder Partnership involved in overseeing the project mobilised support for this from the whole community, including technical assistance from the local university in the development of standards. After the programme ends, more competencies and training packages will be developed covering design, weaving, and packaging. Stakeholders indicated that, without the programme's support, this development work may never have happened. Similarly, for the pilot in Libacao, new competency standards were developed related to the grading and classification of abacá fibre.

   ▪ Broader systemic improvements in the methodologies for developing competencies and occupational standards and a review of existing standards were not achieved as envisaged in the original implementation plan. Similarly, while there were two knowledge-sharing workshops on the digitization of TVET assessment and certification delivered by international experts through ITCILO, the programme was unable to build on these. As a representative of TESDA Central Office explained:

   "There are challenges in digitising the TVET system - costs, training of trainers in the use of the technology, and general acceptance of technology-based assessment all need to be addressed. We need to engage industry, explore costs and the opportunity to use industry to use XR technology. It is unfortunate that this element of the project didn't go farther."

Under the Relevance Pillar, SfP-SEA strengthened the mechanisms used by TVET systems to align training with the current and future needs of industry and local labour markets.

Overview

158. Each country looked to strengthen TVET relevance in different ways. Indonesia worked on developing Industry Advisory Boards (IABs) that would guide the development and delivery of TVET curricula by the four participating polytechnics and would help build connections and programme collaborations with employers. This has helped lay the foundations for Sectoral Skills Councils (SSCs) that can allow industry to shape TVET policy and programmes nationally for the maritime sector. The Philippines sought to introduce a new approach to labour market information and analysis to improve TVET planning and delivery so that it would be more relevant to local skills needs. Working with two sectors, Malaysia focused on piloting industry led TVET models, engaging with industry and other stakeholders to develop sectoral skills strategies that anticipated future skills needs, and supporting policy reforms that strengthen institutional arrangements for industry engagement.

Indonesia

The role and capacity of the Industry Advisory Boards of most participating polytechnics were strengthened resulting in new initiatives that have improved the relevance of TVET delivery.

159. Most polytechnics welcomed the opportunity to improve their engagement with industry and to more actively involve representatives in the design of curricula that reflected current industry practice and skills needs. Building partnerships with more employers would also open up learning opportunities for both students and teachers. Some polytechnics were more advanced in this area than others but all made progress.

160. Teachers at **Polibatam** told the evaluation that the programme's work on strengthening its IAB began in early 2021 with the objective of better matching the polytechnic's logistics curriculum with current industry needs and practice. They also wanted to form partnerships that would enable better industry experiences for their students and would attract industry practitioners to deliver guest lectures. The IAB guided the development of the new D2 and D4 qualifications in logistics as well as the MyInternship and Talent Hub initiatives.

161. To formalise relationships, Memoranda of Agreement (MoA) were entered into with employers and with sub-sectoral associations. A MoA with the Customs Experts Association (ATAK) in 2022 led to collaboration on the delivery of five new training and certification programmes in customs-related skills. Similarly, a MoA with the Indonesian Logistics and Forwarders Association (ALFI) led to joint training and certification in logistics and supply chain-related jobs. In both cases, the partnerships also supported the programme's equity goal, with training targets including marginalised groups.

162. Polibatam's management said that the support provided through the programme to strengthen its links with industry, including the guidance they received from City of Glasgow College, was invaluable. They indicated that their previous contact with the logistics sector had been limited but had since greatly extended its network, including businesses operating outside Batam. More practitioners are now willing to be guest lecturers, and that the development of new D2 and D4 programmes have created the model for future development:

> *"We realise the critical role the Industry Advisory Board can play beyond the project and we need to maintain it. Any new programme needs to have the involvement of the Board from the beginning."*

163. **Polimarin** also saw its collaboration with industry strengthened through a new IAB. The polytechnic's previous interactions were informal and spasmodic, but, through the programme, a new board was created with members that could offer technical expertise across the different courses taught at the institution. During the programme, the IAB supported the development of the

D4 course, including job profiles, learning outcomes, curricula, lesson plans and teaching modules. It also advised on the improvement of apprenticeships, giving input on log book redesign.

164. Like Polibatam's, Polimarin's IAB will continue to operate beyond SfP. Staff showed the evaluation the IAB's formal charter, including a vision, mission and a detailed workplan that set out priority tasks in the short term and long term. When in the UK, they even took steps to recruit international representation on their IAB to improve the relevance of their training offerings to the global labour market.

165. In contrast, **Polimanado**'s progress in increasing the opportunity for industry to lead TVET design and delivery was less evident. While it indicated that it had complied with the programme's requirement to establish an IAB, its description of the IAB's role, membership and mode of operation suggested that it was a very loose arrangement with industry representatives occasionally called in individually to offer their opinion on new developments. As one informant indicated:

> *"When we finally met them, it was four people, including one recent graduate, a hotel manager and a dive school proprietor. This is not an IAB – it's a group of people having a chat. It is not a 'critical friend' that can help them review what they're doing from the industry point of view. They don't really have an IAB – it was a lot of bluster and they don't really understand the idea."*

166. While noting this lack of progress by Polimanado in some respects, several informants pointed out that the programme knew from the start that not all the participating polytechnics were equally advanced and that in some respects Polimanado had made admirable progress overall. As Indonesia's 2021 Annual Report said about developing IABs, "education institutions find this process very challenging as they do not necessarily have the skills or capacity to work with employers" and teaching staff can find the prospect of forming relationships with employers intimidating.

The programme's experience with IABs dovetailed with its upstream work in support of sectoral skills councils and planning for future skills needs.

167. Improving the relevance of Indonesia's TVET system through sectoral skills councils had long been a focus of the ILO, but progress had been slow. The major obstacles were not so much on the sectoral side but with government, which struggled to find a clear path for their establishment through the complex institutional landscape of TVET in Indonesia and because of a lack of know-how to create and support them. Presidential Decree 68/2022 on the revitalization of TVET created an imperative to overcome these obstacles and this perfectly positioned SfP to support these reforms.

168. SfP's work in supporting IABs at the polytechnic level proved to be very timely and interviews with senior government officials responsible for advancing the development of SSCs revealed that they were looking closely at what they could learn from the programme's experience in engaging with industry in this way. The fact that the priority sectors chosen for establishing SSCs were also the sectors covered by SfP (shipbuilding, logistics, seafaring, and tourism) was not a coincidence, according to the CTA. The practical experience gained through SfP in defining the function, structure, and support systems for such bodies were of particular interest to the ministries. They indicated that that the "collaborative structures for SSCs are not there" to implement the Presidential Decree's requirement that they are led by business not by the government. By looking at the project's experience, valuable lessons could be learned. As one senior official said:

> *"We can see the model in practice through the experience of the polytechnics. Batam has good industry influence over training in the logistics sector. PPNS does too [for the shipbuilding sector]. They are linking their processes to industry through the advisory boards and now better know their requirements and are adjusting their curricula. Using the project as a model, we can copy and proliferate this way of thinking. We now have a template."*

169. SfP also contributed to defining priorities for these SSCs when they are ultimately established and fully operational. By bringing all the major Maritime stakeholders together to participate in a STED analysis and planning process, the programme documented skills priorities at a sub-sectoral level and the results were reportedly already informing policy discussions. This four-day forum, involving 96 participants from industry, unions, training providers, and ten different ministries, helped build a common vision for meeting the sector's future skills needs. Many had never been in a multi-stakeholder sectoral forum like this before and it revealed the challenges the system faced in coordinating national efforts to improve the relevance of training delivery.

The Philippines

The programme introduced new approaches for collecting and using Labour Market Information to make TVET planning more relevant to local needs.

170. While the programme's work reported under the other pillars was also intended to improve the relevance of TVET by better aligning it with local needs, the main additional activities reported by The Philippines under the Relevance Pillar related to developing capacity to collect, analyse and use labour market information (LMI). Having strong local skills demand data is critical as planning in The Philippines can be skewed by the high demand from potential trainees looking for training that will enable them to secure work overseas. Without strong LMI, there is a risk that not enough training is delivered that is relevant to local labour market needs. A persistent jobs-skills mismatch in The Philippines has been attributed to this lack of quality LMI at the local level.

171. The programme addressed this need for better and more localised LMI by engaging an international consulting firm, Green Jobs and Sustainable Development International Centre (GJASD International) to analyse statistical systems and available data, to identify data that could be used, processed and interpreted, and to provide introductory training to TVET staff in the programme's three pilot regions in The Visayas. Based on this work, online workshops were also run that involved TESDA regional staff, TVET administrators, labour market statisticians, public employment service officers and industry representatives.

172. Representatives of GJASD told the evaluation that their **recommendations** would enhance the availability of relevant LMI for local use and, because the country's statistical system was quite strong, that this would not require a significant investment of resources. They indicated that key government officials were enthusiastic about these enhancements and were excited about the results generated by the pilots, but "that was as far as we got". They said that they had produced **a manual for implementing the new approach** and were ready to train staff in its use, but this did not proceed[41].

173. In its Annual Report for 2022, the programme reported that TESDA was looking to integrate the methodology into its data collection framework, but the evaluation's interviews with local staff responsible for labour market analysis suggested that there was a **need for continuing support before the capacity was available at the local level** to do this effectively. The local "Planning Focal Points" who would carry out this role have other roles and are not trained labour market economists. A specialist local role might be needed.

174. Upstream, at the TESDA Central Office level, senior staff told the evaluation that SfP had highlighted the need for more capacity building and systems development in LMI. As one said:

> *"In terms of local capabilities in the analysis of skills demand and supply, there was a clear need for development. The project has supported us to build capability, dive down to more granular information about occupations by modifying questions relating to TVET in the labour force survey. As a result of some gaps that were identified through the project this has influenced a current review."*

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[41] In contrast, using the approach developed in The Philippines, Armenia subsequently adopted the model and enjoyed good results that were shared as an innovative new approach at an international conference in Canada.

Results and activities reported under the Equity Pillar, including those related to lifelong learning and to Multi-Stakeholder Partnerships, also contributed to improved TVET relevance.

175.   The regional pilots in The Philippines were conceived as cutting across the SfP pillars – they were to promote inclusion of people who had difficulties accessing TVET (e.g., indigenous people, people in remote communities), to enhance quality (e.g., developing new standards), and to improve local relevance of TVET by engaging with Multi-Stakeholder Partnerships (MSPs), supporting lifelong learning opportunities, and making TVET delivery more learner-centred.

176.   Results discussed earlier under the Equity and Quality Pillars therefore blur to some extent with those of the Relevance Pillar but specific results reported include:

   ▪ A national review of lifelong learning practices and the delivery of seven knowledge-sharing and consultation workshops in the pilot regions. These helped in the design of the pilots and the formation of the MSPs which would oversee training development and ensure that the pilots remained relevant to both the industry and the specific learning needs of disadvantaged participants.

   ▪ Learner-centred approaches were incorporated into the programme pilots (e.g., using teaching materials and methods suitable for people with low levels of formal education and literacy). Training Guides and Student Workbooks were developed. Workshops on learner-centred approaches that could be applied more broadly in the TVET system (e.g., in school-based TVET programmes) were delivered in 2022[42] at the time of the evaluation.

   ▪ More broadly, capacity development of TVET trainers in learner-centred approaches was undertaken through a programme delivered by the Centre for Integrated STEM Education (CISTEM). This involved trainer training and the delivery of training for TVET trainers (including teachers delivering TVET in senior high school) and the review and development of teaching and assessment materials. According to CISTEM, institutionalization of learner-centred methods is progressing well in TESDA training centres but, within the school system, "there's more to do."

Malaysia

The programme brought stakeholders together to develop sectoral skills strategies, piloted new industry led training models, and laid the groundwork for improvements to TVET governance structures.

177.   The programme's efforts in Malaysia to strengthen the relevance of TVET exposed some differences in perspective on this issue between representatives of government and of industry. Industry expressed some frustration with what it sees as a continuation of a government led TVET system which focuses too much on "future skills" when there are pressing current skills shortages which they say need immediate attention. As one industry representative said:

> *"The way we are thinking and the way they're thinking are completely different. We're focusing on our needs now and there are huge challenges. They seem to have a mentality that everyone should have a degree. Perhaps they don't really understand TVET at all."*

178.   The programme's assumption that relevance would be improved by empowering industry to lead TVET delivery was questioned in Malaysia, even by the SfP programme team which noted in the 2022 Annual Report that:

> *"Although the government-led skills formation system may not fully meet industry skills needs, purely industry-led TVET may have a risk to focus only on immediate skills needs."*

179.   Malaysia does not yet have an industry engagement mechanism (like a Sectoral Skills Council) that can reconcile these different points of view systematically. In its absence, the programme leveraged

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[42] See for example: https://www.ilo.org/asia/media-centre/news/WCMS_857476/lang--en/index.htm <Accessed 16 November 2023>

its position (and the ILO's international experience) as an independent actor and brought the stakeholders together to consider the strategic issues and to find a way forward. It did this by first conducting a review of existing institutional mechanisms for industry engagement in TVET, and, to provide international comparisons, it also commissioned a report into the approaches used for industry engagement in TVET in other countries. It used the results of this work as a foundation for forming partnerships with MBAM and FMM that would initially focus on developing sectoral skills strategies.

180. With the construction sector, the programme brought 48 participants together from industry, government and TVET institutions for a two-day STED workshop to develop a sectoral skills strategy. Although not finalised at the time of the evaluation, this strategy would address both long-term and immediate sectoral skills needs.

181. The strategy also helped inform the design and conduct of two pilot quality apprenticeship programmes in the construction sector that were fully industry-led. Run from 22 June to 25 October 2022 and from 12 April to 15 August 2023, the apprenticeship pilots saw 42 trainees (including 7 females) participating in a programme designed by industry to meet an identified need for site safety supervisors. 28 companies operating at 33 worksites participated in the pilots. The model was designed in line with ILO Recommendation No. 208 on quality apprenticeships, including, for example, formal apprenticeship agreements (26 of the 28 employers entered into these for their apprentices), the involvement of a intermediaries (MBAM) in the coordination and monitoring of the training (including gender-specific monitoring and evaluation by the Women in Construction Industry Association), and the provision of flexible learning pathways and career guidance. Malaysia's Construction Industry Development Board (CIDB) provided a living allowance of MYR 1,000 per month to each apprentice. The involvement of MBAM also meant that there were good prospects for the continued implementation of the apprenticeship model.

182. With the food processing sector, the programme similarly sought to enhance the voice of industry in developing a skills strategy for the sector. Two STED workshops were run that brought industry and government stakeholders together to consider future growth drivers for the sector in terms of products, processes and technologies, current and future skills needs, and the roles played by TVET institutions in supplying skilled workers. There is now momentum for the development of a joint strategy, co-published by DSD and MoHR along with other partners, including an action plan for advancing the establishment of a sectoral skills body. The development of the new micro-credential for the sector was a practical demonstration of the type of industry-led TVET development approach that SfP has helped promote. The programme has since been accredited by DSD/MoHR.

183. Through the sub-national pilots in Kedah and Sabah, the value of industry engagement in the design and implementation of TVET was also advanced in Malaysia. Both KISMEC and SSTC already had in place strong local employer networks – as members of the Malaysia Federation of Skills Development Centres their charter is to respond directly to industry demand and use these networks to shape their training programmes. Representatives of KISMEC indicated that they aspired to build on its existing TVET network to create what would in effect be a state-level skills council (the Kedah TVET Council). With many government funded TVET initiatives developed without the involvement of industry, KISMEC sees potential for such a council to address this weakness and improve training quality. There is as yet no mechanism to connect such a state body with the national system, but SfP programme staff saw potential for this body to improve industry engagement. In the case of SSTC, its TVET Network had previously focused more on larger enterprises. As a result of SfP, it greatly enhanced its links with the large number of small and medium enterprises in the food industry and now better understands its specific training needs.

184. It was not clear to the evaluation whether these interventions by the programme were likely to lead to TVET system reforms. As with many of the programme's activities, the final products would only be completed at the very end of the programme. But it was effective in bringing the parties together to work on an important shared task, demonstrating through pilot programmes how industry

strategies can be quickly turned into action, presenting new options for governance arrangements, and building the capacity of two important industry associations to advocate themselves for greater involvement in TVET design and delivery.

Regional activities under the Relevance Pillar

185. The original programme document envisaged more region-wide activities to be conducted in support of SfP objectives related to enhancing skills systems in South-East Asia. These included knowledge-sharing events and active collaboration with the ASEAN TVET Council. Unfortunately, budget reductions and the need for the regional team to devote more time to overall programme management and liaison with the donor (see Paragraph 218) meant that less emphasis could be placed on these regional TVET initiatives.

186. Although the scope of planned region-wide activities under SfP-SEA was reduced when the programme budget was reduced. Some important regionally focused work was completed including a review of TVET financing mechanisms (see below) and a framework and toolkit to support countries to review their lifelong learning systems. Under the Relevance Pillar, three regional events were held:

   ▪ In September 2020, in conjunction with the Japan-funded InSIGHT-2 project, SfP-SEA ran a regional webinar that involved 247 participants from five ASEAN countries (including the SfP-SEA countries) on "Promoting industry-led skills and TVET systems in Asia: The Role of Sector Skills Councils". The UK model for sector skills councils was presented by one of the speakers.

   ▪ In May 2021, a regional webinar was run for representatives of government, employers' and workers' organizations, and educational and training institutions on "Making South-East Asia skills and TVET systems future ready: the role of skills anticipation systems in matching future skills needs in the labour market". Over 200 people participated in the event which involved speakers from the UK, the ILO and South Africa.

