



Foreign &
Commonwealth
Office



International
Labour
Organization

Evaluability Assessment Report of S4P-SEA Project

UK Prosperity Fund Skills Programme
for South East Asia (S4P-SEA)

Katerina Stolyarenko, International M&E Expert

3/31/20

TABLE OF CONTENTS

ACRONYMS	2
COUNTRY PROFILES.....	3
CHAPTER I: EVALUABILITY ASSESSMENT THEORETICAL APPROACH AND RATIONALE	4
2.1. Purpose and Value	4
2.2. Why evaluability matters	4
2.3. Scope of the S4P-SEA Project Evaluability Assessment.....	6
CHAPTER II: EVALUABILITY ASSESSMENT METHODOLOGY AND DELIVERABLES	6
2.1. Evaluability Assessment Methodology	6
2.2. Evaluability Assessment Deliverables.....	7
CHAPTER III: FINDINGS AND RECOMMENDATIONS.....	8
1. Intervention Logic, Risks and Assumptions.....	8
2. Quality of Indicators, Baselines, Targets and Milestones	17
3. Means of Verification/Measurement and Methodologies.....	21
4. Infrastructure, Human and Financial Resources	24
5. Partners' Participation and Use of Information.....	30
REFERENCES	31

ACRONYMS

APINDO	Employers' Association of Indonesia
ASEAN	Association of Southeast Asian Nations
CPO	Country Priority Outcome
CSOs	Civil Society Organisations
DFID	Department for International Development
DWCP	Decent Country Work Programme
DWT	Decent Work Technical Support Team (ILO)
DWT-Bangkok	Decent Work Technical Support Team for East and Southeast Asia and the Pacific
EVAL	Evaluation Office (ILO)
GB Hub	Global Britain Education and Skills Hub
GED	Gender, Equality and Diversity (ILO)
HE	Higher Education
HRDF	Human Resources Development Fund
IB	Industry Board
ICT	Information and Communication Technologies
ILO	International Labour Organization
M&E	Monitoring and Evaluation
PRODOC	Project Document
SDG	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SSC	Sector Skills Council
TA	Technical Adviser
TESDA	Technical Education and Skills Development Authority (Philippines)
ToT	Training of Trainers
TVET	Technical and Vocational Education and Training
UN	United Nations

COUNTRY PROFILES¹

Country	Indonesia	Malaysia	Philippines
Population	263,510,146 (2017)	31,164,177 (2017)	103,796,831 (2017)
Youth population	16.94% (2017)	18.6% (2017)	19.17% (2017)
Ethnic groups	87.2% Islam, 9.9% Christianity, 7.0% Protestantism, 2.9% Roman Catholicism, 1.7% Hinduism, 0.7% Buddhism, 0.2% Confucianism and others	68.8% Bumiputera or indigenous (Malay, Orang Asal and other bumiputera), 23.2% Chinese, 7% Indian. 1% Others	Tagalog 24.4%, Bisaya/Binisaya 11.4%, Cebuano 9.9%, Ilocano 8.8%, Hiligaynon/Ilonggo 8.4%, Bicol/Bicol 6.8%, Waray 4%, other local ethnicity 26.1%, other foreign ethnicity .1% (2010 est.)
Main industries/sectors	Resource-based Economy (Petroleum, Tin, Natural Gas, Nickel, Timber, Bauxite, Copper, Fertile Soils, Coal, Gold & Silver)	Oil & Gas; Palm Oil; Rubber; Financial Services; Tourism	Manufacturing; Tourism; BPO
Sex ratio	1 male(s)/female (2017)	1.03 male(s)/female (2017 est.)	1.01 male(s)/female 1.02(2017 est.)
HDI	0.689 (2015)	0.789 (2015)	0.682 (2015)
GDP (Total)	\$1.015 trillion (2017 est.)	\$314.5 billion (2017 est.)	\$313.4 billion (2017 est.)
GDP (Per Capita)	\$12,400 (2017 est.)	\$29,000 (2017 est.)	\$8,300 (2017 est.)
Industry/Sectors (GDP Contribution)	Agriculture: 13.9% Industry: 40.3% Services: 45.9% (2017 est.)	Agriculture: 8.4% Industry: 36.9% Services: 54.7% (2017 est.)	Agriculture: 9.6% Industry: 30.6% Services: 59.8% (2017 est.)
Poverty Rate	10.9% (2016 est.)	3.8% (2009 est.)	21.6% (2017 est.)
Education Index	0.622 (2015)	0.700 (2015)	0.637 (2015)
Adult Literacy Rate (% Ages 15 and Older)	93.9% (2015)	94.6% (2015)	96.3% (2015)
Expected Years of Schooling	12.9 (2015)	13.1 (2015)	11.7 (2015)
Mean Years of Schooling (Adults)	7.9 (2015)	10.1 (2015)	9.3 (2015)
School Dropout Rate	18.1% (2013)	5.8% (2013)	% NA
Unemployment Rate (Total)	5.8% (2015)	2.9% (2015)	6.7% (2015)
Unemployment Rate (Youth -15-24 old)	19.3% (2015)	10.4% (2015)	15.7% (2015)
Composition of Workforce	Agriculture: 32% Industry: 21% Services: 47% (2016 est.)	Agriculture: 11% Industry: 36% Services: 53% (2012 est.)	Agriculture: 25.4% Industry: 18.3% Services: 56.3% (2017 est.)

¹ Source: UNESCO-UNEVOC TVET Country Profiles

CHAPTER I: EVALUABILITY ASSESSMENT THEORETICAL APPROACH AND RATIONALE

2.1. Purpose and Value

An evaluability assessment (EA) helps determine if it is possible to evaluate an intervention, and what steps would be necessary in order to design and implement a project that is ready for an evaluation. Using the evaluability assessment would prevent expending resources prematurely or inappropriately, and it would help guide decisions on the level, worth, and usefulness of further evaluations. Another result of an evaluability assessment is that it could outline ways to strengthen or improve the intervention before the next level of evaluation began. Finally, it would help build consensus on project outcomes among project implementers, project staff, partners, and funders.

Conducting an evaluability assessment is consistent with the Utilization-Focused Evaluation (U-FE) approach, as U-FE focuses on the need for involvement of stakeholders in the project development and evaluation process to ensure that the evaluation is useful².

EA is defined as 'Evaluability is the extent to which an activity or project can be evaluated in a reliable and credible fashion'³. The EA does not determine whether the evaluation will occur or not, but rather whether all the conditions (including the operating context) are in place for an evaluation to be effective. If these conditions are not in place, the EA will identify what action a project should take to establish a situation where the evaluation will be effective.

2.2. Why evaluability matters

The EA considers whether: the Project Logic is relevant and appropriate (are goals, objectives and outcomes clear); there is consistency between the Project Logic and Theory of Change; the expected outcomes can be achieved (are they achievable, realistic); and the targets are realistic and the quality of available data is appropriate. The EA would consider whether there are sufficient resources allocated (in broad terms) and whether key stakeholders have the required capacity and commitment to the evaluation.

Using the evaluability concept and approving operations that are more evaluable can have the following advantages:

- Projects that are more evaluable are more likely to be successful;
- Evaluability assessment can provide an early indicator of likely success or potential problems;
- Subsequent evaluation findings are more reliable and credible so providing a sounder basis for accountability;
- Lessons derived from more evaluable projects are more likely to be useful because they can focus on those aspects that to contribute to, or work against, results achievement—what worked, what didn't and why;
- It enables the institution to better tell its story about the results it is achieving thereby meeting its obligations to shareholders and external stakeholders and, potentially, attracting incremental resources;
- It provides a useful indicator for tracking institutional performance.