   ▪ In March 2022, a virtual, two-day South-East Asia Skills Forum was conducted which attracted over 400 participants from the region. The event highlighted the key challenges for skills development in ASEAN, and policy innovations needed for the development of effective skills and TVET systems. The UK Ambassador to ASEAN addressed the forum.

Even though the programme's activities under the Cost Effectiveness Pillar were reduced, some outcomes were achieved in demonstrating approaches to improving national TVET financing arrangements.

187. When the programme budget and timeline were reduced, all three SfP countries revised their implementation plans and cut planned activities under the Cost Effectiveness Pillar. Despite this, the evaluation found that there were some results:

   ▪ In 2021, a review was commissioned by the programme's regional team in Bangkok: *"Financing mechanisms for promoting social inclusion in skills and lifelong learning systems: Global overview of current practices and policy options."* This aimed to present policy options for ILO member states with focus on the three SfP countries in South-East Asia. Published in August 2023, this programme output is the first global study to analyse the effectiveness of existing financing instruments in improving social inclusion in TVET.

   ▪ The review was presented to all SfP-SEA countries. Parallel to its development, the international expert engaged to develop the review was also commissioned to look more closely at options for Indonesia by developing a "technical note" and running an "exploratory workshop" involving government and industry stakeholders. A senior official told the evaluation that, after Presidential Decree 68/2022 had given new impetus to the issue of TVET financing and this work had been very helpful in its examination of policy options for a "Skills Development Fund", something which had been on its development agenda since at least 2010, but with little progress made:

> *"We now have a general idea of what we need to reduce dependence on government funding and to raise private sector investment in TVET. We need more assistance for the next phase."*

- In The Philippines, the programme commissioned the Employers Confederation of the Philippines (ECOP) to conduct a review of international practice in TVET financing and options for implementation in The Philippines. At the time of the evaluation, this review was still being finalised. Discussions with ECOP suggest that it has increased its capacity to advocate for TVET financing reform, but its effectiveness as a policy document that can influence TVET system development is still unclear.

Box 8: Stakeholder views on programme effectiveness

"The collaboration with the UK universities showed the polytechnics how to link with industry and global institutions in the maritime sector. The polytechnics are **now looking more outwards and thinking globally**." – Indonesian Ministry of Education, Culture, Research and Technology

"During the study tour, they were initially thrown by the lack of automatic deference shown to teachers. They saw how we talk with students. Their teachers are **now moving from a traditional lecture style to more interactive teaching**." – University of Gloucestershire

"**Community members**, who had been to training before, expected to find it boring and were hesitant to come. They needed encouragement and only when they saw the training was fun and interactive did they **participate willingly**." – University of Klabat, Indonesia

"The mindset of the TVET trainers about some learners needed to change – the learners were smart, but not 'book smart'. As a sign of change, one of the pilots went beyond what we delivered. In Sabah, where literacy levels in one pilot were not high, the **trainers improved the presentation of the tools to better meet learner needs**, using templates with visuals and interactive elements." – Universiti of Malaya

"In promoting STEM in TVET, their initial reaction was 'why do we need this?' but after two and a half years of the project, **stakeholders are now actively seeking our support in implementing** it, not asking why they should." – Malaysia Programme Team

"It is **amazing how much has been achieved** given the pandemic, the review of project approach, the substantial budget cuts, and the need to develop relationships from scratch. The ILO has been amazing. I have nothing but praise for the ILO team here." – Donor representative, Malaysia

"The ILO project helped highlight the need for a development strategy for the abacá sector. Skills are just a part, but it helped make the change. **The Local Government Unit is driving this now** – perhaps supported by an ordinance which will provide resources for continuing training and proactively work on market development." – MSP Member, Region 6, The Philippines

"The project has **brought organisations together** through the MSP. We even have formal MoUs, acknowledged by organisation heads, to pool resources. The BANIG Association told them not to make promises they can't honour, but so far they have honoured everything. For example, we got the group together to develop a business plan for funding from DOLE funds and were successful in getting a 6 million peso grant." – TESDA Regional Office, Region 8, The Philippines

"The report on TVET financing will enable us to **provide quality inputs into pending legislation** in the Philippines. We participate actively in hearings in the House of Representatives and in the Senate on these matters." – Employers representative, The Philippines

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Efficiency

Time efficiency: The programme squeezed a lot into its reduced timeframe but, in some cases, there was not enough time left to guarantee the effectiveness, impact and sustainability of activities and results.

188. SfP was conceived as a programme that would last four years, a timeframe that would enable downstream pilot programmes and other programme tools and knowledge products to be designed, implemented, reviewed and their results disseminated. There would be more time to promote the benefits of new approaches and new ways of thinking and to advocate reform. As detailed earlier in the section on relevance, the reality of the programme was very different. SfP had to be squeezed into a two-and-a-half-year timeframe and had to cope with constant uncertainty and change – the COVID-19 pandemic, with its prolonged and recurring lockdowns, difficulties in engaging key stakeholders during this time, changes in the programme's budget, scope and emphasis, and ongoing uncertainty about early termination that affected long-term planning.

189. In some cases, this meant that some key activities only commenced in the final months of the programme and were scheduled to be completed with just weeks remaining until the programme closed. This left little time to document and present results and to work with stakeholders to support the broader application of the practices and processes that had been demonstrated or to disseminate and build on the programme's results. Some of the outputs produced will hopefully stand on their own and be carried forward by institutional partners that were involved in their implementation. But a longer period of advocacy and technical support from the SfP team itself would have improved programme outcomes. In The Philippines, the Country Director was concerned that time was running out to document the good work done by the project so that it could be used to influence TVET policy:

> *"To me, none of the project outputs are yet in a form that can be presented to the TESDA board to influence policy. The project is still working on these and I'd be happy if we get even half of them done by the project's end."*

190. Due in part to an initial project design which focused on activities delivered through and with the four polytechnics, Indonesia seems to have gained momentum more quickly. Although it too experienced delays and cut some planned activities (e.g., English language training, work on apprenticeships), it completed much of its downstream capacity development work well in advance of project closure. This left it enough time to use these downstream results to support upstream policy work, especially over the last six months of the programme. The evaluation found that senior Indonesian officials who had been closely engaging with the SfP team in this period recognised the relevance of programme results to the policy reform agenda set by Presidential Decree 68/2022. This was in part a happy accident given the timing of the decree, but the programme was well positioned to capitalise on the opportunity and, crucially, it had enough time to do so. As a senior ILO representative said:

> *"I am amazed by the policy level outcomes achieved over the last six months. None of this happens automatically. The office wants to make a difference at the policy level, and we've been able to use the project to sensitise the stakeholders to the issues."*

191. In the Philippines, the pilot training programmes did not start until the end of 2022 and, in one case, not until April 2023. There were lengthy delays in selecting the pilot locations and sectors and some people consulted in the evaluation questioned whether the ILO could have done more to expedite their design and implementation. Ensuring ownership of the pilots by TESDA was, of course, an important priority, but, with time running out, there came a point where the ILO should perhaps have asserted its technical leadership role more strongly. Had the programme not received an extension, it could have resulted in this key element of the programme not being implemented at

all. ILO regional management said that they had been alarmed by the apparent lack of progress in The Philippines months out from the planned programme's end. Ultimately, an extension was granted which allowed the pilots to be run and gave TESDA a model to apply in the future. But it was an uncomfortably close call. As a donor representative in Manila put it:

> *"We were lucky we got an extension – without it, virtually no results would have been achieved."*

192. The Philippines ran into a similar time management issue with the report it commissioned on TVET financing. The Employers Confederation of the Philippines (ECOP) submitted a draft report on 5 December 2022 but there were delays in providing feedback that outlined the changes required to finalise the document. Ultimately, a hurried re-write was required when the programme's end date just weeks away. The report might ultimately prove to be a useful tool to advance policy discussion on TVET financing (especially by ECOP itself), but the delay in its finalisation robbed the programme of an opportunity to use it as an advocacy tool itself.

193. In Malaysia, the sub-national training pilots were conducted in 2021 and 2022. This allowed more time to document and disseminate their results, though the implementation partners were still finalising documentation at the time of the evaluation. SfP's work in supporting STEM delivery seems already to have begun to flow through the TVET system and there are signs that SfP has had enough time to create momentum in this area (e.g., agencies were reported to be approaching the programme's implementation partner to build on the work done so far). But other important programme elements – such as the food processing sector's micro-credential pilot and some reports – would only be delivered in the final few weeks of the programme. As with STEM, implementation partners might take them forward, but it would have been preferable to have enough time for SfP to support this process. If possible, the ILO should follow up these initiatives itself. Similarly, the programme's important work in strengthening industry leadership of TVET also needs more time and follow-up support from the ILO.

Resource efficiency: Although programme resources were reduced, SfP-SEA found ways to adapt. Most outputs were delivered, but on a smaller scale. At the TVET systems level, there was good progress towards achieving the intended outcomes.

194. As detailed in the section on effectiveness, planned outputs needed to be revised in line with budget cuts, but the programme was very productive overall and delivered many activities across the SfP Pillars. In terms of funding allocated to specific activities related to the programme pillars, relative expenditure across the three pillars differed across the three countries (e.g., The Philippines spent 56 per cent of funds on the Relevance Pillar while Indonesia spent 25 per cent.)

195. **Table 1** sets out the actual expenditure (including unliquidated or committed funds) by pillar in the three countries as of 30 June 2022 and summarises the key outputs and outcomes. These figures do not include project staff and management costs including staff salaries and travel and administrative costs[43].

196. In terms of **expenditure against budget for Pillar activities**, as of 30 June 2023:

    ▪ Indonesia's budget for Pillar activities was £1.78 million. At project completion, Indonesia had an overall expenditure rate of 97 per cent of budget. This same rate applied for each pillar.

    ▪ The Philippines' budget for Pillar activities was £1.07 million. With three months remaining of implementation, The Philippines was tracking towards an expenditure rate of 88 per cent. Overall, 26 per cent of funds were unliquidated at this point, though unliquidated funds under the Equity Pillar were higher at 43 per cent.

    ▪ Malaysia's budget for Pillar activities was £1.27 million. Also with three months remaining, Malaysia was tracking towards an expenditure rate of 91 per cent, but unliquidated funds at this point were a 56 per cent overall and 61 per cent and 66 per cent respectively for the Quality and Relevance figures. The programme team was confident that the majority of these unliquidated funds would be spent by the end of the programme.

197. The **donor required that funds be fully liquidated** before additional payment tranches were paid. The ILO was unaccustomed to working in this way and was placed in the difficult situation of being only able to enter into short term agreements with implementation partners. This was administratively more time consuming and less efficient from a programme management perspective, with activities needing to be segmented in self-contained parcels of work. The programme adapted to this donor requirement, but it affected efficiency. As one ILO representative said:

    "In a project of this nature, with multiple activities planned, contracted and delivered across different, non-sequential timelines, and involving different payment milestones, it became very difficult for the ILO to sensibly manage its cashflow."

198. **Programme staff costs** (including salaries, travel, and monitoring and evaluation) were reported separately to expenditure on the pillars and represented a significant proportion of overall delivery costs (e.g., 42 per cent of the total programme budget in Indonesia and 51 per cent in The Philippines). While no data were available to the evaluation on staff utilization by programme outputs or pillar, these costs were crucial to the achievement of project outputs and outcomes, with staff involved in negotiating with and supporting implementation partners, engaging with stakeholders at the policy level, and ensuring the programme's reporting requirements (which were quite time-consuming) were met. The evaluation found that staffing was sufficient to perform these tasks though it should be noted that its cost-effectiveness was diminished during periods when implementation was slowed by COVID lockdowns.

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[43] Note that Philippines and Malaysia had four more months to run at this point and that the allocation of activities to pillars was not always clearcut.

199. The evaluation's Terms of Reference required it to assess the adequacy of funds to deliver "planned outputs and outcomes", but given the many changes, cuts and additions to these plans over the programme's life, such an assessment is not straightforward. The task is complicated further by the fact that, in the face of budget cuts, implementation partners and the ILO sometimes used their own funding to fill gaps. For example, in Indonesia, polytechnics reported that they used their own budgets to ensure activities continued. As a representative of PPNS said:

> *"Rather than cancel some planned activities we combined project funds with our own budget to continue these. But overall the quantity of outputs was reduced. The extra UK dollars would have made them more comprehensive."*

200. Similarly, the ILO in Indonesia indicated that it sometimes found funds to compensate for the cuts and to smooth relationships with partners that were on the verge of withdrawing because of these. Though outside the ILO's control, it risked reputational damage when funding agreements had to be changed. Some implementation partners were said to have repeatedly referred to the budget cuts by saying "the ILO took the money away".

201. Sometimes, the ILO's efforts in Indonesia to fill budget gaps proved to be ultimately futile. In the important area of English language development, where baseline data showed that 60 per cent of teachers and students did not have the required English skills for maritime work, the ILO worked with the British Embassy in Jakarta which contributed an additional £100,000. The ILO ran an accelerated procurement process and ran the training. But then donor representatives in London, learning that these additional UK funds had been received, withdrew a corresponding amount from the SfP budget. On another occasion, the programme identified a potential source of funds from the British Council for English language development and, although the ILO itself could not access these funds, the programme alerted its UK partners. City of Glasgow College received £50,000 from this fund.

Box 9: Expenditure by SfP Pillar – Summary of Outputs and Outcomes

Country	Pillar	Expenditure* (UK £)	%	Key Outputs	Key Outcomes
Indonesia	Equity	£ 530,684	31%	Polytechnics' SOPs, awareness-raising activities, local service partnerships, disability assessments, D2 study programmes, local economic development pilots, GEDSI guidelines & training manuals.	Improved institutions' gender and inclusion practices, introduced guidelines for broader TVET system implementation, introduced new approach for local economic development of coastal communities
	Quality	£ 760,267	44%	D4 study programmes, modules, assessment schemes, apprenticeship enhancements/tools, maritime English (limited), teacher training/accreditation, training from/study tour of UK universities, international maritime links made.	Improved teachers skills/knowledge, introduced new courses & teaching practices, exposure to international good practices leading to better planning and delivery
	Relevance	£ 435,257	25%	IABs established/enhanced, cooperation agreements with employers & sub-sectoral associations, Sectoral Skills Council supported, STED analysis & planning for maritime sector skills strategy	Improved engagement with industry & relevance of training, developed sectoral skills strategy
	Cost effectiveness	£ 0	0%	Technical note and stakeholder workshop on TVET financing	Influenced policy development on TVET financing
	TOTAL	**£ 1,726,208**	**100%**		
Philippines	Equity	£ 228,477	24%	Pilots on disadvantaged community access to TVET, Multi-Stakeholder Partnerships, new TVET delivery models, women in construction pilots, disability assessments, disability toolkit for TVET teachers	Improved TVET access for disadvantaged communities/groups using local partnerships, improved sectoral gender & inclusion practices, improved understanding of inclusion issues/barriers
	Quality	£ 158,970	17%	New competency standards and curriculum for banig in Region 8.	Developed sector standards/curriculum in a disadvantaged region
	Relevance	£ 533,847	56%	LMI systems enhancements and capacity building, manual for implementing the new LMI methodology, MSPs established as mechanism for ensuring local relevance	Developed & piloted model for improved LMI supporting local TVET planning
	Cost effectiveness	£ 24,197	3%	Report by ECOP on TVET financing models and options	Improved constituent knowledge & capacity
	TOTAL	**£ 945,491**	**100%**		
Malaysia	Equity	£ 328,612	29%	Pilots improving disadvantaged communities' access to TVET, apprenticeships & RPL, gender actions in sectoral skills strategies, GESI sectoral career progression maps, Challenge Call, guidelines & training manual	Improved awareness of the need for action on inclusion in TVET, demonstrated new delivery modes for inclusion in disadvantaged regions, new sectoral RPL & apprenticeship processes & mapped career paths to promote inclusion
	Quality	£ 367,638	32%	Model integrating STEM in TVET, trainer training/pilots in STEM, micro-credential in Food Processing sector, roadmap for digital talent development and capacity building, support for National Skills Registry.	Integrated STEM curricula/teaching in TVET, established micro-credential in food sector, improved national digital talent development, helped establish National Skills Registry
	Relevance	£ 456,327	40%	STED analysis and planning for construction and food processing sector skills strategies, support and awareness raising for development of sectoral skills councils, report on international models for industry engagement in TVET	Promoted industry role in TVET system governance, facilitated stakeholder cooperation in developing sectoral skills strategies.
	TOTAL	**£ 1,152,577**	**100%**		

** Includes actual expenditure to 30 June 2022 plus unliquidated commitments. **Excludes project management/staff and other costs**.*

202. The **needs of women** were a strong focus of the programme under the Equity Pillar, and around 30 per cent of financial resources were dedicated to achieve results in this area. Indonesia's work in supporting polytechnics to be more gender inclusive and support for the economic empowerment of women in coastal communities were highlights that have created models for broader replication. The Philippines work in disadvantaged and indigenous communities had a similarly strong gender element. Malaysia's pilot programmes allowed the skills of women to be recognised and opened up further training pathways, including through micro-credentials that the programme pioneered in the food processing sector. Gender inclusion was also embedded in programme investments in the Quality and Relevance Pillars.