² Patton, 2008

³ OECD-DAC 2010; p.21

2.3. Scope of the S4P-SEA Project Evaluability Assessment

In completing the EA for the S4P-SEA project, the assessment had three main purposes:

1. The EA is intended to assess the clarity of the definition of *objectives*, including outcomes that can be comprehended as a major focus of management for results, appropriateness of indicators to provide the types of project management information needed to ensure achievement of the established objectives.
2. The EA is expected to guide the development of sound and practical approaches for measuring the progress and effectiveness/impact of the project. The assessment reviews the existing M&E system to identify problems in information gathering during implementation that can adversely affect the measurement of management decision-making.
3. The findings of the EA assessment will provide robust information for strengthening the S4P-SEA project results framework and its monitoring system. The EA is addressing any serious gaps or shortcomings found with the M&E practice of the project and contribute to learning and ILO knowledge on M&E on improving working conditions.

The purpose of the EA is to enable the S4P-SEA project management to deliver on objectives and targets detailed in the project design document. The EA is not a tool to re-design and drastically change the approach but rather an opportunity to reflect and constructively appraise, review and refine approaches as necessary.

CHAPTER II: EVALUABILITY ASSESSMENT METHODOLOGY AND DELIVERABLES

2.1. Evaluability Assessment Methodology

Under ILO Policy Guidelines for Evaluation⁴, the EA is mandatory for the projects with budgets over USD5mln. The ILO Evaluation Office (EVAL) set down the guidelines and methodology which should be applied during the evaluability assessment of the ILO technical cooperation projects, namely EVAL Guidance Note 1.3 'Procedures and Tools for Evaluability' (2nd edition, January 2020).

As per the ILO evaluability instruments, the EA will cover:

- i. The project's log frame approach to identify the logic between the activities, outputs, objectives and risks/assumptions. The quality of the risk analysis at project design and assessment of importance and likelihood sets the framework for subsequent monitoring during implementation.
- ii. The causal logic and results-level linkages between the DWCP/CPO and the project. Suggestions for improvements should be made as needed.
- iii. The definitions, key questions, methodological approach, and initial preparations made, including baseline measures, by the project to assess the effectiveness and impact of the project.
- iv. The monitoring and evaluation capacities of key partner organizations for each project, in addition to the resources and management arrangements for implementing the M&E plan.
- v. Good practices and also specific improvements that should be made to the M&E system, giving specifics for acting upon these recommendations.

⁴ http://www.ilo.ch/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

Scores are assigned for each criterion with the intent of providing an overarching raw score on the ability of the project to be evaluated, while at the same time identifying specific elements of the project that are of good practice and areas where enhancements are necessary.

The application of the criteria consists of a scoring process. The following table provides an outline of the scores.

(1)	Unsatisfactory quality	(2)	Satisfactory quality
(3)	High quality	(X)	Not relevant to project

2.2. Evaluability Assessment Deliverables

The EA has two major deliverables: (1) draft and final EA report (December 2019-March 2020), (2) proposal for the revision of the S4P-SEA project's ToC and Logframe developed in participatory manner with close involvement of project management team of each target country (April-June 2020).

CHAPTER III: FINDINGS AND RECOMMENDATIONS

The following sections contain findings of the EA and associated scores.

1. INTERVENTION LOGIC, RISKS AND ASSUMPTIONS		
Question	Quality assessment criteria	Rating
1.1 Has the situation been properly analysed?	<ul style="list-style-type: none"> ▪ A problem statement has been formulated through a situation analysis, baseline study or other evidence ▪ Stakeholders have been identified ▪ The target population has been differentiated 	Satisfactory quality
<p>In 2015, the Department for International Development announced the Cross-Government Prosperity Fund to support the UN Sustainable Development Goals as well as the 2015 UK Aid Strategy by promoting growth and prosperity in developing countries. The Cross-Government Prosperity Fund's focus is on Official Development Assistance (ODA)-eligible middle income-countries and provide expertise and technical assistance in sectors and countries where there is the highest potential for inclusive growth.</p> <p>The UK Prosperity Fund for Skills Programme in South East Asia (Skills for Prosperity Southeast Asia) falls under the Cross-Government Prosperity Fund's Global Skills Programme where ODA is granted to support middle income countries to address skills shortages. The Global Skills Programme takes a partnership approach and draws on UK expertise to promote sustainable and inclusive growth by improving the affordability, quality, relevance and equity of Higher Education (HE) and Technical Vocational Education and Training (TVET) in the partner countries.</p> <p>The S4P-SEA ProDoc contains an appropriate description of the problem statement, main national stakeholders for each target country and target groups. Any separate baseline study or needs assessment have been undertaken by the ILO on the stage of the project design. The project was designed based on the review of the secondary data⁵ and consultations with the stakeholders; meanwhile, during the inception phase, the situational analysis was also conducted in each target country. The situational analysis covered three main areas: i) Socio-economic context, ii) TVET Challenges in respective target country; and iii) Gender equality and social inclusion in TVET.</p> <p>Although, TVET/HE plays very important role in supply skilled personnel for industries. However, they are not able to effectively meet the demands of employers and support significant improvement. The main overarching weaknesses in the current TVET/HE system in each target country include a weak governance structure, a lack of sustainable mechanisms of financing TVET/HE and insufficient linkages between industry and TVET/HE institutions.</p> <p>The ProDoc includes also a stakeholders' analysis which identifies the key groups of stakeholders in each target country with detailed description of their roles and interests. The main group of stakeholders are tripartite plus constituents. On the inception phase, the project team as planned undertook a mapping exercise of key education and skills providers that can provide the three countries with potential services.</p> <p>In terms of target groups, they were clearly defined in the ProDoc as well. The target groups under the S4P-SEA project are as follows: (i) Government institutions, (ii) TVET, skills and training institutions, (iii) Youth and other vulnerable groups in pilot area, (iv) Employers and (v) Workers organizations. The target groups are similar across all target countries with an additional target group in Indonesia, namely coastal communities.</p>		
1.2 Are the programmes/project's	<ul style="list-style-type: none"> ▪ The intervention specifies its contribution to the long-term ILO priorities and outcomes 	High quality

⁵ Like MIC reports and studies (e.g. sourced from the World Bank, Bank of Indonesia, Bank Negara Malaysia, IMF for instance)

overall objective clearly defined?	<ul style="list-style-type: none"> ▪ The intervention specifies its linkage with DWCP objectives, CPOs, national strategies and the international development frameworks, including SDG targets ▪ The intervention is linked to specific topics of the ILO’s mandate (e.g. cross-cutting policy drivers) as well as pro-poor focus and inclusion of people with disabilities ▪ The proposal sets out a clear and holistic approach to capacity development based on a capacity assessment of key partners in the results strategy. 	
------------------------------------	---	--

The S4P-SEA project has clearly defined and direct relevance to ILO priorities globally, regionally and within the Malaysia, Indonesia and the Philippines “Decent Work Country Programmes” and both draws upon and contributes to ILO technical expertise in relation to skills development.