203. No end-of-programme data on the agreed **value-for-money** indicators were yet available at the time of the evaluation. In any case, these indicators were focused on downstream training delivery (e.g., "unit cost per trainee per day of training", "average unit cost per technical assistance intervention") and did not assign a value to the programme's work improving the equity, quality, and relevance of TVET systems and institutions (as opposed to delivering results for individual beneficiaries). These reforms potentially have great value but cannot yet be quantified. The programme collected baseline data and, given that SfP-SEA was an important strategic partnership for the ILO, a follow up study should be conducted (in, say, 2025) by the ILO itself and the results shared with the donor.

204. In summary, based on the qualitative and quantitative data collected, and considering the many challenges the programme faced, the evaluation's assessment is that SfP-SEA made efficient use of the funds available. It delivered many of the original planned outputs, though on a smaller scale, and, where it could not, made appropriate changes to these planned outputs in response to new constraints, opportunities and stakeholder needs. That said, too much had to be squeezed into the last year of programme implementation leading to high proportion of budget remaining unspent until the final stages of the programme. The donor's agreement to give the programme a "no cost extension" proved to be crucial for the programme in The Philippines and Malaysia where key outcomes might not have been achieved with it.

205. At the outcome level, programme funding has contributed to improvements in TVET equity, quality and relevance in each of the three countries at both the institutional and systems level – see **Impact** below. Of course, much work still needs to be done – a two-and-a-half-year programme cannot be expected to change the world. As one ILO representative said:

> *"Yes, maybe we didn't have enough time to achieve systemic change. But we urged the teams to do as much as they could to connect the programme's work to national TVET plans where there would be a clear commitment to continue it."*

Key working relationships were sometimes challenging and awkward, affecting the efficiency of programme administration and decision making. Communication was sometimes poor leading to misunderstanding and tensions, especially in the early stages of the programme.

Working relationships and communication with donor representatives

206. It was clear from interviews with both the programme teams and donor representatives that communication and reporting were not as efficient and effective as they could have been. Because of the global nature of SfP, the FCDO contracted a third party, referred to as The Hub, which was intended both to provide technical support to participating countries and to oversee monitoring and reporting.

207. Arrangements were different in the case of the SfP-SEA. While SfP was delivered by NGOs in all other participating countries, SfP-SEA (and SfP Egypt) were the only countries where a UN agency, the ILO, was the implementing partner. Because of the ILO's own technical backstopping capability in both its Decent Work Country Team in Bangkok and its staff in Geneva HQ, a decision was made to reduce the role of The Hub in providing SfP-SEA technical support. This meant that it focused almost exclusively on monitoring and reporting. As the UK's April 2020 Review of SfP explained:

> *"Mirroring broader programme structures, the ILO also proposed a 'hub and spoke' model, drawing on their established regional operational headquarters in Thailand and technical specialists in Geneva. In practice, the ILO recognises the need to deconflict from wider support procured from the Hub and potential duplications in functions."*

208. FCDO officials in the British Embassies in Jakarta and Manila and in the British High Commission in Kuala Lumpur strongly reinforced this arrangement instructing that there should be no direct dialogue between the ILO SfP country teams and The Hub. These instructions made it clear that FCDO programme managers in each country would be responsible for engaging with The Hub and that the ILO would only participate in online meetings with The Hub if FCDO programme managers were present and had initiated the meetings. As a result, for most of the programme's life, in line with FCDO instructions, The Hub mainly interacted with the SfP-SEA through its regional coordination unit in Bangkok.

209. Staff in the country teams told the evaluation that they were unclear about the role The Hub was meant to be playing and that they were often frustrated with what they perceived to be an onerous quarterly reporting system and frequent additional information requests "from London" (via the SfP Programme Managers) that required them to "drop everything and get us the information *now*".

210. This lack of direct communication with country programme teams also frustrated The Hub. The evaluation found that the quarterly and annual reports from some countries were not easy to understand and this might have created a negative impression of the actual progress being made[44]. The regional team did an excellent job in shielding the countries from the difficult discussions about programme cuts and the like, but more open and direct communication between The Hub and the SfP country teams might have helped both sides understand each other. In other SfP countries, The Hub was seen to have played a very supportive role in implementation and in resolving problems. While local embassy-based staff were generally seen as helpful, in the SfP-SEA countries, The Hub was seen as just creating more work for them to do. One CTA saw this work as having "a peculiar focus on little things measured too frequently".

211. Quite late in the programme, these walls came down when FCDO allowed more direct interaction between The Hub and the SfP-SEA countries. Unable to get from programme reports a clear picture of progress in some countries, representatives of The Hub and FCDO conducted site visits in June

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[44] The evaluation was told that the ILO was instructed to submit all reports to the FCDO Programme Managers for review and that they would then forward these to The Hub. Only in early 2023 did the ILO start to submit reports directly to The Hub.

2023. Progress in The Philippines had been a particular concern for them but face-to-face interaction with programme staff and with beneficiaries in the field gave them a much more favourable view:

> *"We came away from The Philippines with a completely different picture. Their pilots started only at the end of 2022 but they've done a huge amount since. You only know the difference the programme is making after you visit. It also showed the value of personal contact. We've had a good relationship since. It's much more collegiate."*

212. While the involvement of an intermediary entity like The Hub may have been an unusual situation for the ILO, the parties should have found a way to involve it more directly so that it could better understand the operational challenges the country teams faced.

Working relationships and communication within the programme teams

213. Working relationships and communication within the programme teams were generally good. Programme managers and national staff were all skilled and knowledgeable, worked well in their teams, and were highly respected and appreciated by stakeholders and implementing partners.

214. Some issues were raised in The Philippines, however. The CTA was unfortunately unable to take up his post in-country for the entire period of SfP and instead worked remotely from Geneva. This arrangement was less than an ideal and meant that he was less able to work directly with stakeholders and to personally lead the programme day-to-day. The Philippines Country Director said that a higher-level position (P5) had been created for this CTA role as there was an expectation that the person would be able to bring high level policy knowledge and ideas to discussions.

215. As a result, under the CTA's remote supervision, the National Officers employed by the programme were empowered to do a lot more than would be usually expected. They were universally praised by stakeholders as being effective in these roles but did not have the breadth of international experience and expertise of the CTA. Concerns were expressed by the donor about the viability of this arrangement. As a representative of the UK Embassy said, "in The Philippines culture, it's important to be here."

216. Tensions grew as a result and the evaluation was told that the working relationship between key ILO staff and the CTA became very strained. Some differences of opinion emerged which influenced the efficiency of programme delivery (e.g., on the acceptability of the ECOP draft report on TVET financing and on the process to develop regional lifelong learning pilots). Worryingly, there were reports that these strained relationships sometimes erupted in open conflict and public criticisms of the way the programme was being run.

217. It is not within the Terms of Reference of this evaluation to delve into such management and personnel issues. But from a project management perspective, there was a need for a mechanism to resolve conflicts and differences of opinion on implementation without risking reputational damage by publicly airing the ILO's "dirty laundry". Many ILO development cooperation projects have a Steering Committee, and this could have been established to guide programme implementation at a country level[45].

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[45] The evaluation learned that early in the programme's implementation, on 26 August 2020, a letter from DFID seemed to discourage "in country advisory committees" from engaging in project management with such committees only to be used for stakeholder engagement. Even so, some kind of internal ILO management committee, involving the Country Director, the CTA, the regional programme coordinator and, perhaps the Regional Director, could have helped resolve some of the issues that emerged.

The SfP regional Team performed a role different from what was originally envisaged, but added value to the work of each country teams

218. As mentioned earlier (see Paragraph 185), the regional component of the programme was originally intended to play a more operational role in advancing SfP objectives at a regional level across South-East Asia, but budget reductions and changed management arrangements meant that this role was reduced. Some of this regional work continued, but much more emphasis was given to liaising and negotiating with donor representatives (FCDO and The Hub) as the programme evolved, and providing technical support to country-level activities. This role was described by some country teams as very helpful, both in terms of the technical support provided and in reducing what they perceived to be an already burdensome administrative and reporting arrangement. Donor representatives also indicated that they valued the work performed by the regional team in what was sometimes a high-pressure situation.

219. Specific support provided by the regional team included:

   • Technical and programmatic advice on the design and delivery of planned activities at the country-level (e.g., reviewing and providing inputs on consultants' Terms of Reference, developing concepts notes, and reviewing programme deliverables).

   • Capacity development of ILO staff and downstream partners on monitoring and evaluation requirements, including technical guidance on development of monitoring tools, survey instruments, and data collection and analysis plans.

   • Programme communication support, including assistance in the development and dissemination of all communications-related products.

   • Financial management, including assistance on budget planning and monitoring, and evaluation and reporting of programme's financial performance.

   • Procurement, including assistance in the assessment of proposals submitted by suppliers, consultants and local partners and optimization of procurement processes in line with the ILO procurement policy and procedures.

Impact and sustainability

Considering the relatively short duration of the programme, the impact and sustainability of its results were good at the TVET systems level.

Overview

220. Despite its reduced timeframe, SfP-SEA has good impact orientation and is positioned to make a lasting difference to the institutions and TVET systems it endeavoured to support. Reform takes time and although there are many focus areas of the programme where much work still needs to be done, it has left an important legacy. The programme has also made contributions to each country's Decent Work Country Programme (DWCP).

Impact and sustainability at the country level

221. At the country level, the programme's interventions in building **institutional capacity**, developing and demonstrating **new TVET delivery approaches**, improving **engagement with industry**, enhancing **labour market information** and skills analysis for **TVET planning**, building TVET **delivery partnerships**, and improving **TVET inclusiveness** all had direct positive effects to varying degrees. Though additional technical and development cooperation support will be needed to fully realise the benefits of some of the work started by SfP, many of the changes introduced are sustainable.

222. The direct targets of these interventions were TVET institutions and stakeholders, including training providers, government agencies involved in planning and administering TVET delivery, and industry organisations representing the needs of employers. At this stage, **impacts from these interventions are restricted to the TVET system level**. Ultimately, systemic improvements to the equity, quality, relevance, and cost effectiveness of TVET would be expected to have **impacts for the systems' users** – including trainees, (i.e., on their access to the system, their skill levels, lifelong learning opportunities, employability, and incomes), employers (i.e., on their capacity to employ a skilled, adaptable and productive workforce), and on the economy (i.e., on its competitiveness, diversification and growth potential, productivity, and employment rate). Other than some encouraging early signs from the pilots (e.g., growth in income from the local economic development pilots in Indonesia) this type of impact data is not yet available.

223. The programme's impacts have contributed to the achievement of outcomes agreed in each country's Decent Work Country Programme (DWCP). These documents align with national development targets and with the United Nations Sustainable Development Cooperation Framework (UNSDCF). Key contributions to the DWCPs include:

   ▪ Indonesia: Skills development programme and policy (Priority 2, Outcome 1) – Impact on enhancing inclusiveness (addressing gender gaps and the urban-rural divide), demand-relevance, industry-TVET partnerships, and quality; Promotion of sustainable enterprises (Priority 2, Outcome 2) – Impact on diffusing sustainable good business practices and improving access of MSMEs to resources and service.

   ▪ The Philippines: Men and women (especially youth and marginalized) acquire appropriate competencies (Priority 1, Outcome 1.1) – Impact on TVET access in disadvantaged and remote communities, including for women and indigenous people and improved capacity of labour market institutions to develop human resources, including through labour market information systems.

   ▪ Malaysia: Strengthening national capacities to meet the needs of current and future work (Priority 2, Outcomes 2.1-2.3) – Impact on inclusive skills development, recognition and certification, improving analytical base for future of work-related issues and capacity for labour market analysis.

224. **Table 2** below summarises the key impacts of the programme at the TVET institution and systems level, including specific impacts for women and marginalised groups, and an assessment of the sustainability of these impacts.

Box 10: Impact and sustainability of programme results

Country/Work Area	Impact Orientation	Gender and Equity Impact	Sustainability?
INDONESIA			
Polytechnic capacity	Impact on teachers' skills/knowledge/accreditation; new systems/procedures introduced; engagement with industry enhance; & partnerships with international maritime institutions formed. Good practices are being shared with and emulated by other polytechnics. Polytechnics not yet at truly international standard but understand the path they need to follow. Impact on student outcomes not yet measurable. Low maritime English language proficiency remains a barrier to employability.	SOPs and taskforces introduced in all polytechnics to address sexual harassment and violence. Impact already evident in cases investigated. Industry involvement has raised awareness of need for action at the workplace level. Government is promoting emulation of SfP approach. Assessments exposed deficiencies in disability access and teaching which are being addressed. A new Polimarin campus is being built as disability accessible site.	Partnerships with UK universities likely to continue to support polytechnic capacity building. Government is supporting continuation of these partnerships in some cases including opportunities for student/teacher exchange. Most UK universities committed to building on partnerships which they see are of strategic benefit to them.
New TVET programmes and methods	New D2 and D4 study programmes introduced offering students pathways to higher level skills and higher paid jobs. D2 offers pathways for disadvantaged students. Student-centred, participatory teaching methods and soft skills introduced in maritime and other faculties' courses. Some new tools developed to improve integration of training on and off-the-job. These have been shared and emulated by other polytechnics. Impact on student outcomes not yet measurable. Systemic improvements in maritime apprenticeships still needed.	Occupational gender segmentation remains an issue for the sector. Polytechnics open to female enrolments in all programmes and some plan to actively promote this (e.g., Polimarin has promoted the success of a female seafaring cadet employed by an international shipping company).	New programmes have been accredited and are supported by government. Inclusive gender practices of some international employers may help drive demand from female students in non-traditional roles.
Industry engagement in TVET	Polytechnic Industry Advisory Boards now established and overseeing the development of TVET in most of the polytechnics, improving the relevance of programmes and the employability of graduates. Industry partnerships have led to work-based training opportunities for students and industry placements for teachers. Programme experience with IABs has influenced government approach to the formation of Sectoral Skills Councils which can improve TVET relevance nationally. A Maritime SSC is in the process of being formed which includes members drawn from the IABs set up by the programme. STED analysis has created a framework for future work by the SSC.	Gender equity and inclusion underpinned the work of IABs and have created a model for a broader sector-wide response to these issues in skills policy and planning. Employer preconceptions about the capacity of women (and people with disability) for some jobs remain a barrier as do broader socio-cultural norms.	IABs well established in most of the participating polytechnics. SSCs have long been a part of the ILO's policy agenda in Indonesia and now seem likely to be established, though more technical support might be needed.
Local Economic Development	Local Economic Development and SfP training activities in participating coastal communities have had a measurable impact on income derived from tourism and hospitality. The success of the approach has been recognised by government which is now seeking to replicate it in other communities. This work has been highlighted as a model in the OECD's Blue Economy Development Framework. Improved TVET access in coastal North Sulawesi addressed urban-rural inequity	Training specifically targeted women in these communities and they have been the primary beneficiary of enhanced income and economic empowerment.	The Ministry of Tourism plans to extend this approach to other communities as part of its "tourism super-destination" plans. University of Klabat will continue to deliver as part of its community service obligations. Future Blue Economy project opportunities might also build on the programme's work.
TVET financing	Technical guidance has influenced the direction of reform.	Equity in TVET financing is likely given government commitments and policy priorities.	Government committed but needs more technical support from the ILO. A pilot is being discussed.
Other	UK universities benefitted in terms of profile and cooperation with Indonesia.	More student exchange opportunities for women.	New MoUs with the Indonesian Government

Country/Work Area	Impact Orientation	Gender and Equity Impact	Sustainability?
The Philippines			
Local partnerships for TVET	Model for Multi Stakeholder Partnerships for TVET established at the community level which can support collaboration and mobilise funding and expertise for the delivery to previously excluded groups. Some pilot MSPs have secured funding from partners in excess of the funding provided by SfP. Construction sector pilot has brought together a wider group of collaborating agencies in Region 8 which will continue to sector's industry Advisory Body. Links formed with DOLE for training out-of-school youth and with Ministry of Education for school-based vocational pathways.	Pilot locations targeted sectors with strong representation of women, disadvantaged youth and indigenous people. They stand to benefit from improved access to TVET which will facilitate value-added production that will increase their income (e.g., higher quality abaca fibre production). Women employed in Region 7 construction pilot opened new pathways and involvement in construction painting roles has raised industry awareness and challenged preconceptions.	MoUs have been signed to sustain MSP operation. Local Government Units are exploring the use of ordinances to formalise their role in the context of devolution of funds. Construction sector pilot in Region 7 has created model for replication – working with sector TESDA is planning another intake of 100 in 2024. DOLE considering using the model to train another 250 women in construction painting.
New TVET programmes/methods	New programmes developed for banig production in Region 8 and industry-led TVET programme in the construction sector in Region 7. Experience gained in delivery of training to remote communities, including the use of student-centred approaches, has enhanced capacity of TVET system to better meet their learning needs. Digitisation of TVET systems better understood but immediate impact unclear.	Women empowered as above. Highlighted need for sensitivity in TVET design and delivery to the reality of women's roles in community (e.g., having to integrate work, training and caring responsibilities). Indigenous people, ex-combatants, and people from disadvantaged groups access TVET for the first time.	Shift to Area-Based Demand Driven TVET planning and delivery provides impetus for broader application of piloted approaches as funds are devolved.
LMI and TVET planning	New approach and resources now available for the collection of LMI and skills needs data at a regional level enabling the TVET system to better address a continuing jobs mismatch issue. Some changes to labour force survey are planned. Training in LMI analysis fundamentals has increased capacity to some extent but more development is needed.	Better LMI and TVET planning will ensure women have access to training that is in demand and offers good employment prospects.	Changes in LMI collection processes seem likely to be adopted and continued. More support may be needed at regional level to develop capacity to use enhanced LMI for TVET planning.
TVET financing	ECOP's knowledge and capacity to influence TVET financing policy has been enhanced.	Gender dimension of TVET financing needs to be considered.	Requires renewed commitment from TVET system to reform TVET financing system.

Country/Work Area	Impact Orientation	Gender and Equity Impact	Sustainability?
Malaysia			
Inclusive TVET	Increased awareness of need for policy and programme action. At sectoral level, career progression maps show skills pathways for women in two important sectors.	GESI career progression maps promote inclusion at the sectoral level. Pilots have included targets for gender equity and have challenged some occupational stereotypes (e.g., women have worked as heavy machinery operators on construction sites).	Models for inclusive delivery GESI Challenge Call (not fully implemented in the programme) may be continued by Ministry.
New TVET programmes/methods	New RPL and quality apprenticeships systems piloted. KISMEC accreditation to conduct RPL underway. Model integrating STEM in TVET introduced and mainstreamed at various levels and capacity developed to deliver. Micro-credential in food processing developed and piloted and pioneered broader application of this approach with this and potentially other sectors.	RPL opens opportunities for skills recognition for women and disadvantaged groups and to gain higher level skills. TVET institutions had not run gender inclusive programmes before and plan to do more in future. Micro-credential expected to have a predominantly female take up and lead to skills and pay increases.	RPL can be self-funding an opportunities being explored (e.g., food safety accreditation). STEM approach being progressively integrated into TVET system and in schools. Food industry plans to continue to develop micro-credentials based on model used.
LMI and TVET planning	Improved processes introduced to meet national digital talent development objectives (using the roadmap developed through SfP). National Skills Registry supported by SfP improves TVET planning and resourcing.		Government fully committed to implementation.
Industry engagement in TVET	Awareness raised of the need to strengthen the leadership of industry in TVET governance. Pilots have demonstrated the benefits though industry remains frustrated that the system is too government-led. Sectoral skills strategies developed through STED process has brought industry and other stakeholders together, improving understanding. Industry Advisory Bodies supporting participating TVET institutions have expanded their membership and role.	Sectoral skills strategies consider the TVET needs of women ?	Current reforms aim to strengthen industry-leadership, but obstacles remain. In Kedah, there is a proposal to elevate the IAB to be the "Kedah TVET Council", a move endorsed by the Governor, to improve industry engagement in TVET delivery in the State. There is some potential to create links with National TVET Council.
Other	The TVET system is highly fragmented in Malaysia and the programme has played a role in bringing stakeholders together to consider issues of mutual interest and to encourage collaboration. From a very low level of engagement prior to the programme, Malaysia was reported to now being enthusiastic about future development cooperation with the ILO.		ILO can continue to play a role in line with its Decent Work Country Programme but obtaining additional donor funds will be difficult given Malaysia's development status.

Box 11: Stakeholder views on programme impact and sustainability

Indonesia

"It's difficult to adequately convey the significance of the impact of the programme's work on **gender and inclusion** with the Polytechnics. Our starting point here was virtually zero. There was no attention to assessing risks for women of sexual violence on campus or in work placements. The assumption was that 'women will tell us if they have a problem' but no preventative measures were in place. Government regulations were issued but without guidance on implementation. The project has created a proven model and a base on which to build for all 44 polytechnics. It could equally be applied as model for SMKs [vocational high schools] and universities." – ILO, Indonesia

"The new national strategic action plan for the **implementation of TVET reform** virtually mirrors SfP. It has been a practical example and foundation for it." – Donor representative, Jakarta

"The Palmer paper is shaping the Indonesian approach to **TVET financing** reform. We've learnt that other countries have a dedicated Skills Development Funds, and we want to establish something like these. More technical assistance from the ILO would be helpful and we are also working with other donors." – Government representative

The Philippines

"There is a real need to reform the training system. The Philippines can't be competitive without skilled workers and government needs to ask itself why the system is not working. There's a real **need for IABs** to be revived and empowered but CCA is the really only active IAB and the project has given it new energy." – Cebu Contractors' Association

"I have been **overwhelmed by the impact** of the program. We need to replicate this model in other fibre-related sectors." – PhilFIDA

"Now it's up to the [Tubungan] community. The LGU has offered its training centre… We'll support trainer training so they can do it themselves." - TESDA Regional Office 6, Iloilo

Malaysia

"Collaboration? **Because of the project we've been forced to collaborate**! We've become more used to it now and will work harder to do this in the future." – Ministry official

"We now have a whole group of teaching tools which can be embedded in training regardless of the institutions, the ministries they report to, and whether they follow NOSS or MQF standards. We already have **plans to continue to conduct the training** started by the project, ministries are supportive, and there are discussions to include STEM training in the national teacher training budget." – Programme consultant

"Most of the time, when government invites industry participation, it's just the icing on the cake. But it's not the cake. We're always consulted but our views are not always adopted. More work is needed, but we understand that **reform of the system cannot be achieved overnight**." – Master Builders Association of Malaysia

"It's helped us **build the UK brand** here – Germany, South Korea and Japan already well known in the skills area. We're very happy with the role the project has played in positioning us. We also see the project as a **steppingstone for our education strategy in the ASEAN region**. It's also highlighted the need for more work to be done after SfP." – Donor representative, Kuala Lumpur.

Conclusions, lessons, and recommendations

Conclusions

225. SfP-SEA was an important initiative for the donor, the ILO and for the participating countries. Its original scope, funding and duration offered a golden opportunity to address systemic weaknesses in TVET design and delivery which would ultimately benefit individuals, businesses and national economic performance. Expectations of the programme were high.

226. However, the programme faced huge, unexpected challenges from the start. The unprecedented disruption caused by the COVID-19 pandemic, subsequent big cuts to the budget and timeframe for implementation, cashflow management challenges, and hesitancy to act when early termination seemed likely, ultimately left the programme with little time to achieve the intended reforms. Many activities were squeezed into the last twelve months of the programme, leaving little or no time to document and share their results and to use them to influence reform.

227. All stakeholders – the programme teams, their implementation partners, the donor agencies, and their representatives – faced intense pressure to get results and relationships sometimes became tense. Communication was often poor, and misunderstanding grew. With time running out in the middle of 2022, there were grave concerns that the programme overall would end having achieved very little.

228. But somehow this fate was avoided. Plans were scaled down and modified. Some activities were dropped, but new opportunities to add value were seized and activities hastily designed and implemented. Indonesia realised most of its original project vision and squeezed in even more, achieving some important policy level breakthroughs in the process. The Philippines reoriented itself to meet the needs of a TVET system that was becoming more decentralised and, though its pilots were implemented agonisingly close to the wire, they did their job. Malaysia also produced a whirlwind of programme activity in the final eighteen months, adding value and fostering collaboration to the point where the ILO, which was little known by the TVET stakeholders in that country prior to the programme, is now held in high esteem as a catalyst for collaboration and there is enthusiasm about continuing the relationship in the future.. One ILO informant, summarised the story of the programme best:

> *"Each country took its own course, but with great pain and difficulty they somehow pulled it off. They walked a tightrope for a long time but somehow reached the other side."*
> *ILO, Regional Office for Asia and The Pacific*

Summary Assessments of ILO Cross-Cutting Issues

229. SfP-SEA strongly emphasised **gender equality and inclusion** at all stages of the programme's design, implementation and reporting. Progress was made at both the institutional and policy levels in all countries, though more work needs to be done address gender occupation segmentation at the sectoral level and to ensure TVET systems do not reinforce this.

230. The programme engaged well with **tripartite constituents**, especially with employers' organizations as TVET relevance depends greatly on their input into programme design. As Education Ministries usually take the policy lead in TVET, Ministries of Labour were generally less active in the programme. Workers' organizations were consulted on the programme, but some believed they could have played a more prominent role in delivery – see Lessons below.

231. **International Labour Standards** underpinned much of the programme's work (e.g., in its work in gender and in fundamental principles and rights at work) but were not explicitly promoted.

232. **Environmental sustainability** was similarly not a prominent feature of the programme, though the programme did do work in sustainable coastal tourism in Indonesia and this has positioned the ILO to play a more active in the region's Blue Economy agenda.

233. In contrast, **capacity development** of TVET organizations and systems was a major focus the programme. In Indonesia and The Philippines, where the ILO has long had a strong presence, the programme has highlighted the need for continuing development support in such areas as TVET financing, establishing or reinvigorating Sectoral Skills Councils, and in skills forecasting and labour market information. In Malaysia, where the programme enabled the ILO to raise its profile and directly support national TVET development priorities, there is a new willingness to engage with the ILO and, through it, to learn about good international practice.

Lessons and good practices

Lessons

234. Despite the programme's rigorous quarterly reporting schedule, frequent ad hoc requests for information, ongoing engagement of SfP CTAs with FCDO Programme Managers, and regular interaction between the donor and the programme's regional management in Bangkok, there were clear **breakdowns in communication**. Country reports sometimes did not tell a coherent performance story or failed to share successes or were written in a style that was difficult for outsiders to understand, failed to tell a coherent performance story, failed to share successes, and were written in a style that was difficult for outsiders to understand. The fact that direct communication channels were closed (e.g., between the country teams and The Hub) or restricted (i.e., the SfP regional team could only interact with The Hub upon FCDO request and only with local donor representatives present) did not help. The evaluation appreciates that there were reasons for this narrowing of communication channels by FCDO, but imposing a complete communications blackout may have been excessive. Relationships and mutual understanding greatly improved when there was more direct communication.

235. The ILO was ill-prepared for the frequency of reporting and the detailed data collection this entailed. This involved implementation partners collecting and reporting data to the ILO, a task that they were also not used to. Complex programmes like SfP might benefit in future from **additional dedicated resources for the monitoring function** to both collect the data and to develop the capacity of implementation partners to contribute to this. In addition to the regional M&E Officer based in Bangkok, the ILO engaged consultants in all three countries to support this function and they made valuable contributions (e.g., supporting partners in Indonesia and The Philippines via monitoring tools), but they had insufficient time to develop the capacity of partners.

236. There were clear **internal communication problems** in The Philippines and a **breakdown in key relationships**. This added stress to an already highly stressful situation for staff, affecting workplace harmony as well as programme efficiency and effectiveness. The evaluation makes no judgement about the causes of this breakdown and assigns no blame. What is clear, however, is that these problems were well known by both the ILO and the donor. The latter took up this matter with the ILO and indicated that it had received a commitment that action would be taken. Despite this, the problem **went unresolved** for the duration of the programme.

237. TVET in the participating countries often involves multiple agencies working at different levels of the system. **Extending communication networks** to ensure all such stakeholders are engaged can open new opportunities and share good practices with a wider audience to multiply project impacts. Country level WhatsApp groups and online communities of practice could complement broader programme wide communication approaches that use conventional media.

238. The project could have done more to encourage the direct **involvement of workers' representatives** in some project activities. For example, in the work addressing sexual harassment and violence at the polytechnics in Indonesia, guest lecturers could have added value by sharing their experience

and knowledge of these issues (including workplace issues and preventative practices) with students. ILO constituents' perspective on provisions included in the ILO's normative framework that relate to the maritime sector (e.g., the workplace rights of seafarers) could also have been included.

239. The **differing accounting methods** of the ILO (UN) and the donor proved to be a headache and took time to resolve. Such matters need to be addressed at an earlier stage in the negotiations and not be left for the programme implementation team to resolve.

240. The programme believed that the original £20 million budget for the programme was set in stone and entered negotiations with downstream implementation partners assuming this to be the case. It was not – the wording of the agreement was always "up to" this amount. While the circumstances surrounding the budget cut were highly unusual, the ILO has learnt an important lessons from SfP about **financial and reputational risk**.

241. The change of administrative arrangements for international development in the UK that occurred early in the programme – i.e., the merger of DFID and FCO to create FCDO – led to a change in policy focus and a **specific way of looking at value for money** (e.g., numbers in training) that was at odds with the ILO's mandate as a technical agency that focuses on constituent capacity building and systemic reform. **Unless the ILO wants to change its focus** and do more to directly support individual beneficiaries, it should think twice in future about implementing projects that prioritise this direct support.

Good practices

242. Influencing policy requires much behind-the-scenes work to capture the attention of key individuals in Ministries. The programme employed **national staff with good knowledge and networks** who could reach these people, and open doors for the CTAs.

243. The **flexibility to shape programme activities** so that they directly support emerging TVET system priorities was a strength of SfP. Faced with new policy challenges, stakeholders welcomed the international perspective and the high-level policy expertise the programme could offer. As a senior official in Indonesia said:

> *We have so many activities in TVET reform here, but they are unconnected pieces of a puzzle. We need a system for Indonesia and to create this we need to look at the approaches of other countries and see what might benefit us here.*

Recommendations

Recommendation 1
Conduct a follow-up survey in eighteen months or two years' time to measure the downstream impacts of SfP programme activities and outcomes.
As mentioned in the section on impact, the ultimate beneficiaries of the programme's work are TVET trainees and employers (as well as national economies and labour markets). The programme has collected benchmark data related to these beneficiaries as part of its MREL work but there has not been enough time for the programme to demonstrate impacts. Conducting a follow-up survey to collect these data would help fill this gap in the current evaluation. At the same time, it might also be useful to survey some of the key implementation partners (e.g. the UK universities working in Indonesia) to measure the longer term benefits that have flowed from the SfP partnerships and pilots. Some initial planning for this survey might be required in the short term to ensure that implementation partners are able to collect the data needed for responses down the track. Input from the donor should also be sought.

Responsibility:	ILO Regional Office for Asia and the Pacific (Evaluation Specialist) and Country Offices
Time implications:	In 2025 (and some planning in the short term)
Resource implications:	Low/Medium

Recommendation 2
Explore ways of building on the programme's work in institutional capacity building and TVET policy reform in each of the three participating countries.
While there were good outcomes overall from the programme, little time was left in some countries to consolidate and build on these. In Indonesia, Presidential Decree 68/2022 provides fertile ground for the ILO to use the outcomes of the programme to advance the countries reform agenda and the LED pilots in North Sulawesi have created opportunities for further skills and enterprise development work. In The Philippines, continued support and technical guidance on the use of LMI for regional TVET planning and the reinvigoration of Sectoral Skills Councils would maintain the programme's momentum in these areas. In Malaysia, in some ways a greenfield site for the ILO, it is important to maintain the new working relationships with TVET institutions and to support its reforms, especially towards a more industry led and inclusive TVET system. Opportunities for funding for follow up projects should of course be considered (though this is a challenge in the more highly developed Malaysia where donor interest is lower) but other resourcing, including from the ILO regular budget, should also be used.

Responsibility:	ILO Regional Office for Asia and the Pacific (Decent Work Team – Skills Specialist) and Country Offices
Time implications:	Immediate
Resource implications:	Medium

Recommendation 3

Revisit and seek to contribute to TVET system reforms which were not fully addressed by SfP, particularly Quality Apprenticeships. The ILO should also leverage the work done through SfP in Malaysia on micro-credentials. This new TVET delivery model could be encouraged more widely in the region and has appeal for workers seeking to recognise or upgrade their skills and employers who are seeking a time-efficient way to improve the skills and productivity of their workers.

SfP made some progress in improving the quality and relevance of work-based learning models in the three countries (e.g., the MyInternship app in Indonesia, and small sectoral pilots in The Philippines and Malaysia), but the broader systems in place for apprenticeships in these countries need to be reinvigorated. For example, The Philippines have regulations in place for a "dual training system" apprenticeships, but the tax incentives in place to encourage employer take up have been ineffective and participation is low. Malaysia and Indonesia face similar issues.

Promoting Quality Apprenticeships are a policy priority for the ILO and it should make efforts to include them in its follow up work in the SfP countries and to explore development cooperation opportunities.

Micro-credentials, accredited, skill-specific, shorter courses, offer a new, flexible approach to TVET delivery which are increasingly being integrated into national skills systems. SfP's work supporting their development in Malaysia is something that can be replicated in other countries and could also be built into future development cooperation projects.

Responsibility:	ILO Regional Office for Asia and the Pacific (Decent Work Team – Skills Specialist) and Country Offices
Time implications:	Short to medium term
Resource implications:	Medium/High

Recommendation 4

Ensure guidelines and management mechanisms are in place within the ILO that trigger action to resolve internal breakdowns of communication and relationships – especially where these are adversely affecting workplace harmony and programme efficiency and effectiveness.

Reviewing ILO personnel and management practices are outside the terms of reference of the evaluation, but there were problems in The Philippines that were known to be affecting programme performance but were left unresolved. Clear guidelines and management mechanisms should be in place (if they are not already) to resolve such issues when identified. Importantly, they should not have to be triggered by individual staff (e.g., lodging a formal complaint to HR).

Responsibility:	ILO Regional Office for Asia and the Pacific (HRD) and ILO HQ (HRD)
Time implications:	Immediate
Resource implications:	Low

Recommendation 5
Consider how the elements of SfP-SEA that generated positive results in gender equality, the empowerment of women, and the inclusion of other vulnerable groups might be incorporated into future programme design in the region and globally.
The programme's strong focus on improving gender equality, disability and social inclusion resulted in some important reforms in participating TVET institutions and demonstrated models to address these issues at a TVET systems and policy level. Examples included the establishment of Standard Operating Procedures and Taskforces to address sexual harassment and violence in TVET institutions in Indonesia, the design of training programmes that accommodate the needs of women with competing responsibilities in indigenous communities in The Philippines, and mechanisms to enhance Recognition of Prior Learning and to access micro-credentials in Malaysia. Lessons learned from these initiatives should be considered in future ILO programme design and opportunities sought to incorporate such innovations. Also, with a number of countries now reviewing their TVET financing systems, gender equity and inclusion need also to be considered. The programme's pioneering research report *"Financing mechanisms for promoting social inclusion in skills and lifelong learning systems: Global overview of current practices and policy options"* provides a good basis for future work in this area.