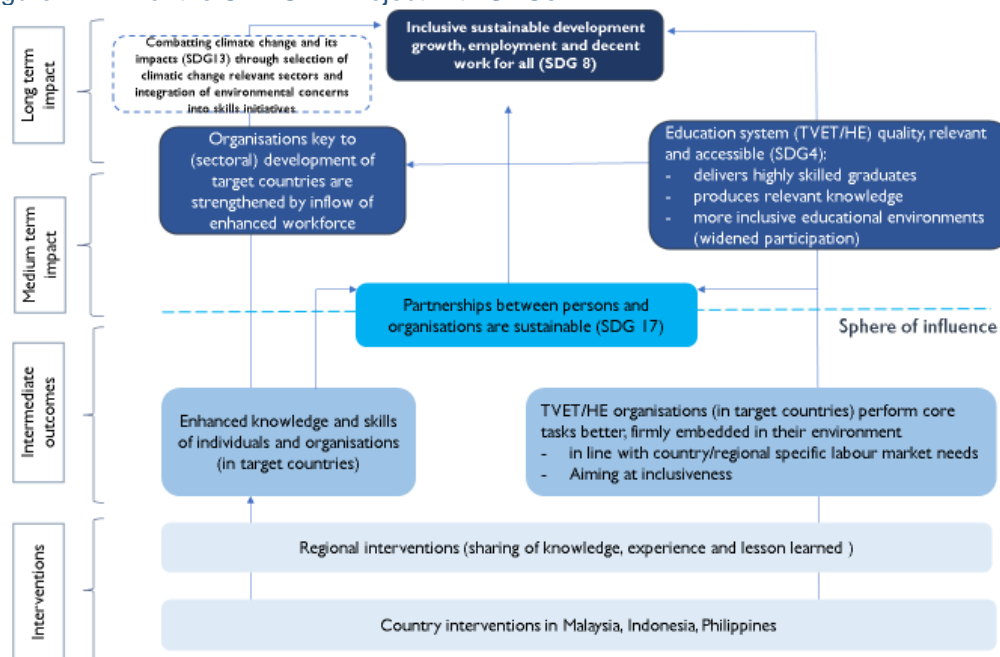
The project’s objectives are in line the ILO’s skills development strategy as codified by Recommendation 195 on Human Resource Development (2004) as well as the Conclusions of the International Labour Conference (2008) on skills for productivity, employment growth and development. The project will contribute to both regional and country level initiatives that support the two centenary initiatives of the ILO, on the Future of Work and the Green Initiative.

Table 1. The S4P-SEA Project’s fit with ILO global and national strategic priorities and programming on skills development

Level	Malaysia	Indonesia	The Philippines
ILO Conventions/ Strategies	<ul style="list-style-type: none"> ▪ Recommendation 195 on Human Resource Development (2004) ▪ Conclusions of the International Labour Conference (2008) ▪ ILO Declaration on Social Justice for a Fair Globalization (2008) ▪ The Global Jobs Pact (2009) 		
ILO P&B (2018-19)	<ul style="list-style-type: none"> ▪ Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects ▪ Outcome 10: Strong representative employers and workers’ organizations ▪ Cross cutting policy drivers: Social Dialogue, Just transition to environmental sustainability, Gender equality and non-discrimination 		
Regional and Country ILO Outcomes	RAS 127 2018-2019 Intervention models that aid country level policy development (including capacity building of policy makers) in sustainable job rich growth have been developed and tested		
	DWCP 2019-2025: CPO MYS 177 Increased employment by employers and workers’ organizations in future skills development and National Employment Policy	DWCP 2019-2023: CPO IDR 131 Improved employment outcome for youth through better-targeted strategies, policies and programmes, in particular on skills development	DWCP: 2018-2024: CPO PHL 101 Strengthened policies and programmes for employment creation of young people, vulnerable and marginalized groups, through the implementation of decent work approaches for sustainable development and disaster resilience
Regional strategies	<ul style="list-style-type: none"> ▪ ASEAN Labour Ministers Workplan on Human Capital Development (AEC Blueprint 2025, referencing Human Capital Development) ▪ ASEAN Qualifications Reference Framework ▪ ASEAN Socio-Cultural Community (ASCC) 2015 Blueprint 		
National strategies	National Development Strategy of Malaysia 11 th Malaysian Plan (2016-2020) 12 th Malaysian Plan (2011-2025) TVET Master Plan TVET 4.0	Indonesia TVET 4.0 Industrial Transformation Roadmaps TVET & Human Resource Development Roadmap Indonesia Medium Term Plan (2020 – 2025)	National Technical Education and Skills Development Plan (2018-2022) Philippine Inclusive Innovation Industrial Strategy (I3S) Philippine Development Plan (2017-2022) and AmBisyon Natin 2040 Philippine Green Jobs Act (2016)

While TVET was almost absent from earlier international development agendas like the Millennium Development Goals (MDGs) and Education for All (EFA). The Agenda 2030 and its seventeen Sustainable Development Goals (SDGs) attach greater importance to it as SDGs cannot be achieved without human resource development (HRD) combined with capacity building for communities. TVET is an integral part of the education SDG (SDG 4). Moreover, the SDGs focus on sustainable economic growth, sustainable production patterns and decent work, all of which topics were absent in the MDGs, highlights the need of adequate skills formation across a number of goals. Therefore, the S4P-SEA will contribute to the achievement of SDG targets under SDG 8 (targets SDG 8.5, SDG 8.6 and SDG 8.b), SDG 4 (targets SDG 4.3, SDG 4.4 and SDG 4.5), SDG17 and SDG 13.

Figure 1. Link of the S4P-SEA Project with SDGs



Source: developed by the Evaluator based on the desk review and interviews

1.3 Does the document contain a strategy or Theory of Change for dealing with the problem?

- The project has a Theory of Change/intervention model that reflects the logical connection between the project’s situation analysis and its objectives and outcomes
- The intervention explains the what, how and why of the intended change process, specifying causal links, mechanisms for change and assumptions.
- The intervention concentrates on dealing with root causes (causal logic established)
- The intervention is relevant to the needs of the target group(s)

Satisfactory quality

The ProDoc contains the initial ToC of the S4P-SEA for the whole project which covers three target countries. The initial ToC presents the intended results chains and their linkages in the form of a brief narrative and a diagrammatic logic model. It illustrates the link between national level interventions and the Global UK Skills for Prosperity Programme’s ToC. The evaluation interviews demonstrated that the S4P-SEA project structure has been developed in accordance with the Global UK Skills for Prosperity Programme ToR for Proposals for Southeast Asia.

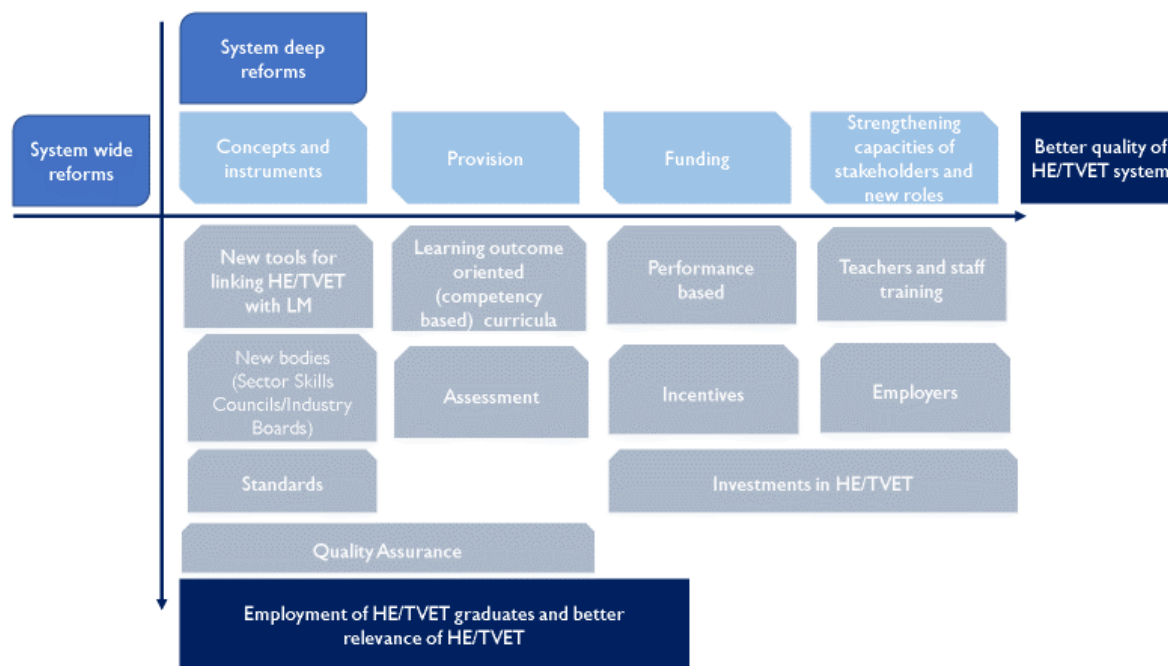
The initial Theory of Change was designed by the ILO based on the agreement with the donor along three thematic areas: (i) TVET Governance, (ii) TVET Financing, and (iii) Industry Engagement. However, S4P-SEA Project is a part of the UK Global Skills Programme which covers also Brazil,

Egypt, Kenya, Mexico, Nigeria, and South Africa⁶ and is designed along four pillars: (i) Equity, (ii) Quality, (iii) Relevance, and (iv) Cost-Effectiveness.

As a result, the initial ToC of the S4P-SEA was aligned with the global skills ToC at the programme intermediate outcome level where TVET Governance thematic area is mostly related to the Quality, Relevance and Equity pillars, Finance to the Cost Effectiveness pillar and Industry Engagement to the Relevance pillar. Nevertheless, the causal pathway between the target countries outputs (with the three themes of Governance, Finance, Industry Engagement) and higher levels of the ToC were not very clear and need to be more explicit.

In overall, the conceptual ToC of the S4P-SEA is valid and logical as focuses on promotion of system-wide and system-deep changes in TVET/HE in target countries.

Figure 2. Conceptual ToC of S4P-SEA Project



Source: developed by the Evaluator based on the desk and literature review and

interviews

Skills training programs are the most common form of interventions to improve labour market outcomes, i.e. access to more jobs, and to more productive jobs. However, training programs – like other forms of active labour market programs – operate within existing institutional and macroeconomic constraints, including insufficient labour demand, low investment levels, malfunctioning labour market regulation and poor basic education⁷.

Training programs are not, ever, a substitute for comprehensive employment strategy aiming at removing key bottlenecks, including weak business conditions that hold back demand for labour. Nor are youth/adult training programs well placed to remedy failures in the general education system. From a donor perspective, training programs are therefore one part of a broader skills development system that needs support: institutional strengthening, accreditation, financing models, etc⁸.

⁶ Background information: The Prosperity Fund focuses on middle income countries (MICs) in the framework of the Global Skills Programme. On the one hand, MICs were selected as they are having 5 out of the world's 7 billion inhabitants; 73% of world's poor according to World Bank live in there; poor people facing complex social-economic hurdles to address inequality, including gender. On the other hand, MICs exhibit opportunities in terms of how these countries try to surmount the challenges with policy and regulatory reforms, access to finance, investments and trade and the fact that MICs are engines of growth, future sources of market access and consumption.

⁷ Cunningham and others (2010), Angel-Urdinola and others (2010)

⁸ GIZ (2009)

Public-private partnerships in training are no silver bullet. They are most likely to be successful in contexts where international companies are already operating, i.e. in relatively stable political and economic environments; and in sectors that are growing or have a clear potential for growth, and where business interests and social interests can be combined⁹. They are also time consuming – involving many partners with different cultures, and an intense learning process. Such upfront investments are necessary for success, however¹⁰.

Successful transition from school to the world of work is the main purpose of vocational training. Indeed, evaluations of TVET/HE, whether systems or individual programs and interventions, tend to focus on student job outcomes as the key indicators of success. “Improved” job outcomes can imply quantity effects - higher likelihood of being employed, an increase in hours worked – or quality effects – higher likelihood of formal jobs, increase in earnings compared to pre-training period.

TVET/HE training programs without other services attached have been less likely to result in better job outcomes¹¹. Comprehensive programs tend to be more successful than simple training programs to the extent that they:

- Combine technical training with training in soft skills (“work place skills” such as team work, communication, time management, etc.),
- Combine theoretical training with significant practical instruction – a failure in many TVET/HE systems in MIC countries,
- Related to the above, combine training with exposure to the world of work, through internships/ apprenticeships.

To increase the labour market relevance of curriculum, access to apprenticeships, and jobs after graduation, there are strong arguments in favour of involving the private sector in training programs. The intake process is also important for labour market success. Careful selection mechanisms, focusing on motivation and drive as well as academic credentials, has proven to reduce drop-outs and increase chances for employment¹². More vulnerable groups (women, under-privileged groups) are generally more excluded from training than others, and when they are given access to training, the evidence on job outcomes is mixed. Programs need to be specifically designed to allow for their participation and provide additional services in the transition into work.

Diplomas or certificates must provide value in signalling competencies in the labour market. Thus, training programs need to be part of national TVET/HE system, recognized as such and where applicable be linked to accreditation programs to ensure that the diplomas carry a signalling value in labour markets¹³. This underscores the importance of anchoring program interventions well with local authorities.

Ziderman (2002), writing for the World Bank, suggests that there are 15 finance-related issues that impact on reaching the main training policy objective of facilitating the development of effective, efficient, competitive, flexible, and responsive (demand-driven) training systems to meet national economic and social needs, and the needs of individuals.

While acknowledging the difficulties in raising money from the private sector for skills development and encouraging its use, Sondergaard et al are unequivocal in their view that ‘private investments lie at the heart of adult education and training in most countries’ but suggest that government’s role is to ‘create an enabling environment through careful regulation that facilitates the flow of information and ensures educational quality’.

⁹ Dunbar (2013), Johansson de Silva and others (2015)

¹⁰ LKDF (2015b, 2015), Drost and Pfisterer (2013)

¹¹ AFD (2014), Betcherman and others (2010), Card and others (2015), Cunningham and others (2010), Dunbar (2013)

¹² LKDF (2015)

¹³ GIZ (2009)

All in all, the S4P-SEA project is planning to have an effect on three levels: (1) institutional (changing patterns of collaboration, policies, rules, legislation, cultural norms, and politics), (2) organizational (changing structures, systems, and processes), and (3) individual (changing knowledge, skills, and attitudes). The S4P-SEA project 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 will offer relevant, quality and inclusive programmes that support both industry upgrading and transformation, and improvements in employability, employment and the livelihood opportunities of beneficiaries. Across all countries, the project will support national efforts to facilitate reform at the policy and system levels for broad national impact and sustainability. At the same time, it will ensure impact at the individual level by contributing to poverty reduction and address inequality. In short, the project 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.