Responsibility:	ILO Regional Office for Asia and the Pacific (DWT), ILO HQ (SKILLS, PARDEV)
Time implications:	Immediate
Resource implications:	Low

Annex A – Terms of reference

Title of programme being evaluated	***UK Skills for Prosperity Programme in Southeast Asia (SfP-SEA)*** (2019-2024)
Programme DC Code	RAS/20/52/GBR PHI/20/52/GBR IND/20/52/GBR MYS/20/52/GBR
Type of evaluation	Independent Evaluation
Timing of evaluation	Final
Donor	UK Foreign Commonwealth and Development Office
Administrative Unit in the ILO responsible for administrating the programme	ILO Regional Office for Asia and the Pacific (ROAP)
Technical Unit(s) in the ILO responsible for backstopping the programme	DWT-Bangkok
P&B outcome (s) under evaluation	ILO Strategic Plan (2018-2019) Outcome 1 (More and better jobs for inclusive growth and improved youth) Outcome 10: Strong representative employers and workers' organisations P &B 2020-2021 /Outcome 5: Skills and lifelong learning to facilitate access to and transitions in the labour market
SDG(s) under evaluation	SDG 8 (8.5; 8.6; 8b) and SDG 4 (4.3)
Programme Duration	Programme implementation phase started in September 2020 in the three target countries.
Expected Starting and End Date of Evaluation	Phase I – Indonesia (May-June 2023) Phase II – Malaysia and the Philippines (July-September 2023)

Background information

As per ILO evaluation policy, this programme is subject to a final independent evaluation. In that regard, the final independent evaluation, as projected in the work plan of the programme, will be undertaken by an external consultant(s). The evaluation will apply a mixed method, including an ***outcome harvesting*** methodology to assess the success of the Programme in line with OECD DAC criteria. -

ILO Evaluation Policy adopted by the Governing Body in October 2017 provides for systematic evaluation of programmes and projects in order to improve quality, accountability, learning, transparency of the ILO's work, strengthen the decision-making process and support constituents in promoting decent work and social justice.

The independent mid-term evaluation was carried out between February 2022 and January 2023.

It is planned that the final independent evaluation will be carried out under the overall supervision of the ILO Evaluation Manager, with the support of the Evaluation Focal Point at Regional Office for Asia Pacific and ILO Evaluation Office.

The programme addresses the problem of limitations on the supply of quality human capital of the middle-income countries.

The problem arises in the middle-income countries in a way that although middle-income countries have established technical and vocational education and training systems and capacities, they are not able to effectively meet the demands of employers and support significant further improvements to prosperity across their respective countries for four main reasons:

1. TVET governance and financing is inadequate to meet current and increased demand;

2. Skills training does not meet the needs of industry, particularly in key growth areas;

3. Skills training quality does not meet required national or international standards to support productivity increases; and

4. Skills training is not accessible to all populations, hence limiting access for some groups (geographically isolated, gender, ethnic/religious minority etc.) and thereby reinforcing their relative poverty.

Within the Association of South-East Asian Nations (ASEAN), three-member states experience specific challenges/opportunities in the area of skills development, circumstances that act as barriers, and offer opportunities to significantly improve economic performance and address continuing poverty gaps and inequalities. Indonesia (population 268 million, GDP per capita USD 3,894 in 2018), Philippines (population 107 million, GDP per capita USD 3,103 in 2018) and Malaysia (population 32 million, GDP per capita USD 11,239 in 2018) would each benefit from assistance to improve the overall governance, financing and industry partnerships for their existing skills development systems, and address specific issues.

In **Malaysia,** an effective skill system is needed with the involvement of multiple ministries and agencies along with employers and business membership organizations (EBMOs). There were initiatives led by the government to engage EBMOs in the development of skills frameworks, standards and curricula, however active participation of EBMOs in development of current skills and TVET programmes is still limited. Therefore, to respond to the rapidly changing skills needs, it is important to engage EBMOs in the development of future skills strategies. Furthermore, while the gender equality improved in terms of access and participation to TVET related programmes, still some programmes and occupations are dominated by male, in particular engineering and technical fields which require STEM skills. In addition, female workers have less opportunities for career development than their male peers as indicated in the gender equality and social inclusion assessment conducted by the Skills for Prosperity programme in Malaysia in 2020. Finally, in order to support the digital transformation and the necessary supply of future-ready talent, it is required to improve digital skills of TVET trainers and identify current and future industry skills needs for adoption of digital and the fourth industrial revolution (4IR) technologies.

Regarding **Indonesia**, the transition of young people from school to work is main challenge. While youth unemployment rate is high, policymakers and social partners have identified a mismatch between education (particularly vocational education) and the skill needs of the economy. Strengthening the current skills development system is an urgent task to overcome the challenges, such as lo sing its competitiveness, not meeting demand for a higher skilled workforce increase, etc. The main problems of TVET and Higher Education (HE) sector in Indonesia are a weak governance structure, a lack of sustainable mechanisms of financing TVET/HE and insufficient linkages between industry and TVET/HE institutions, insufficient quality assurance mechanisms as well as gender gender gaps.

In **Philippines**, the government initiated a series of important reforms of the TVET system under the Area-Based and Demand-Driven TVET initiative to render it more effective, inclusive, and responsive to the critical needs of the industries and employers at the sub-national level (regions). Among the major challenges faced by the country is youth unemployment which has been a growing problem as a result of rapid decline in the agriculture employment due to the modernization and the aging farmers. With an annual training output of over one million graduates[46] the country remains heavily dependent on the overseas employment to absorb the ever-increasing youth population in the labour market despite the repeated turbulence in different destination countries. The relatively low and declining labour force participation rate[47] is further exacerbated in the poorer regions and among women. The other groups facing the challenge of economic inclusion are: people with disabilities (PwD), the indigenous people (IP) and the internally displaced people (IDP) due to disaster and/or conflict, and those who were retrenched or face the risk of job loss due to the advancement of technology and the greening of the economy including those in the IT-BPM sector and the informal economy. Therefore accelerating the pace of the reform of the TVET system remains a priority despite the strength of the present system.

The programme has been developed in accordance with the Global UK Skills for Prosperity Programme ToR for Proposals for Southeast Asia. These have been reflected in the development of the logical framework of the proposal, with outcomes for each country focusing on **Governance, Financing and Industry Engagement**; under the overall objective of increasing participation in and benefits from TVET for marginalized groups and thereby supporting economic growth and prosperity.

The UKPFSEA programme is led by the Regional Office for Asia and the Pacific (ROAP) and the Decent Work Technical Support Team for East and Southeast Asia and the Pacific (DWT-Bangkok). The UKPFSEA programme aims to increase national capacity to achieve sustained inclusive growth through the enhancement of skills development and technical and vocational education training (TVET) systems. These systems offer relevant, quality and inclusive programmes that support both industry upgrading and transformation, and improvements in employability, employment and the livelihood opportunities of beneficiaries. The programme targets three middle-income countries in Southeast Asia: **Malaysia, Indonesia and the Philippines**. Across all countries, the programme supports national efforts to facilitate reform at the policy and system levels for broad national impact and sustainability. At the same time it ensures impact at the individual level by contributing to poverty reduction and address inequality. In short, the programme combines interventions at the upstream level (e. g. policy and structure) and the downstream level (training delivery, certification and employment facilitation). The intended impact is the increased capacity for inclusive growth in Malaysia, Indonesia and the Philippines due to more productive and equitable skills systems and TVET systems, improving employability, employment opportunities and the livelihoods for the beneficiaries.

About the Programme

The UK Skills for Prosperity in South-East Asia Programme (SfP-SEA) is a Programme implemented by the ILO and funded by the UK Foreign, Commonwealth and Development Office (FCDO).
Programme duration: The Programme was initially designed for an implementation period of 42 months (from October 2019 to March 2023). The inception phase was completed in August 2020 upon inception deliverables were approved and the implementation phase started in September 2020. The Programme received a three-months' extension for the Indonesia component and a six-months' extension for both Malaysia and the Philippines. Therefore, the new programme end date is June 2023 in Indonesia and September 2023 in Malaysia and Philippines.

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[46] http://www.tesda.gov.ph/Uploads/File/Planning2022/Quarterly%20Report/4th-Quarter-TVET-Statistics-2022.pdf
[47] http://psa.gov.ph/content/2020-annual-preliminary-estimates-labor-force-survey-lfs

The development objective of the SfP-SEA Programme is to contribute to increased national capacity to achieve sustained and inclusive growth through the enhancement of skills development and TVET systems in Malaysia, Indonesia and Philippines.

In Southeast Asia, the programme targets three middle-income countries including Malaysia, Indonesia and the Philippines. To achieve this, the programme works with government agencies, employers' organisations, trade unions, educational institutions and other partners in the three countries to facilitate review and reform of the countries' skills development and TVET system strategies and policies. The SfP-SEA aspires to provide opportunities for mutual learning among the three countries, the other ASEAN nations and beyond—not only showcasing the results of the pilots and lessons learned from the programme, but also facilitating the sharing of best practices in the region and other parts of the world. At the country level, the programme focused on geographical areas (Riau Islands, North Sulawesi, Central Java, East Java Provinces, Sabah in East Malaysia, Kedah, Klang Valley and Kuala Terengganu in Peninsular Malaysia, Regions 6 in Visayas, Regions 7 in Visayas and Regions 8 in Visayas) and sectors as follows:

Country	Indonesia			
Geographical coverage	**Riau Islands (Batam)**	**North Sulawesi (Manado)**	**Central Java** (Semarang)	**East Java Provinces (**Surabaya)
Sector	Logistics and International Trade (Polibatam)	International Tourism Management (Polimanado)	Seafaring/ Engineering (Polimarin)	Shipbuilding and maintenance (Politeknik Perkaplan Negeri Surabaya)
Country	Malaysia			
Geographical coverage	**Sabah in East Malaysia**		**Kedah, Klang Valley, Kuala Terengganu in Peninsular Malaysia**	
Sector	Food-processing industry		Food-processing and construction industries	
Country	The Philippines			
Geographical coverage	**Regions 6 in Visayas**	**Regions 7 in Visayas**	**Regions 8 in Visayas**	
Sector	Agriculture (food production),	Construction	Small manufacturing	

Across all partner countries (Malaysia, Indonesia and the Philippines), the programme supports national efforts to facilitate reform at the policy and system levels for broad national impact and sustainability. At the same time, it aims to ensure impact at the individual level by contributing to poverty reduction and addressing inequality. The programme combines interventions at the upstream level (e.g. policy and structure) and the downstream level (training delivery, certification and employment facilitation). At the regional level, the programme focuses on knowledge sharing.

Expected results of the SfP-SEA Programme:

- Increased **equity** in access to TVET, male-dominated job markets and entrepreneurship opportunities for women and vulnerable populations through changes to skills development and TVET/HE system programmes and policies.

- Improved **quality** of skills development and TVET systems through upgrading curricula and occupational competency standards, capacity development of instructors, promotion of lifelong learning, and improvement in labour market data collection and analysis.
- Improved **relevance** of skills development and TVET systems through industry-led learning models, including the establishment of sector-specific skills councils and the adoption of apprenticeship programmes by relevant industries.
- Increased awareness and understanding among regional and global constituents and partners of the need for skills development and TVET systems reform and inclusive growth in the context of post COVID-19 and on-going global transformations.

While each country component adopted a tailored strategy to address country-specific needs and goals, all three pillars addressed the broad themes of improving TVET (i) equity, (ii) quality, and(iii) relevance, all of which were identified as common critical issues in the countries' skills/TVET systems. *Through addressing these three themes, the programme aims to facilitate the development of an equitable, quality and relevant TVET system in each country.*
The target groups under the SfP-SEA Programme are as follows:

Malaysia	Indonesia	Philippines
Ultimate beneficiaries: Women, targeted indigenous groups in Sabah, members of the bottom 40% income group in Malaysia (B40) particularly in rural areas of Sabah and Kedah (including indigenous groups),	**Ultimate beneficiaries:** Young men and women aged between 16-25 years, including unemployed or vulnerably employed (for example seasonally employed rural workers, people with no contracts, those who work in the informal economy), coastal communities of North Sulawesi (Manado)	**Ultimate beneficiaries:** Young women and men, youth NEET, women in the informal economy, persons with disabilities, and indigenous peoples
Direct beneficiaries: Government agencies, Employers' and Workers' organizations, TVET and other academic institutions	**Direct beneficiaries:** Government institutions, Employers' and Workers' organizations, Politeknik Batam, Politeknik Negeri Menado, PPNS, Polimarin and other TVET institutions (including SMKs)	**Direct beneficiaries:** Government institutions, Employers' and Workers' organizations, Local Government Units (LGUs), civil society groups, TVET and other academic institutions TVET learners and TVET trainers

Linkage to specific SDG, ILO's P&B, and related targets and indicator

The SfP-SEA Programme is aligned with the P&B 2018-2019. The programme contributes to Outcome 1 (More and better jobs for inclusive growth and improved youth employment prospects, and Outcome 10 (Strong representative employers and workers' organizations). The SfP-SEA Programme is also in line with the P&B 2020-2021 and it contributes to Outcome 5: Skills and lifelong learning to facilitate access to and transitions in the labour market
In addition, its results are linked to Sustainable Development Goals – SDG 8 (promote inclusive and sustainable economic growth, employment, and decent work for all) as well as SDG 4 (Ensure inclusive and equitable quality education and promote life-long learning opportunities for al).

Decent Work Country Program (DWCP) and Country Programme Outcome (CPO): This programme contributes towards:

- Malaysia DWCP 2019-2025: CPO MYS 177 Increased employment by employers and workers' organisations in future skills development and National Employment Policy
- Indonesia DWCP 2019-2023: CPO IDR 131 Improved employment outcome for youth through better-targeted strategies, policies and programmes, in particular on skills development
- Philippines DWCP: 2018-2024: CPO PHL 101 Strengthened policies and programmes for employment creation of young people, vulnerable and marginalised groups, through the implementation of decent work approaches for sustainable development and disaster resilience

The programme also supports the following ILO cross cutting themes:

- Social dialogue and tripartism enhanced in all three countries as the main means for aligning skills development with labour market needs and developing more sustainable financing.
- Gender equality and mainstreaming of a gender equality approach is an essential part of the programme. Addressing low levels of female labour market participation and ensuring that the programme benefits women as well as men is integral to the strategy for each country.

Management Arrangements

Overall ILO specific responsibility for the programme is under the Regional Office for Asia and the Pacific (ROAP) and Decent Work Technical Support Team for East and Southeast Asia and the Pacific (DWT-Bangkok). Overall technical backstopping is provided by the ROAP/DWT-Bangkok's Skills and Employability Specialist in collaboration with relevant specialists in the ROAP/DWT-Bangkok including Gender, Industrial Relations, Employers and Workers' Activities Specialists. The ROAP/DWT-Bangkok's Skills and Employability Specialist also closely works with Employment Specialist in CO-Jakarta and Enterprise Development Specialist in CO Manila to coordinate and draw synergies across three country operations.

A team in ROAP coordinates and supports the implementation of the programme in the three SfP countries. In each Country Office (CO), a programme team is established, led by a Chief Technical Advisor (CTA) and composed of National Officers and administrative staff.

The Skills and Employability Department in Geneva is closely involved in relation to specific areas of expertise available at the HQ level.

PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities as well as the ILO accountability framework (ILO 2010). As per ILO evaluation policy and procedures, all programmes and projects with a budget of USD 5 million must go through mid-term and final independent evaluations. Both evaluations are managed by an ILO-certified evaluation manager and implemented by independent evaluators.

Evaluation in the ILO is primarily used as a management and organizational learning tool to help ILO constituents and staff members support decent work and social justice.

The ILO applies the evaluation criteria established by the OECD/DAC Quality Standards for Development Evaluation and the UNEG Code of Conduct for Evaluation in the UN System. This evaluation will follow guidelines on results-based evaluation of the ILO Evaluation Department (EVAL) contained in the "ILO Policy Guidelines for Evaluation (4th edition)[48]" and, more specifically, the checklist "Preparation of the Evaluation Report"[49].

Evaluation purposes

In general, evaluation ensures accountability to the beneficiary, donor, and key stakeholders, and promotes organizational learning within ILO and among key stakeholders. Independent project evaluations assess the performance of development cooperation projects as a means to deliver ILO outcomes to constituents at the programme and budget and Decent Work Country Programme levels. They consider the project's relevance, efficiency, effectiveness, coherence and sustainability of outcomes, and test underlying assumptions about contributions to broader developmental impacts. The ILO aims at using mixed methods, including **outcome harvesting** (OH) approach in this evaluation to identify hard-to-measure and unanticipated changes in the complex and dynamic contexts the SfP operates in. The OH approach will involve nine principles to the six generic steps for OH[50].

In this framework, the final evaluation has the potential to:

1. Assess the extent to which the programme has achieved or is on track or not to achieve its stated objective and expected results as per the programme's latest/updated Country Results Frameworks (CRFs).
2. Identify, formulate, verify, analyse and interpret programme "outcomes" where relations of cause and effect were not fully understood; collect evidence of what has changed, and then working backwards, determine whether and how programme interventions contributed to those changes (i.e., supportive factors and constraints that have led to them, including implementation modalities chosen (how and why)).
3. Identify unexpected positive and negative results of the programme.
4. Assess the implementation efficiency of the programme.
5. Assess the capacity of the programme to effectively respond to changing country needs as a result of Covid-19 while adapting to donor-specific requests
6. Assess the extent to which the programme outcomes will be sustainable and will have potential either positive or negative impacts on programme targeted institutions and final beneficiaries.
7. Provide recommendations to the programme key stakeholders towards achievement of programme outcomes.
8. Identify lessons learned and good practices to inform the key stakeholders for future similar interventions.

The mixed method including outcome harvesting and data collection methods should be described in the technical proposal methodology note as it is a key assessment parameter of the EOI.

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[48] ILO policy for eval_4th edition_2020.pdf
[49] Available at: https://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
[50] Wilson-Grau, R. (2018). *Outcome Harvesting: Principles, Steps, and Evaluation Applications.* Information Age Publishing.

Scope

The scope of the evaluation will encompass all activities and components of the programme for the period of October 2019 to June 2023 for Indonesia and September 2023 for Malaysia and the Philippines. Programme implementation phase started in September 2020 in the three target countries.

In line with ILO evaluation policy, the evaluation will address gender equality and non-discrimination as a cross-cutting concern throughout its methodology and deliverables. Furthermore, tripartism, social dialogue and international labour standards will be placed at the heart of the evaluation. It will also give specific attention to how the programme is relevant to the ILO's programming framework, where available, of Malaysia, Indonesia, Philippines, contribution of the programme to SDGs and UN country frameworks, and COVID-19 response. To that end, the evaluation is expected to follow the guidance documents included in Annex 1.

The main clients of the evaluation

- ILO management (such as Regional Office for Asia and the Pacific (ROAP), Country Offices and Decent Work Technical Support Team for East and Southeast Asia and the Pacific (DWT-Bangkok); HQ SKILLS, GED, ACT/EMP, ACTRAW and ITC.
- Programme Management Team (Programme team members in three countries and ROAP)
- Programming staff in charge of the elaboration of new initiatives in skills development in the region (such as ROAP/DWT-Bangkok's Skills and Employability Specialist, Employment Specialist in CO Jakarta and Enterprise Specialist in CO-Manila)
- Donor (UK)
- National and local partners as well as all relevant constituents and main beneficiaries involved in programme implementation in the three countries

Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)

The evaluation will apply the key criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential and apply international approaches for international development assistance established by OECD/DAC Evaluation Quality Standard and in line with the United Nations Evaluation Group (UNEG). In particular,

- The evaluation should address the evaluation criteria related to relevance, coherence, programme progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the programme interventions as defined in the 4th edition of the ILO Policy Guidelines for results-based evaluation (2020).
- The evaluation should adhere to confidentiality and other ethical considerations throughout, following the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms and Standards in the UN System. The evaluation process will observe confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, programme staff will not be present during interviews.
- The core ILO cross-cutting priorities, such as gender equality, disability including, and non-discrimination, promotion of international labour standards, tripartism and social dialogue, and constituents' capacity development, will be considered in this evaluation. In particular and in

line with ILO evaluation policy, the gender dimension will be considered throughout the methodology, deliverables and final report of the evaluation.

- The evaluation will also focus on the effects of the COVID-19 pandemic on the programme, assessing whether, how and to what extent unexpected factors have affected programme implementation and whether the programme has effectively addressed these unexpected factors, including those linked to the Covid-19 pandemic, UK Official Development Assistance (ODA) review in 2021, adaptation to UK Global Skills for Prosperity frameworks and approaches, reduced budget for implementation of the programme and changes in the payment schedule that result in a reduced timeline for delivery of planned activities.

- It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator may adapt and propose reformulations of the suggested questions, but any changes should be agreed upon between the ILO evaluation manager and the evaluator. Upon completion of the desk review and initial interviews conducted as part of the inception phase, the inception report to be prepared by the evaluator will indicate and/or modify (in consultation with the evaluation manager) the selected specific aspects to be addressed in this evaluation.

The suggested evaluation criteria and indicative questions are given below:

Relevance

1. To what extent the programme has been able to effectively adapt to the specific changing needs as a result of the Covid-19 and reduced budget & timeline for delivery?
2. To what extent has the programme identified and integrated into its actions the operational and strategic needs and priorities for men, women, and vulnerable groups?
3. Is the programme still relevant to beneficiaries, national institutional needs, policies, and priorities, considering how the programme implementation evolved?
4. How well has the programme adjusted the intervention to the changing needs of national skills and TVET systems to maximize programme effectiveness and impact?

Coherence

1. How well did the programme fit and work with other relevant ILO interventions? What synergies have been created with other partners to maximize efficiency, effectiveness and impact?
2. Has the programme established partnerships with relevant organizations/institutions at the global, regional and country level throughout its implementation? To what extent have these partnerships have added value in the achievement of the intended results?
3. What has been the added value of the ILO work in the partnerships established?
4. To which extent other interventions of the partners (particularly policy-related interventions) complemented the programme activities?

Effectiveness

1. To what extent have the programme objectives been achieved? What are the results noted, particularly in terms of notable successes or innovations? Do results (effects of activities and outputs) affect women and men differently?
2. What are the major factors influencing the achievement or non-achievement of the objectives?

3. How effective the partnerships with government, employers' organizations and other relevant organizations/institutions have been for development of skills and TVET system related national and sectoral policies, strategies and programmes?
4. Have any unexpected positive and negative results taken place? What effects are the interventions likely to have on power relations between women and men, and on women's empowerment?
5. In which way do the project's outputs and outcomes contribute to gender equality and social inclusion in the targeted countries?

Efficiency

1. How efficiently have the programme resources (time, expertise, funds, knowledge and know-how) been used to produce outputs and results? How much resources were spent on male and on female beneficiaries? How does this compare to the results achieved for men and for women?
2. Were the programme resources, management structure, technical capacity and time sufficient to achieve the programme outputs and outcomes within the given timeframe? What could have been improved?
3. Given the nature of the programme, its complexity and challenges under the Covid-19 environment, UK ODA review, how have the roles and responsibilities between the programme, donor and key partners at the national levels regarding design and implementation of the programme worked?
4. Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve gender-related objectives?
5. Did the project communicate effectively its gender and social inclusion -related objectives, results and knowledge?

Sustainability and impact potential

1. To what extent is the achieved progress likely to have long term effects? Are the results integrated or likely to be integrated into national institutions, target populations, and will partners be able to sustain them beyond the programme? To what extent the long-term effects will likely be different among men, women, people with disability?
2. To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs) and Decent Work Country Programme of the ILO?
3. To what extent has the programme contributed to advance the ILO's core principles (international labour standards, tripartism and social dialogue, gender equality and social inclusion) and also to the donor advancement in understanding of education and skills development in the programme countries?
4. What are the possible long-term effects on gender equality?

Methodology

The evaluation will comply with UNEG evaluation norms, standards and follow ethical safeguards, as specified in the ILO's evaluation guidelines and procedures. The evaluation will apply mixed methods; both qualitative and quantitative evaluation approaches should be considered for this evaluation. Qualitative information will be collected primarily through **outcome harvesting** approach. The specific elaboration of the evaluation method will be defined in consultation between the evaluation team and

the evaluation manager and will be described in detail in the inception report to be submitted by the evaluation team. The final evaluation report should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, or interviews surveys. The limitations of the chosen evaluation methods should also be clearly stated.

For required quality control of the whole process, the evaluator will follow the EVAL evaluation policy guidelines and the ILO/EVAL checklists available in the Annex I.

Multiple data collection techniques are expected to be used by the evaluation. The outcome harvesting process should follow the six generic steps, as described in Figure 1 below. Sound and appropriate data analysis methods should be developed for each evaluation question. Different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question, and findings be triangulated to draw valid and reliable conclusions.

Figure 1: Six steps of the Outcome Harvesting process (adapted from Wilson-Grau, 2018)

The evaluator(s) will propose an evaluation methodology taking the above-mentioned OH processes in mind. The evaluation methodology will include, but not limited to:

- **Desk review:** Conducting systematic analysis of existing documentation, including programme document and its logical framework, funding agreement, relevant minute sheets, implementation plan, performance evaluation plan, progress reports, and other relevant materials from secondary sources (e.g., national research and publications).
- **Consultation meeting with the programme team**: The evaluator will have a consultation meeting (via skype/zoom/teams or telephone) with the Evaluation Manager and programme team (Directors of the Country Offices, Regional Specialist & the CTAs). The objective of the meeting is to reach a common understanding regarding the objective & current status of the programme, the priority assessment questions, the available data sources and data collection instruments and an outline of the final assessment report.

- **Meetings with backstopping units and the donor:** the evaluator will meet with the technical backstopping in the ROAP/DWT-Bangkok's Skills and Employability Specialist, Employment Specialist in CO Jakarta, and Enterprise Specialist in CO-Manila and possibly in HQ (SKILLS, GED and Enterprises branches) through team/zoom calls. From the donor, the evaluator will meet with the country and regional Skills for Prosperity representatives at the British Embassy Manila and Jakarta, and British High Commission in Kuala Lumpur; and FCDO London. These meetings aim to reach a common understanding in relation of the technical and financial status of the programme.
- **Field visits, collection of data, interview with stakeholders and focus group interviews:** International evaluator will meet with the national key partners of the programme on the national and regional level.
    - The Team Leader will coordinate the tasks of the national consultants. The national consultants will accompany the Team Leader when conducting field visits in all Skills for Prosperity countries in Southeast Asia.
    - The evaluator(s) will meet with number of programme beneficiaries and organize semi-structured focus group discussions with them. Programme Team in consultation with the evaluation manager will prepare a list of recommended/potential persons/institutions and provide it to the evaluator(s) for interview.
- **Debriefing phase:** at the end of the fieldwork the evaluator will organize an online debriefing meeting for the key national partners and relevant stakeholders, ILO and the donor to present and discuss the preliminary findings, list of outcomes harvested, evaluators' recommendations and the lessons learned.
- **Submission of the first draft of the report:** the evaluator will submit the first draft of the report to the evaluation manager, who will circulate it to the backstopping units, the donor, the key national partners, and relevant stakeholders for comment.
- **Collection of feedback on the first draft:** the evaluation manager will collect the feedback on the first draft, consolidate and submit it to the evaluator.
- **Submission of the final report:** the evaluator will incorporate the feedback as appropriate and send the final report to the evaluation manager. If required, the evaluator will prepare an additional matrix depicting all modifications made in the evaluation report, categorized by stakeholder comments.
- **Quality of the report:** the evaluation manager and ILO Evaluation Unit will ensure the quality of the report against the ILO/EVAL Checklist 4.9: Rating the quality of evaluation report.
- **Dissemination:** the evaluation report will be submitted to the key stakeholders by the CO and uploaded in the EVAL public repository of evaluation reports (e-discovery)

During the data collection process, the evaluation team will compare and cross-validate data from different sources (programme staff, programme partners and beneficiaries) to verify their accuracy, and different methodologies (review documentary, field visits and interviews) that will complement each other.

The evaluator will be expected to follow EVAL's Guidance material on appropriate methodologies to measure key cross-cutting issues, namely the ILO EVAL Guidance Note 3.1 on integrating gender equality and non-discrimination; and the ILO EVAL Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects.

Main deliverables

The following products will have to be produced and delivered by the evaluation team:

- Deliverable 1: Inception report: The inception report is a means of ensuring mutual understanding of the evaluation team's plan of action and timeline for conducting the evaluation (refer to Annex I).

The evaluator(s) will draft an inception report upon the review of the available documents and online briefings/initial discussions with the programme team, relevant ILO officials/specialists. The inception report will include the final evaluation questions, data collection methodologies and techniques (suggested above), and evaluation tools as well as a completed Standard evaluation instrument matrix[51]. The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.
The inception report will be prepared in accordance with the EVAL Checklist 3: Writing the inception report, and approved by the evaluation manager.

- Deliverable 2: Stakeholder workshops presentation on preliminary findings of the evaluation

At the end of the data collection exercise, the evaluation team will present POWERPOINT file detailing preliminary findings of the evaluation, list of outcomes harvested and proposed evaluation recommendations, at the stakeholders' workshop. Three validation workshops will be organized (one per country). The ILO programme team will provide necessary administrative and logistic support to organize these stakeholder validation workshops.

- Deliverable 3: Draft evaluation report

The draft evaluation report should be prepared in accordance with the EVAL Checklist 5: Preparing the Evaluation report, which will be provided to the evaluator. The draft report will be improved by incorporating evaluation manager's comments. The report needs to integrate findings, conclusions and recommendations reflecting a gender analysis. Then the evaluation manager will circulate the draft report to key stakeholders including the programme team, the ILO officials concerned with this evaluation, the donor and national partners for comments.

- Deliverable 4: Final evaluation report with evaluation summary (in a standard ILO format)

The evaluators will incorporate comments received from the ILO and other key stakeholders into the evaluation report. The evaluator has to ensure that it is done in accordance with the EVAL Checklist 5: Preparing the Evaluation report.

The report and all other outputs of the evaluation will be produced in English. All draft and final reports, including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. The report should not be more than **60 pages** (excluding annexures). Findings, gaps and results should have a logical flow, be credible and clearly presented.

The draft report will be circulated to key stakeholders and partners of the programme, relevant tripartite constituents, and the ILO's staff i.e. the programme management, the ILO's Regional office in Bangkok, the ILO Country Offices in Indonesia and the Philippines and the ILO's Unit at HQs (GED, SKILLS), for their review. Comments from all the stakeholders will be consolidated by the Evaluation Manager and will be sent to the evaluation consultant to incorporate them into the revised evaluation report. The evaluation report will be approved by the ILO's Evaluation Office. The quality of the report

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[51] http://www.ilo.org/legacy/english/edmas/eval/template-checklist3.doc

will be assessed against the relevant EVAL Checklists (Checklist 6 Rating the quality of evaluation report, in Section 12).

Ownership of the data from the evaluation rests jointly between the ILO and the ILO's consultants. The copyrights of the evaluation report rests exclusively with the ILO. Use of the date for publication and other presentation can only be made with the agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Management arrangements and work plan (including timeframe)

Evaluation Manager: The organization and coordination of the evaluation mission will be provided by Ms Ebru Özberk (ozberk@ilo.org), Senior Programme Officer of the ILO Office for Turkey, who has no prior involvement in the programme, and oversight by Pamornrat Pringsulaka, the Regional Evaluation Officer, and Craig Russon, Sr Evaluation Officer from ILO Evaluation Office. Evaluation Team leader reports to Evaluation Manager.

Ms. Pamornrat Pringsulaka, Regional Evaluation Officer, ROAP (pamornrat@ilo.org) will do quality assurance of the report and ILO Evaluation Office (EVAL), Geneva will give approval of the final evaluation report.

Tasks of the programme team:
The programme management team will provide logistical support to the evaluator and will assist in organizing the data collection (documents, interviews with key stakeholders and stakeholder workshops). The programme will ensure that all relevant documentation is up to date and easily accessible by both consultants from the first day of the contract (desk review phase).

The Evaluation team:
The evaluation will be conducted by an evaluation team composed of one international consultant (team leader) and three national consultants for each of the SfP-SEA countries, who will work under guidance of the Team Leader in each of the target countries. National Evaluators will accompany the Team Leader during field visits and the Team Leader will coordinate their day to day work.

The evaluation team will discuss with the evaluation manager all technical and methodological issues when needed. It will be able to coordinator with the CTAs to provide the main documents and any information that they will need to carry out their mission. It will facilitate contacts with the different partners. Meetings will be organized on this occasion with the authorities, partners and beneficiaries concerned by the programme. The evaluation team will also receive technical, logistical, and administrative support from the programme team.

TIMELINE

The evaluation will be undertaken over 3 months between May and June 2023 for Indonesia and between July to September 2023 for Malaysia and the Philippines. A detailed timetable will be included in the inception report developed by the evaluator.

All logistics costs will be covered by the Programme.