1.4 Does the document contain satisfactory immediate objectives / project outcomes?	<ul style="list-style-type: none"> ▪ Immediate objectives (IOs) clearly state the final situation to be achieved and the target groups that will benefit ▪ IOs describe the conditions under which the performance is to be observed ▪ IOs describe the standard which must be met in order for the performance to be considered acceptable (criteria) 	Satisfactory quality
---	---	----------------------

The presentation of the S4P-SEA project logic in the ProDoc does not fully align with the UK PF and ILO concepts of results-based management and terminology. DFID-Global Britain Education and Skills Hub (HUB) framework has four results areas (Impact, Outcome, Intermediate Outcome and Output) while ILO has three (Impact, Outcome and Output) (see Table 3).

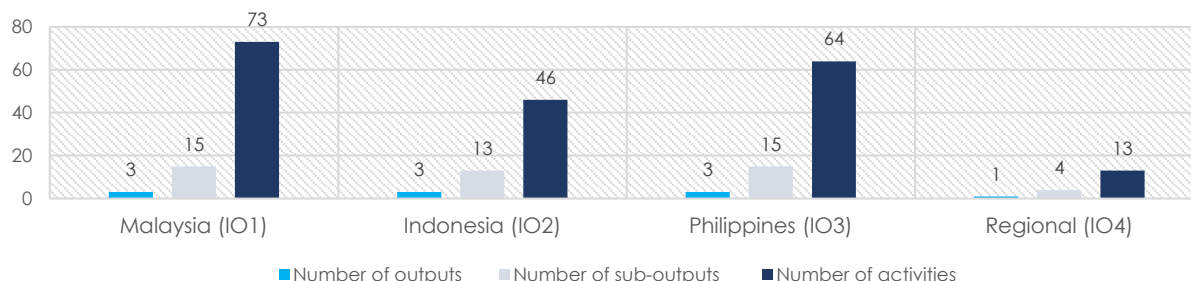
Table 3. Comparison of the donor and ILO results frameworks terminology

UK PF	Impact	Outcome	Intermediate Outcome	Output
ILO	Impact		Outcome	Output

Taking into account that the S4P-SEA Project is a part of the Global Programme, it can create big difficulties with alignment of the project’s results framework with the Hub’s framework and a number of challenges with reporting both to the donor and internally. Therefore, it is recommended to adjust the design of the S4P-SEA in line with the Global Skills Programme.

The original project design of each target country is represented by 3 outcomes (one for each thematic area), which are supported by outputs (between 13-15) and activities (between 46-73). The regional component is focusing on knowledge, experience and lesson learned sharing and represented by one outcome, supported by 4 outputs and 13 activities.

Figure 3. Overall structure of initial S4P-SEA’s Results Framework as per ProDoc¹⁴

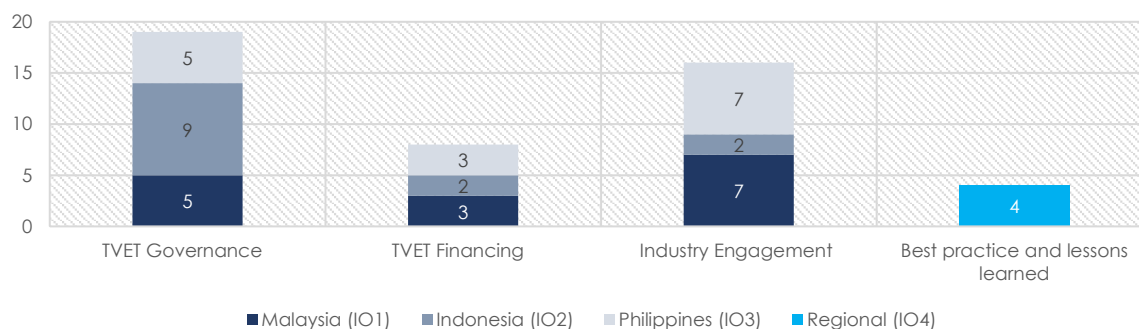


The biggest project component in each target country is the TVET Governance, followed by the Industry Engagement, while the smallest one is the TVET Financing. The analysis of the overall the

¹⁴ Note: The analysis of the Results Framework was done in line with the ILO definitions where the output means the outcome, while the sub-output means the output.

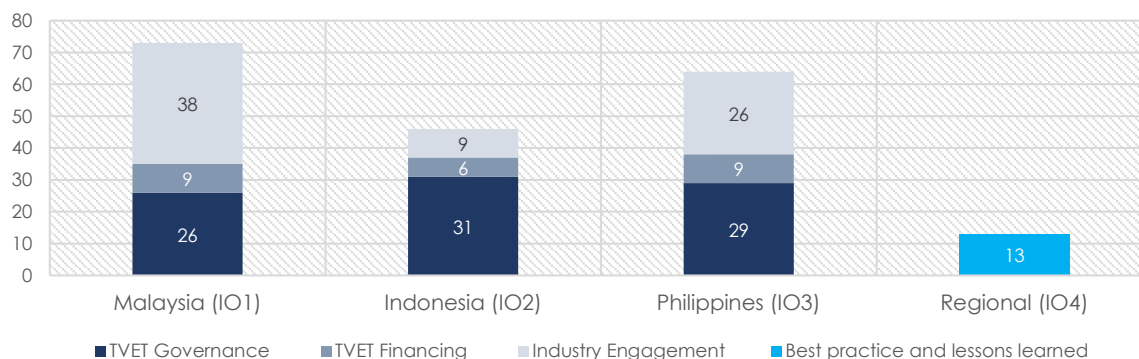
project structure shows that the S4P-SEA should be seen as a comprehensive intervention. Taking into consideration the project duration, i.e. 42 months for direct implementation (excluding the 5 months inception phase), the attainment of all planned specific objectives especially at the level of policy changes under TVET Governance could be quite challenging.

Figure 4. Number of sub-outputs per target country and component in the initial S4P-SEA's Results Framework



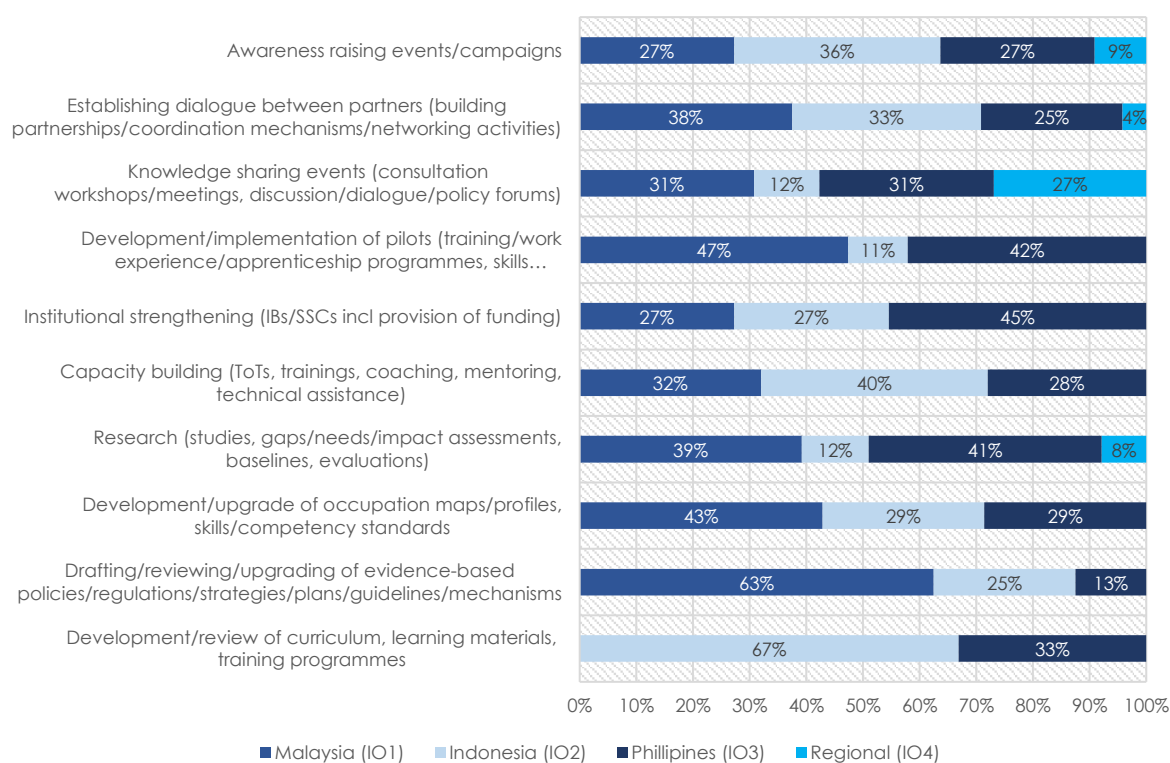
In overall, the project adopted a broad approach in terms of initial specification of the project of intervention and was designed in a “light” way, leaving specific details open in order to allow fine-tuning during implementation. This could be seen both as a strength and a weakness. On the one hand, such broad design could be quite beneficial for longer term interventions as would allow flexibility on the stage of the implementation. On the other hand, it does not allow fully and quickly understand the real scope of the project’s interventions in each target country.

Figure 5. Number of activities per target country and component in the initial S4P-SEA's Results Framework



The S4P-SEA has a variety of different activities as a part of its Implementation Plan. The main activities to be implemented in Malaysia will include drafting/reviewing/upgrading of evidence-based policies/regulations/strategies, the development/implementation of pilots (training/work experience/apprenticeship programmes, skills development fund, priority reforms, TVET financing alternative models, scholarships), and undertaking research (studies, gaps/needs/impact assessments, baselines, evaluations). The main modalities of support in Indonesia will be the development/review of curriculum, learning materials, training programmes, capacity building (ToTs, trainings, coaching, mentoring, technical assistance), awareness raising events/campaigns, and establishing dialogue between partners (building partnerships/coordination mechanisms/networking activities). When it comes to the Philippines, the main focus of activities will be on institutional strengthening (IBs/SSCs including provision of funding), development/implementation of pilots (training/work experience/apprenticeship programmes, skills development fund, priority reforms, TVET financing alternative models, scholarships) and conduction of research (studies, gaps/needs/impact assessments, baselines, evaluations).

Figure 6. Type of activities to be implemented by S4P-SEA under each component



1.5 Are assumptions, risks and mitigations adequately identified?

- The principal restrictions to achieving outcomes have been identified
- The risks associated with each strategy for achieving project outcomes have been identified
- The risk mitigation measures are clearly defined, and are supported by theory, logic, empirical evidence and/or past ILO experience
- Assumptions have explicitly been presented for the project logic to hold true

Satisfactory quality

Assumptions and risks were identified in the ProDoc. Assumptions are the conditions necessary in order to ensure that the project activities will produce results while risks are the possibility that they may not occur. Risks need to be recognized and prevented from happening to the extent possible, and contingency plans must be put in place to deal with them should they happen.

The standard sustainability, development, implementation, management, political, reputational, financial and operational related overall project assumptions and risks were listed in the ProDoc. On the inception phase, the assumption and risks analysis were undertaken for each target country and were included in the Inception Report. It became a basis for the development of Risk Registers.

The Risk Register per country lists and assigns ratings to the risks based on the ILO Risk Rating scheme at four levels: low, moderate, high and very high, which are calculated through a combined assessment of how likely it is that the risk event will occur (5 levels from almost certain to remote)

and the level of consequences on achievement of programme outcomes if it should (with five levels from negligible to extreme).

The risk mitigation strategies are presented through the risk-management strategy column of the Risk Register. The responses to risk events are mostly well thought through, and propose mitigation strategies based on ILO past experience as well as the ILO's access to networks to further support the programme's intervention strategies. In addition, the risk mitigation measures, for the most part, are clearly defined. Further specific description of the risk mitigation responses is expected to occur as the implementation and updating of the risk register proceeds.

The key assumptions for the achievement of the S4P-SEA Project outcomes are articulated in the initial Logframes/Results Frameworks per country. These assumptions are related to enabling factors such as sustained political will/leadership in HE/TVET reform and improving GESI; effective collaboration between diverse stakeholders; private sector participation in HE/TVET reform namely by building curricula, offering apprenticeship programmes, designing and providing market-oriented training, financing of the TVET sector.

1.6 Partnerships for sustainability of results	<ul style="list-style-type: none"> ▪ The project articulated an exit or transition strategy for its support ▪ Plans exist to gradually and effectively hand over the project to national partners ▪ The project established a knowledge management strategy with national partners and civil society, as appropriate 	Satisfactory quality
--	---	----------------------

Sustainability is defined as the ability of a project to maintain its operations, services and benefits during its projected life time and after the end of the project. The ProDoc has a separate section on Sustainability and throughout the description of the project strategy the approaches for promotion of the sustainability are also mentioned.

The literature review demonstrates that training program interventions' sustainability (in that they last beyond project life) and whether they affect systemic change (that their models are replicated and/or have an impact how the overall training system and labour market function) are closely linked issues. Program success is a necessary, albeit not sufficient, condition for sustainability, and is likely to promote replication as well.

These outcomes ultimately depend on whether there is local ownership of programs and whether the intervention is perceived as useful among stakeholders – students, their parents, authorities, potential employers, civil society. Apart from the key conditions for imparting relevant skills (modern training material, modern training methods/pedagogical skills, hands-on/practical work during training, apprenticeships), they also rely on a sustainable financing model including fees, private firms' contribution, and/or government budget.

Consequently, the focus on financial sustainability is important and as a part of the donor requirement, the ILO is expected to formulate the Financial Sustainability Plans for each target country to secure government/public sector (including in-kind contributions), private sector and philanthropic co-funding which will include international and UK-based businesses and investors. Although the economic/financial viability of the programme's outputs and outcomes is vital without doubt; however, other dimensions of the sustainability shall not be neglected as well. It relates in particular to the academic sustainability (pertaining to the results focusing on the improvement and/or adaptation or development of (new) curricula), institutional sustainability (of the project work focusing on the formulation of strategic plans and policies involving leadership and will highlight the sustainability of multi-disciplinary work within HE/TVET institutions and the sustainability of new entities created (SSS/IBs), technical sustainability (when it comes to the maintenance of the technical solutions piloted in the framework of the project, like ICT tools in Indonesia).