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

Tasks	Responsible person	Tentative deadline	Number of Working Days			
			IE	NE (IDN)	NE (MYS)	NE (PHI)
1. Preparation, sharing for feedback, and finalize the evaluation TOR	Evaluation manager (EM) with inputs from the Programme team	31 March 2023				
2. Approval of the TOR by RO and EVAL	Programme team and Evaluation manager	12 April 2023				
3. Issue call for proposals	Evaluation manager	14 April to 5 May 2023				
4. Identification and selection of the evaluation consultants (international consultant(s) and two national consultants for Indonesia and Philippines)	Evaluation manager	12 May 2023				
5. Ex-col contracts based on the TOR prepared/signed	Programme team	14 May 2023				
6. Briefing for evaluators on the ILO evaluation policy	Evaluation Manager	18 May 2023				
7. Review programme documentation; and prepare and submit an inception report to the EM	Evaluator	26 May 2023	5	1	1	1
8. Consultations and interviews via Skype with the relevant ILO officials/specialists and donor	Evaluator	29 – 30 May 2023	2			
9. Approve inception report, including ensuring any necessary adjustments by evaluator	Evaluation Manager	31 May – 2 June 2023				
Phase-I (Indonesia) from 5 to 20 June 2023						
10. Conduct interviews/ focus groups discussions	Evaluators (Team leader and national consultant)	5 – 15 June 2023	8	8		
11. Develop presentation on preliminary findings, list of outcomes harvested and recommendations	Evaluators	16 June 2023	1	1		

Tasks	Responsible person	Tentative deadline	Number of Working Days			
			IE	NE (IDN)	NE (MYS)	NE (PHI)
12. Get approval from the ILO on the preliminary findings, list of outcomes harvested and recommendations	Evaluation manager & Programme Team	19 June 2023				
13. Stakeholders' workshop in Indonesia	Evaluators, Programme team and programme stakeholders	20 June 2023	1	1		
Phase-II (Malaysia & the Philippines) from 9 July to 9 August 2023						
14. Malaysia mission (conduct interviews/ focus groups discussions)	Evaluators	9 – 19 July 2023	8		8	
15. Develop country-specific presentation for Malaysia on preliminary findings, list of outcomes harvested and recommendations ~~Draft evaluation report prepared and submitted to the Evaluation manager~~	Evaluators	20 July 2023	1		1	
16. Get approval from the ILO on the preliminary findings, list of outcomes harvested and recommendations	Evaluation manager & Programme Team	21 July 2023				
17. Stakeholders' workshops in Malaysia	Evaluators, Programme team and programme stakeholders	24 July 2023	1		1	
18. Philippines mission (conduct interviews/ focus groups discussions) *Online interview with FCDO Programme Manager in the Philippines in May 2023*	Evaluators	25 July – 4 August 2023	8			8
19. Develop country-specific presentations for the Philippines on preliminary findings, list of outcomes harvested and recommendations	Evaluator	5 August 2023	1			1

Tasks	Responsible person	Tentative deadline	Number of Working Days			
			IE	NE (IDN)	NE (MYS)	NE (PHI)
20. Get approval from the ILO on the preliminary findings, list of outcomes harvested and recommendations	Evaluation manager & Programme Team	7 August 2023				
21. Stakeholders' workshops in the Phillipines	Evaluators, Programme team and programme stakeholders	8 August 2023	1			1
Report writing						
22. Draft evaluation report prepared and submitted to the Evaluation manager	Evaluator	19 August 2023	10	1	1	1
23. Sharing the draft report with all the concerned stakeholders including the donor for comments	Evaluation Manager	21 August 2023				
24. Comments on the draft report collected and consolidated, and sent to the evaluators	Evaluation Manager	4 September 2023				
25. Finalization and submission of the report to the Evaluation manager	Evaluator	7 September 2023	3			
26. Review of the Final report	Evaluation Manager	8 September 2023				
27. Submission of the Final report to EVAL	Evaluation Manager	15 September 2023				
28. Approval of the Final evaluation report	EVAL	30 September 2023				
Total number of working days →			**50**	**12**	**12**	**12**

Profile of the evaluation team

The evaluation will be conducted by an evaluation team of 4 consultants, an international team leader and 1 national consultant in each countries of Indonesia, Malaysia and Philippine.

Qualifications of the international team leader(s):
- Advanced university degree preferably in economics, business management or related qualifications,
- A minimum of 7 years of professional experience in evaluating international programmes and projects, development initiatives, logical framework and other strategic approaches, M&E methods and approaches, and information analysis and report writing,
- At least one professional experience using Outcome Harvesting as an evaluation methodology in the past three years (reports must be submitted);
- An adequate gender and social inclusion expertise
- Recent experience with result-based management monitoring and evaluation methodologies

- Understanding of the development context in the Asia Pacific with relevant work in the area of skills development,
- Previous involvement and understanding of ILO procedures is an advantage and extensive experience in ILO cross cutting issues e.g. gender, disability inclusion, International Labour standards, social dialogue and tripartism will be advantage
- Work experience in Asia Pacific region will be an asset
- Excellent communication and interview skills,
- Excellent report writing skills,
- Demonstrated ability to work in group and deliver quality results within strict deadlines,
- Excellent knowledge and excellent drafting skills in English.

Main duties:

- Responsible for conducting the overall evaluation
- Coordinate with evaluation manager, evaluation team, programme team and stakeholders to conduct the entire evaluation process
- Proceed to a desk review of all relevant documents and conduct a field mission to meet main stakeholders
- Conduct interviews/meetings with ILO's related departments and the donor that needs international travel
- Conduct a debriefing meeting together with national consultants at the end of the mission
- Elaborate the inception report (incl. methodological elaborations), the first version and final report in deadlines and in conformity with ILO and international standards

Qualifications of the national consultants/evaluators

a. University degree in social sciences or related graduate qualifications.
b. A minimum of 5 years of professional experience in evaluating social development projects initiatives or related social research; as team member (i.e. data collection and analysis);
c. Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
d. Candidates with proven experience of using Outcome Harvesting as an evaluation methodology will be given preference.
e. Fluency in written and spoken English
f. National consultants are required to be fluent in the official language of each country (for Indonesia and the Philippines)
g. Knowledge and experience of the UN System is an advantage;
h. Understanding of the development context of the Programme Country is an advantage;
i. Excellent communication and interview skills;
j. Demonstrated ability to deliver quality results within strict deadlines.
k. National consultants are required to be based in each country

Main duties of national consultants:

The national consultants will work under the team leader's guidance in each of the target countries. They would conduct field research based on the interview guides provided by the team leader and contribute to draft reports. S/he will interpret for international consultants during interview sessions. The national consultants are also required to fully comply by the advisories issues by the national and local governments and the UN and ILO regarding domestic travels and social distancing.

Legal and ethical matters

The evaluation will be carried out in adherence with the ILO evaluation policy guidelines, UN Evaluation Group (UNEG) Norms and Standards and OECD/DAC criteria for evaluating development assistance.

Ethical considerations will be taken into account in the evaluation process. As requested by the UNEG Norms and Standards, the evaluator will be sensitive to beliefs, manners and customs, act with integrity and honesty in the relationships with all stakeholders.

The evaluator shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality while ensuring that sensitive information cannot be traced to its source.

Annex B – List of persons interviewed

Name	M/F	Organization	Designation	Mode of interview
INDONESIA				
Abbas, Muhamad Iqbal	M	BAPPENAS	Chief Planner	Group
Adiluhung, Firda	F	Shipbuilding Sector, Surabaya	IAB Member	Personal
Aditya, Ms	F	Polytechnic Batam	Student	Group
Afandi, Irfan	M	ILO, Indonesia	National Project Officer, SfP Indonesia	Personal
Agisifa, Mr	M	PPNS Surabaya	Student	Group
Al Hakim, Raden	M	Ministry of Tourism	Ministry staff	Zoom
Alelo, Maryke	F	Polytechnic Manado	Director	Personal
Amri, Faisal	M	Polytechnic Batam	Student	Group
Andih, Deisy	F	Polytechnic Manado	Lecturer	Group
Andika, Ms	F	Shipbuilding Sector, Surabaya	IAB Member	Personal
Anissa, Nur	F	Polytechnic Batam	Student	Group
Apiatna, Kekek	F	Consultant	GEDSI consultant assessing polytechnics	Zoom
Arika, Ms	F	Ministry of Tourism	Ministry staff	Zoom
Ayu, Ms	F	Polytechnic Batam	MyInternship and Talenthub Lead, lecturer	Group
Bandanadjaja, Benny	M	Ministry of Education Culture Research and Technology	Director, Vocational and Higher Education	Personal
Bawole, Merryany	F	Polytechnic Manado	Lecturer	Group
Boon, Stuart	M	University of Strathclyde, UK	Senior Teaching Fellow, Staff Development Unit	Zoom
Cahyaningati, Desi Tri	F	Polytechnic PPNS Surabaya	Lecturer	Group
Dalam, Winanda Warga	F	Polytechnic Batam	GEDSI Lead, lecturer	Group
Damu, Juliana	F	Institute of Logistics, Batam	Vice President	Personal
Dewi, Ratnasari	F	Ministry of Education Culture Research and Technology	Cooperation Analsyst, Directorate General of Vocational Education	Personal
Fauzah, Salsabila Nurul	F	Polytechnic Batam	Student	Group
Febriyadi, Jimmy	M	INCREASE Manado	LED Trainer of Trainers	Zoom
Frans, Mr	M	Shipbuilding Sector, Surabaya	IAB Member	Personal
Gethin, Carla	F	City of Glasgow College, UK	Director, Business Partnerships	Zoom
Greenaway, Clair	F	University of Gloucestershire, UK	Team Leader	Zoom
Gunawan, Budi	M	Polimarin, Semerang	Vice Director, Academic and Cooperation	Personal
Gunawan, Tendy	M	ILO, Indonesia	National Program Officer	Personal
Gunbeyaz, Sefer Anil	M	University of Strathclyde, UK	Lecturer, Naval Architecture, Marine Engineering	Zoom
Hafi, Ms	F	BAPPENAS	Program Administration	Group
Haghdousti, Mahmoud	M	Solent University, Warsash Maritime School, UK	Senior Lecturer Marine Engineering	Zoom
Hasibuan, Sri Nigsih	F	Polytechnic Batam	Student	Group
Heca, Ninik	F	SIGAB (Disability Organization)	Programme Manager	Zoom
Hendartono, Ario	M	Polimarin, Semerang	Head, International Affairs and Cooperation Office	Personal
Hendrawan, Bambang	M	Polytechnic Batam	Vice Director, General Administration and Finance	Personal
Herlina, Ms	F	Ministry of Tourism	Ministry staff	Zoom
Hidayati, Nurul	F	Polytechnic PPNS Surabaya	Lecturer	Group
Ikhlas, Muhamad	M	Polytechnic Batam	Industrial Lead, lecturer	Group
Iksan, Ms	F	PPNS Surabaya	Student	Group
Jacub, Jeremy	M	Ministry of Tourism	Ministry staff	Zoom
Julianto, Eko	M	Polytechnic PPNS Surabaya	Director	Personal
Kamagi, Jongky	M	Polytechnic Manado	Lecturer	Group
Karsu, Anggi	F	Ministry of Tourism	Ministry staff	Zoom
Karsuni, Anggi	F	Ministry of Tourism	Ministry staff	Zoom
Kent, Mary	F	ILO, Indonesia	Chief Technical Officer, SfP Indonesia	Personal
Kurt, Rafet	M	University of Strathclyde, UK	Reader, Naval Architecture, Marine Engineering	Zoom
Lagarens, Yolanda	F	Polytechnic Manado	Lecturer	Group
Lelengboto, Abraham	M	University of Klabat, Manado	Senior lecturer	Personal
Lestari, Ratna Sofiana	F	Coordinating Ministry of Human Resources and Culture	Policy Analyst	Personal
Lestari, Titik	F	Ministry of Tourism	Ministry staff	Zoom
Linda, Ms	F	BAPPENAS	Program Adminstration	Group

Name	M/F	Organization	Designation	Mode of interview
Lippuner, Lars	M	Solent University, Warsash Maritime School, UK	Director	Zoom
Lismanto, Mr	M	Ministry of Education Culture Research and Technology	Head, Directorate General of Vocation Education	Personal
Lumowa, Grace	F	Tourism Sector, Manado	Project consultant	Personal
Mangolo, Mikhail	M	Polytechnic Manado	Lecturer	Group
Mapaliey, Nelfa	F	Polytechnic Manado	Lecturer	Group
Masnalina, Nyimas	F	Polytechnic Batam	Student	Group
Massie, Jacqui	F	City of Glasgow College, UK	Head of Business and International Development	Zoom
Miftahudin, Muhammad	M	Polytechnic PPNS Surabaya	Lecturer	Group
Miyamoto, Michiko	F	ILO, Indonesia	Country Director	Personal
Mohtar, Muce	M	ILO, Indonesia	National Project Officer, SfP Indonesia	Personal
Monoarfa, Kemal Akbar	M	Ministry of Tourism	Ministry staff	Zoom
Montgomery-Hunt, Dan	M	British Embassy, Jakarta	Political Counsellor and Education Attache	Personal
Mulyana, Andi Erna	F	Polytechnic Batam	Academic Lead, lecturer	Group
Mulyaningtas, Dian	F	Polytechnic Batam	Lecturer and SfP Program Manager	Personal
Ningrum, Aria Setia	F	Coordinating Ministry of Human Resources and Culture	Policy Analyst	Personal
Noor, Heru Ishkan	M	ATAK, Batam	IAB Member	Personal
Nur, Ersandi	F	Ministry of Manpower	Pranata Komputer Pertama	Group
Nurfaisa, Halida	F	British Embassy, Jakarta	Education and Skills Advisor	Personal
Oupia, Jesica	F	Polytechnic Batam	Lecturer	Group
Paham, Diah	F	Ministry of Tourism	Deputy Minister for Resources and Institutions	Zoom
Permanasri, Dian	F	Ministry of Tourism	Ministry staff	Zoom
Polii, Anritsu Steven	M	Polytechnic Manado	Lecturer	Group
Polii, Bernadain	F	Polytechnic Manado	Lecturer	Group
Popon, Ms	F	ILO, Indonesia	Monitoring, MERL Consultant	Personal
Putra, Fandi Azana	M	PPNS Surabaya	Student	Group
Rahayu, Sri Tutie	F	Polimarin, Semerang	Chair of Senate	Personal
Rantung, Rinny	F	University of Klabat, Manado	Senior lecturer	Personal
Riadi, Sugeng	M	Polytechnic Batam	Lecturer	Group
Riadini, Desy	F	Ministry of Manpower	Statistician	Group
Rondonuwu, Dianne	F	Polytechnic Manado	Lecturer	Group
Sadewo, Gatot	M	CIMA and PIAB (Seafaring)	Chairman of IAB, Polimarin	Zoom
Safana, Auwlia	F	PPNS Surabaya	Student	Group
Safitri, Diah	F	ILO, Indonesia	Admin and finance, SfP Indonesia	Personal
Saifullah, Ms	F	Polytechnic Batam	Student	Group
Saleh, Rahmad	M	Ministry of Manpower	Pranata Komputer	Group
Sandora, Rina	F	Polytechnic PPNS Surabaya	Lecturer	Group
Santosa, Mardi	M	Polytechnic PPNS Surabaya	Vice Director	Personal
Saputra, Agung	M	Polimarin, Semerang	Project Manager	Personal
Saronto, Mahatmi (Ami)	F	BAPPENAS	Director of Employment and Job Opportunity Expansion	Group
Saufi, Ahmad	M	Coordinating Ministry of Human Resources and Culture	Assistant Deputy Director General, Vocational Education	Personal
Sembiring, Fredy	M	KSPI Caitu (Workers Org.)	Workers' representative	Personal
Servisari, Undhan	F	Ministry of Tourism	Ministry staff	Zoom
Setiawan, Agus	M	Ministry of Tourism	Ministry staff	Zoom
Simatupang, Leohansen	M	ILO, Indonesia	National Project Officer, SfP Indonesia	Personal
Singa, Hani Lorens	M	Budo Community, North Sulawesi	Director of BUMDES (Village Enterprise)	Personal
Suarji, Suprapto	F	Industry Advisory Board	IAB Member	Personal
Sudono, Dede Shinta	F	ILO, Indonesia	National Project Officer, SfP Indonesia	Personal
Suharto, Mr	M	SIGAB (Disability Organization)	Director	Zoom
Sumanti, Elvis	M	University of Klabat, Manado	Dean, Economics and Business Faculty	Personal
Syafrina, Mia	F	Polytechnic Batam	Capacity building lead, lecturer	Group
Taliwongso, Indrajit	M	University of Klabat, Manado	Senior lecturer	Personal
Tanet, Temmy	F	ILO, Indonesia	Admin and finance, SfP Indonesia	Group
Tangian, Diane	F	Polytechnic Manado	Lecturer	Group
Tarigan, Yulinda	F	Polytechnic Batam	MyInternship and TalentHub Lead, lecturer	Group
Towoliu, Robert	M	Polytechnic Manado	Lecturer	Group

Name	M/F	Organization	Designation	Mode of interview
Utari, Dian	F	Polytechnic PPNS Surabaya	Lecturer	Group
Walukow, Ivoletti	F	Polytechnic Manado	Lecturer	Group
Warokka, Margaretha	F	Polytechnic Manado	Lecturer	Group
Wirawan, Adhitomo	M	Polytechnic Batam	D2 fast track and Simulation Lead, lecturer	Group
Yuniardi, Elly	F	Ministry of Tourism	Ministry staff	Zoom
Zahira, Lina	F	Ministry of Tourism	Ministry staff	Zoom
THE PHILIPPINES				
Abrio, Jocelyn	F	SKILLS, Cebu City	Student	Group
Abueva, Vivian (?)	F	TESDA, Region VIII	Provincial Director (Check)	Group
Agnes, Ms	F	TESDA, Central Office	Responsible for Output 3.3 and MSPs	Group
Alcarde, Janette	F	TESDA, Region VI	Acting Provincial Director	Group
Alfredo, Efren	M	ILO Project Support, Basey	Support Staff	Group
Alod, Victor	M	SKILLS, Cebu City	Student	Group
Ampong, Adrian B.	M	TESDA, NITESD	Assistant Executive Director	Group
Artiga, Angelica	F	ILO Project Support, Basey	Support Staff	Group
Baluyot, Jemellene	F	British Embassy, Manila	SfP Programme Manager	Zoom
Banzon, Steve	M	SKILLS, Cebu City	Technical Training Director	Group
Bares, Conrad	M	Consultant	National Consultant (RPL and Lifelong Learning)	Personal
Bautista, Liz	F	British Embassy, Manila	Health Advisor, Prosperity Programme Manager	Zoom
Bernabe, Marsh B.	M	Aklan Tourism Trade and Investment Promotion Centre	Provincial PESO Manager	Personal
Bisda, Maria Criselda	F	Project Inclusion Network	Lead Technical Advisor	Group
Brimon, Katherine	F	ILO, Philippines	Senior Project Officer	Personal
Cabahug, Jocelyn	F	TESDA, Region VII, Cebu	Chief TESD Specialist	Group
Casinillo, Rizalito	M	Cebu Contractors Association	Director	Group
Castro, Zarrah Mae	F	ILO, Philippines	Project Officer	Group
Chernyshev, Igor	M	Green Jobs and Sustainable Development International	International LMI Consultant	Zoom
Community Members	M/F	Various (Check with Mela?)	Approximately 30 in attendance, 50% women	Group
Cortes, Joelex	M	TESDA, Region VI	TESDA/ILO Support	Group
Cubijiano, Jessie	M	SKILLS, Cebu City	Executive Director	Group
Culla-Cruz, Jana	F	Project Inclusion Network	Partnerships and Policy Advocacy Coordinator	Group
Dolinog, Arnie	M	TESDA, Region VI	IP Leader	Group
Dolinog, Mark Anthony	M	TESDA, Region VI	Supervising TESD Specialist	Group
Dragutan, Cezar	M	ILO, SfP-Philippines (Geneva)	Chief Technical Advisor	Zoom
Epetia, Maria	F	Consultant	National Consultant (LMI)	Personal
Estorinos, Balbino	M	Basey Region	Municipal Administrator	Group
Felices, Aura Rose	F	Department of Trade and Industry, Tacloban	MSP Member	Group
Floramal, Joy	F	TESDA, Central Office	Responsible for Industry Advisory Boards	Group
Francisco, Mr	M	TESDA, Central Office	Responsible for Output 3.3	Group
Gasskov, Vladimir	M	Green Jobs and Sustainable Development International	International LMI Consultant	Zoom
Gayona, Gaspar	M	Ex-TESDA, Region VI	Former Regional Director	Personal
Geraldo, Clarissa	F	TESDA, Region VII, Cebu	Chief of Operations	Group
Gersava, Ryan	M	Consultant	National Consultant (design thinking forums)	Personal
Gorospe, Abigail	F	Employers Confederation of The Philippines	Manager, Advocacy, Research and Communications	Group
Hassan, Khalid	M	ILO, Philippines	Country Director	Zoom
Isaac, Irene	F	Independent Consultant	Consultant on Output 3.2	Zoom
Javier, Grant	M	Project Inclusion Network	Executive Director	Group
Justimbaste, Charlene	F	TESDA, Central Office	Executive Director, Planning	Group
Kate, Ms	F	ILO, Philippines	Admin	Group
Kruz, Kaisa	F	Consultant	National Consultant (MPP)	Personal
Liu, Paulette	F	SKILLS, Cebu City	Chief Operating Officer (TVET Provider)	Group
Mansanade, Meldy	F	Department of Labour and Employment	MSP Member	Group
Mary, Ms	F	TESDA, Central Office	National TVET Trainers Academy	Group
Medina, Eric	M	SKILLS, Cebu City	Student	Group
Mendenilla, Marjorie	F	Consultant	National Consultant (competency standards development)	Personal

Name	M/F	Organization	Designation	Mode of interview
Monterola, Sheryl	F	CISTEM	National Consultant (STEM)	Personal
Moya, Jose Roland	M	Employers Confederation of The Philippines	Deputy Director General	Group
Nacisvalencia, Jhoyzel	F	Employers Confederation of The Philippines	Advocacy and Research Associate	Group
Odaya, Artemio	M	BARFA	MSP Member	Group
Ogrimen, Anita	F	BANIG	BANIG President and MSP Member	Group
Orejola, Manuel	M	ILO Project Support, Basey	Project Facilitator	Group
Palines, Gina	F	Department of Education	MSP Member	Group
Papelaras, Patrizia	F	Project Inclusion Network	Partnerships and Policy Advocacy Associate	Group
Rarama, Phama Lea	F	TESDA, Region VI	Provincial Office Support	Group
Reambonanza, Jonathan	M	Philippine Fibre Industry Development Authority	MSP Member	Group
Reyes, Danielle	F	Employers Confederation of The Philippines	Researcher (?)	Group
Ringca, Floro	M	TESDA, Region VII, Cebu	Assistant Regional Director	Group
Ruiz, Ramon Evan	M	TESDA, Region VII, Cebu	Regional Director	Group
Sheila, Ms	F	TESDA, Central Office	Qualification and Standards Office (?)	Group
Taganas, Imelda	F	Consultant	National Consultant (RPL and Lifelong Learning)	Personal
Tagat, Joemarie	M	Municipality of Tubungan	OIC, Municipal Planning and Development Office	Group
Tolentino, Justin	M	TESDA, Region VI	TESDA/ILO Support	Group
Trillanes, Karmela Joan	F	ILO, Philippines	Project Officer	Personal
Uy, Benedict	M	Cebu Contractors Association	Vice President	Group
Uy, John	M	Cebu Contractors Association	Engineer	Group
Varona, Rex	M	ILO, Philippines	Coordinator, Safe and Fair Project	Personal
Vicente, Gamaliel	M	TESDA, Region VIII	Regional Director	Group
Villorente, Lindelle	F	Philippine Fibre Industry Development Authority, Aklan	Representative	Group
Viloria, Linartes (Lites)	F	ILO, Philippines	Senior Project Officer	Personal
Zarsadia, Katherine	F	TESDA, Central Office	Acting Assistant Executive Director, Planning	Group
MALAYSIA				
Badrin, Mohamad Afzanizam	M	ILO, Malaysia	Senior Programme Officer	Personal
Bardan, Datuk HJ Shamsuddin	M	Malaysian Employers Federation	Executive Director	Personal
Bin Raja, Nizam	M	Ministry of Human Resources	Undersecretary, International Division	Group
Effendy, Abdul Ghani	M	Malaysian Trade Union Congress	President	Personal
Foo, Shirley	F	Master Builders Association Malaysia	Assistant Manager	Group
Gobilee, Rony	M	HRD Corp	Chief Strategy and Programmes Officer	Personal
Harmoni, Kamal	M	KISMEC, Kedah	Assistant General Manager	Personal
Ismail, Izza	F	British High Commission, Kuala Lumpur	Regional Education and Skills Advisor, South East Asia	Personal
Kahirol, Dr	M	Consultant	Monitoring and Evaluation Specialist	Zoom
Lee, Foo Chek	M	Master Builders Association Malaysia	Project Manager	Group
Lee, Siew Mei	F	Master Builders Association Malaysia	General Manager	Group
Liyane, Ms	F	Ministry of Sports and Youth	SfP contact (Check – others attended)	Zoom
Loh, Mei Ling	F	Master Builders Association Malaysia	Executive Director	Group
Michael, Jennifer	F	SSTC, Sabah	Project Officer	Personal
Mori, Junichi	M	ILO, Malaysia	Chief Technical Advisor	Personal
Murina, Ms	F	Ministry of Sports and Youth	Master Trainer STEM	Zoom
Nur, Firzana	F	Master Builders Association Malaysia	Executive Officer	Group
Onn, Shaza Scherazade	F	ILO, Malaysia	Senior Programme Officer	Personal
Phee, Steven	M	Master Builders Association Malaysia	TWG Committee Member	Group

Name	M/F	Organization	Designation	Mode of interview
Ramalingam, Meena	F	Ministry of Human Resources, Department of Skills Development, Development and International Branch	Deputy Director	Group
Sahidayana, Mas	F	Universiti Malaya (STEM Centre)	Consultant on STEM	Personal
Sariki, Mahuran Saro	F	TalentCorp	Vice President Group Research	Personal
Shani, Abdullah Fauzy	M	Malaysian Manufacturers Institute	Project Manager, FMMI-ILO Pilot Project	Personal
Vu, Sylvia	F	British High Commission, Kuala Lumpur	Education Policy and Programme Manager	Personal
Yusof, Yusuri	M	KISMEC, Kedah	Executive Director	Personal
Zakiah, Mr	M	IKBN	Responsible for RPL	Zoom
OTHER				
Prat Tuca, Jordi	M	ILO, Regional Office for Asia and The Pacific, Bangkok	Regional Technical and Programme Coordinator	Zoom
Chowdhury, Sohanna	F	ILO, Regional Office for Asia and The Pacific, Bangkok	Monitoring and Evaluation Specialist	Zoom
Sakamoto, Akiko	F	ILO, Regional Office for Asia and The Pacific, Bangkok	Skills and Employability Specialist, DWT	Zoom
Gaventa, Hannah	F	The Palladium Group, UK	Portfolio Manager and GESI Lead	Zoom
Ferrier, Tracy	F	The Palladium Group, UK	Team Leader, Skills for Prosperity Hub	Zoom
Hill, Phoebe	F	Foreign, Commonwealth & Development Office, UK	Team Leader, Higher Education and Skills	Zoom
Hansford, Jessica	F	Foreign, Commonwealth & Development Office, UK	Higher Education and Skills Policy Advisor	Zoom
TOTAL				
Number of Interviews:	246			
Female (Number):	138			
Female (%):	56%			

Annex C – Data Collection Plan

Data sources referenced in the Data Collection Plan set out below are:

Documents

A1: Programme context and rationale documents (e.g., situation analyses and research, DWCPs, country development plans and strategies, relevant country TVET regulations, sectoral reports, donor-related plans)

A2: Programme design documents (e.g., ProDoc, funding agreements and amendments)

A3: Monitoring and evaluation instruments and tools

A4: Programme reports (e.g., periodic reports, annual reports, financial reports, reports provided by contracted services and technical experts)

A5: Research reports, knowledge products, TVET curricula outlines, guidelines and tools developed though the project

Interviews

B1: Representatives of relevant Ministries involved directly in the programme as well as Ministries that can advance TVET reform more broadly by applying programme lessons and approaches

B2: Leaders, teachers and students at participating TVET institutions

B3: Community leaders/representatives/service providers (including their perspective on the programmes activities and effects on the inclusion of gender, disability and marginalized groups

B4: Representatives of the programme's target sectors and sub-sectors in the three countries, including participating employers, sectoral representatives (including employer associations and sectoral workers' representatives), and ILO constituents at the peak representation level

B5: ILO staff including senior management in Country Offices and project leaders and staff

B6: Any other development agencies operating in the SfP countries that have links with the programme's activities and development goals

B7: UK educational institutions supporting the programme (via Zoom)

B8: Country-level representatives of the donor (i.e., local British Embassy officials)

B9: Representatives of the UK's Foreign, Commonwealth & Development Office

B10: ILO regional office staff based in Bangkok including SfP's Regional Technical and Programme Coordinator, the Regional Skills and Employability Specialist

B11: Relevant ILO staff in ILO HQ in Geneva

Evaluation questions	Indicators/evidence/sub-questions	Sources of data (see 3.2)
RELEVANCE – "Did interventions do the right things?"		
1. How well did the programme maintain its relevance as it responded to COVID-19 and the changes to programme design, budget and delivery timeline?	▪ Documented changes in programme plans, activities and approach and the effect of these on the chain of results in the ToC. ▪ Extent programme remained relevant to beneficiaries, participating institutions	A1, A2, A3, A4, A5 B1-B11
2. To what extent has the programme identified and integrated into its actions the operational and strategic needs and priorities for men, women, and vulnerable groups?	▪ Extent women, people with disabilities and vulnerable groups were engaged in and benefitted from project interventions and efforts made to facilitate and promote participation. ▪ Reported results against targets and steps taken to enhance these.	A1, A2, A3, A4, A5 B1-B11
3. How well has the programme aligned with met the needs of national skills and TVET systems development priorities?	▪ Extent programme supported TVET policy reform and policies and relevant national Ministries and constituents ▪ Strategies adopted in which there is a demonstrable link to programme outcomes	A1, A2, A4, A5 B1, B2, B4, B5, B7, B8, B10
COHERENCE – "How well did interventions fit?"		
4. How well did the programme fit and work with other relevant ILO interventions and create synergies with other partners that advanced the programme's goals?	▪ Coherence of SfD with other skills-related initiatives (of the ILO, programme partners and other development actors) including those related to institutional capacity building, tourism, relevant sectors, women, people with disabilities. ▪ Examples of synergies between interventions (including policy-related interventions) that have enhanced programme efficiency, effectiveness or impact. ▪ Planned and actual contributions to project implementation by partners and extent these made optimal use of the specific capabilities of each.	A1, A4 B5, B6, B10
5. To what extent has the programme established partnerships with relevant organizations/institutions at the global, regional and country level and how have these added value to the programme?	▪ Connections facilitated by the programme including with international TVET institutions, regional bodies (e.g. ASEAN-related), international sectoral bodies) and local organisations and how these have added value.	A4, A5 B1, B4, B5, B6, B7, B8, B10
6. What has been the added value of the ILO work in the partnerships established?	▪ Scope, nature and value of other ILO work (i.e., outside the funding agreement) that has contributed to programme outcomes	A1, A4, A5 B1-B11

Evaluation questions	Indicators/evidence/sub-questions	Sources of data (see 3.2)
EFFECTIVENESS – "Did interventions achieve their objectives?"		
7. To what extent have the programme objectives been achieved? What are the results noted, particularly in terms of notable successes or innovations? Do results (effects of activities and outputs) affect women and men differently?	▪ Reported performance against targets (output and outcome level) disaggregated by gender. ▪ Stakeholder perceptions of key outcomes of the programme at local, regional and national level. ▪ Assessment of quality of outputs based on reports and stakeholder interviews.	A4, A5 B1-B11
8. What are the major factors influencing the achievement or non-achievement of the objectives?	▪ Stakeholder perceptions and documented reports of factors that helped or hindered implementation of activities and achievement of results.	A4 B1-B11
9. How effective the partnerships with government, employers' organizations and other relevant organizations/institutions have been for development of skills and TVET system related national and sectoral policies, strategies and programmes?	▪ Examples of the effect of programme partnerships and engagement models that can be connected to TVET system related national policies, strategies and programmes. ▪ Stakeholder assessment of programme contribution to these.	A4, A5 B1-B11
10. How have the project's outputs and outcomes contributed to gender equality, social inclusion and the power relations between women and men, and on women's empowerment in the targeted countries?	▪ Evidence of change – in participation, systems and procedures, policies and strategies, behaviour, culture, and attitudes – documented or reported within participating programme institutions, Ministries, employers, and sectors. ▪ Perception of women and representatives of vulnerable groups on the extent and nature of these changes and their impact.	A4, A5 B1-B11
11. Have any unexpected positive and negative results taken place?	▪ Observed or reported positive or negative results with a link to the programme.	A4, A5 B1-B11
EFFICIENCY – "How well were resources used?"		
12. How efficiently have the programme resources (time, staffing, expertise, funds, etc.) been used to produce outputs and results and were these sufficient to deliver planned outputs and outcomes?	▪ Reported resource sufficiency, timeliness and completeness of delivery against plan, use of supplementary funds from ILO to fill resource gaps. ▪ Flexibility in use of resources in response to changing circumstances and needs.	A4, A5 B2, B5, B7, B8, B9, B10
13. How well did the programme team, the donor representatives, and the national partners work together in the design and implementation of the programme?	▪ Stakeholder accounts of how well the roles and responsibilities were defined and how well they contributed to programme management, implementation, and the achievement of results, given the complexity and challenges faced.	A4, A5 B1, B4, B5, B7, B8, B9, B10

Evaluation questions	Indicators/evidence/sub-questions	Sources of data (see 3.2)
	▪ Extent to which any uncertainty affected programme implementation (e.g., related to funding and timelines).	
14. How were the programme's resources used to address the needs of women compared to those of men and what were the comparative results?	▪ Programme expenditure directly linked to beneficiaries disaggregated by gender. ▪ Programme results directly linked to beneficiaries disaggregated by gender ▪ Evidence that resources were allocated to address strategic gender-related issues identified in the programme document and ToC ▪ Extent to which the programme effectively communicated its gender and social inclusion -related objectives, results and knowledge?	A4, A5 B1-B11
IMPACT AND SUSTAINABILITY – "What difference did the interventions make?"		
15. To what extent are the programme and its results likely to have long term effects including on gender equality?	▪ Evidence that results of the programme are well positioned to be mainstreamed and sustained in national systems and for the benefit of target populations. ▪ Likely long-term benefits accruing to specific groups and if and how these differ (women, men, people with disability, other)	A5 B1-B11
16. To what extent have results contributed to advance national sustainable development objectives and Decent Work Country Programmes of the ILO?	▪ Mapping of programme results to DWCPs, SDGs, UNSDCFs, and other relevant global, regional and national development frameworks.	A1, A4, A5 B1, B5, B6, B8, B10
17. In what ways has the programme advanced the ILO's core principles (international labour standards, tripartism and social dialogue, gender equality and social inclusion) and to the donor's international development policy objectives in the programme countries?	▪ Mapping of programme results to ILO cross-cutting policy objectives. ▪ Mapping of programme results to UK international development policy objectives.	A1, A4, A5 B1, B3, B5, B10, B11

Annex D – Theory of Change (as per original ProDoc)