Recommendation to CTA/project team:

- Recommendation 1: To illustrate better the causal pathways of the interventions in each target country, it is suggested to develop the country specific ToCs in line with the S4P Global Programme Framework
- Recommendation 2: To consider the inclusion in the M&E Plan and M&E Matrix the alignment of the S4P-SEA project with the United Nations Partnership for Development Framework (UNPDF) in each target. This would allow to have easier reporting within the UN system.
- Recommendation 3: To articulate in greater detail how the sustainability of the project will be ensured. It is recommended to develop a sustainability strategy for the S4P-SEA which will both outline the steps that should be taken throughout the implementation period to ensure sustainability and describe how partners intend to carry forward project results. Financial Sustainability Plan shall be a part of the strategy.

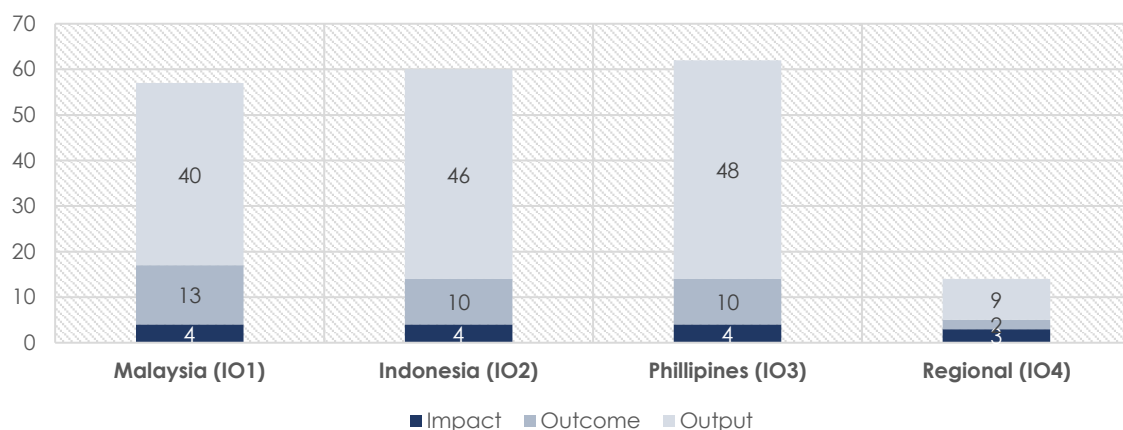
2. QUALITY OF INDICATORS, BASELINES, TARGETS AND MILESTONES

2.1 Are indicators appropriate proxies for the IOs?	<ul style="list-style-type: none"> ▪ There is a logical fit between indicators and outcomes, meaning the indicators measure the intended result ▪ IOs are enable reporting on progress under specific SDG targets and indicators 	Unsatisfactory quality
2.2 Are indicators of quality?	<ul style="list-style-type: none"> ▪ Indicators include a clear definition of what is being measured ▪ Indicators measured intended results ▪ Indicators are SMART ▪ Indicators allow to capture gender equality, non-discrimination and people with disabilities concerns 	Unsatisfactory quality
2.2 Is Baseline information collected for each indicator?	<ul style="list-style-type: none"> ▪ A baseline exists for each indicator ▪ Baselines are specific to the programme/project ▪ Baseline clearly describe the situation prior to the intervention ▪ Data is available to track the baseline ▪ Baselines permit comparison of results 	Unsatisfactory quality
2.3 Are targets established for each indicator?	<ul style="list-style-type: none"> ▪ Targets are specified for all indicators ▪ Targets were computed by adding amount of change desired to baselines 	Unsatisfactory quality
2.4 Are milestones identified for each indicator?	<ul style="list-style-type: none"> ▪ Milestones provide a clear sense of the time frame for achieving results ▪ Milestones are identified for all indicators ▪ Milestones provide a clear sense of progress made for achieving goals 	Unsatisfactory quality
2.5 Can data be disaggregated to support performance reporting on areas of special interest for the ILO?	<ul style="list-style-type: none"> ▪ Indicators, baselines, targets and milestones will permit gender disaggregation and disaggregated data on other relevant concerns for the project 	Unsatisfactory quality

The S4P-SEA Logframe was established on the stage of project design and it was an integral part of the ProDoc. Logframe was prepared in a standard ILO template which differs from the DFID template. The ILO Logframe template does not cluster indicators on primary and secondary, do not include baselines and milestones and do not distinguish indicators for outcome or intermediate outcome levels.

The initial S4P-SEA project Logframe contains in total 193 indicators. There are 15 impact indicators, 35 outcome indicators, and 143 output indicators (see Figure 7 below).

Figure 7. Number of indicators of per component disaggregated by result area as per ProDoc's Logframe



There are more or less equal distribution of indicators among country components at each level of the results framework. There are 4 impact indicators, between 10-13 outcome indicators and 40-48 output indicators per country component. The regional component has a few indicators because of the nature of this component, which is focusing on awareness raising/knowledge sharing among target countries.

The analysis of the Logframe indicates that most of indicators provided to measure the rate of success ('achievement indicators') fail to pass the SMART-test (specific, measurable, achievable, realistic, time-bound), as they lack measurement of quality, relevance, cost-effectiveness and equity and cannot be used for the assessment of the project progress and achievements.

Despite of quite big number of indicators, there are only 35% of indicators which pass the SMART-test (i.e. 69 out of 193). The lowest number of SMART indicators has IO 2 (Indonesia), while the highest has IO1 (Malaysia). The IO3 (Philippines) and the IO4 (Regional) have 40% and 29% of SMART indicators respectively.

As evident from Table 3, only between 25%-50% of proposed impact indicators are SMART. When we look on other levels of the results chain, on average 36% of outcome and output indicators passed SMART-test.

Table 3. Number of indicators of each component which passed SMART-test as per initial ProDoc's Logframe

Level	Result area	No of indicators				No of indicators passed SMART test			
		Malaysia (IO1)	Indonesia (IO2)	Philippines (IO3)	Regional (IO4)	Malaysia (IO1)	Indonesia (IO2)	Philippines (IO3)	Regional (IO4)
Impact	Immediate Objective	4	4	4	3	2	1	2	1
	No of impact indicators	4	4	4	3	2	1	2	1
Level	Result area	No of indicators				No of indicators passed SMART test			
		Malaysia (IO1)	Indonesia (IO2)	Philippines (IO3)	Regional (IO4)	Malaysia (IO1)	Indonesia (IO2)	Philippines (IO3)	Regional (IO4)
Outcome	Outcome 1	6	4	3		2	0	1	
	Outcome 2	4	3	3		2	2	1	
	Outcome 3	3	3	4		2	0	2	
	Outcome 4				2				1
	No of outcome indicators	13	10	10	2	6	2	4	1
Level	Result area	No of indicators				No of indicators passed SMART test			
		Malaysia (IO1)	Indonesia (IO2)	Philippines (IO3)	Regional (IO4)	Malaysia (IO1)	Indonesia (IO2)	Philippines (IO3)	Regional (IO4)
Output	Output 1.1	2	5	3	1	1	1	0	0
	Output 1.2	5	3	6	3	4	1	6	2
	Output 1.3	3	2	5	3	1	1	0	0
	Output 1.4	3	3	5	2	2	2	2	0
	Output 1.5	4	4	4		2	0	3	
	Output 1.6		3				1		
	Output 1.7		7				2		
	Output 1.8		3				0		

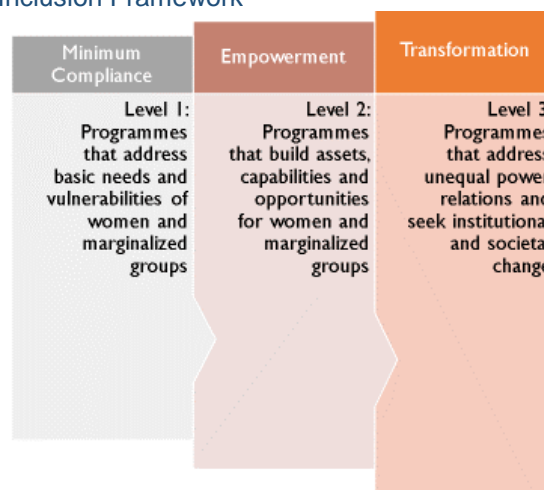
Output 1.9		1				0		
Output 2.1	3	3	2		2	0	2	
Output 2.2	2	3	2		2	0	0	
Output 2.3	1		2		0		2	
Output 3.1	2	5	3		1	0	0	
Output 3.2	2	4	2		2	0	0	
Output 3.3	4		1		1		0	
Output 3.4	2		4		1		3	
Output 3.5	2		3		0		0	
Output 3.6	3		4		2		1	
Output 3.7	2		2		0		0	
No of output indicators	40	46	48	9	21	8	19	2
Total number of indicators per component:	57	60	62	14	29	11	25	4
Total number of indicators:	193					69		

The main drawbacks identified in the original Logframes for each target country include the following:

- Non-alignment of the initial indicators with the Global Programme indicators.
- Repetitive indicators for Immediate Objective and outcomes (between 50%-75% of impact indicators repeat the outcome indicators).
- Prevalence of quantitative indicators and lack of qualitative indicators (72% of indicators which pass the SMART-test are quantitative and the rest 28% are qualitative indicators).
- Unfair distribution of the number of indicators under different result areas (e.g. the number of indicators under Outcomes varied between 3-4, meanwhile, under Outputs from 1 to 6).
- Lack of GESI indicators at different levels of the results chain.

According to the ILO definition, gender mainstreaming should be ‘an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality’¹⁵. Embedding consideration of gender equality in Skill’s for Prosperity priority from the outset in recognition of global consensus and evidence demonstrating gender equality and women’s economic empowerment contribute to global economic growth and prosperity. The UK Prosperity Fund Framework for Gender and Inclusion composed of three levels which are presented in the Figure below.

Figure 8. Prosperity Fund Gender and Social Inclusion Framework



The ProDoc does not include a separate sub-section that would explain the project’s approach in detail for GESI inclusions. As a result, on the inception phase, extra GSI work was undertaken by the project team to understand the pathway in achieving: Transformation, Empowerment, and/or Minimum Compliance. It was done through the conduction of the GESI Studies and elaboration of GESI Action Plans. The GESI Action Plans were developed following the UK Prosperity Fund Framework for Gender and Inclusion and the Skills for Prosperity Hub’s GESI Key Performance indicators, the ILO Gender, Equality, Development (GED) measuring Guide and gender-responsive employment monitoring tools and the ILO EVAL Guideline (3rd edition, 2019) on Integrating Gender

¹⁵ ILO, “Definition of Gender Mainstreaming,” Geneva <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>

Equality in Monitoring and Evaluation. On a whole, it is estimated that the project in each target country will achieve level 2 programmes outcomes with certain activities reaching level 3 outcomes of GESI empowerment. In spite of the fact that GESI assessments took place and GESI Plans were prepared, it is still necessary to ensure that GESI indicators selected for M&E will be in line with the revised Logframe/Results Framework for each target country.

As evident from the ProDoc, the anticipated number of direct and indirect beneficiaries by country are: 38,400/486,575 in Malaysia; 341,904/3,182,500 in Indonesia and 51,685/165,667 in the Philippines.

The majority of beneficiaries (both direct and indirect) to be targeted by the project will be male, i.e. 82% and 75% accordingly. The analysis of the share of planned female direct and indirect beneficiaries per target country shows that the biggest number of female beneficiaries is anticipated in the Philippines and the least in Malaysia.

Figure 9. Overall S4P-SEA planned direct and indirect beneficiaries (in %) disaggregated by gender as per ProDoc

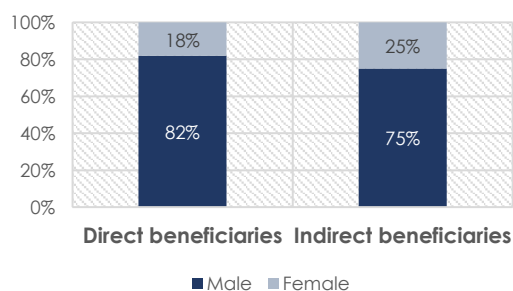


Figure 10. Share (in %) of planned female direct and indirect beneficiaries per target country as per ProDoc

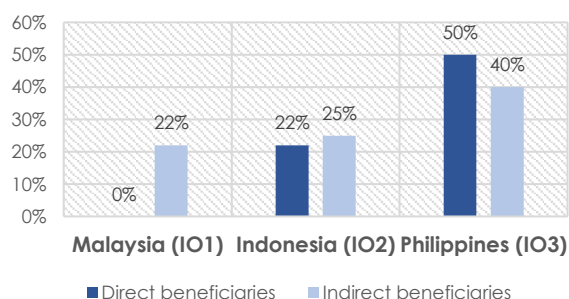


Table 4. Number of planned female direct/indirect beneficiaries per target country and component as per ProDoc

Component	Malaysia (IO1)		Indonesia (IO2)		Philippines (IO3)	
	Direct	Indirect	Direct	Indirect	Direct	Indirect
TVET Governance	0	126,000	23,613	424,190	1,618	44,800
TVET Financing	0	0	10	0	486	8,000
Industry Engagement	0	0	621	0	2,793	10,800
Total	0	126,000	24,244	424,190	4,897	63,600

Although, the overall objective of the S4P-SEA is increasing participation in and benefits from TVET for marginalized groups and thereby supporting economic growth and prosperity. Nevertheless, the project lacks a clear definition of marginalized groups.

Recommendation to project team:

- Recommendation 4: As the S4P-SEA Project is a part of the Global Skills Programme, it is recommended to revise the Logframe of the S4P-SEA using the DFID Logframe Template and Global Indicators of the in the following way:
 - a. To include outcomes for each of the three S4P-SEA countries, across four pillars.

- b. To reformulate the results statements at outcome and output levels to align with the four pillars.
- c. To cluster the activities in line with the Hub’s Global Programme modalities, i.e. Research & Analysis, Partnerships, Engagement & Convening, Capacity Building and Technical Assistance.
- d. To select the indicators at each level of the results chain in line with the Global Programme Indicators. It would allow to ensure proper reporting to the donor and aggregation of the same information across all global skills country programmes by the donor.
- e. To include data disaggregation, baselines and milestones for each primary indicator and make the revision/update of the means of verification and assumptions accordingly.
- f. GESI indicators developed as part of the GESI Plans for each target country should be integrated in the revised Logframes/Results Frameworks on each target country. They need to specify which level of the Prosperity Fund Gender & Inclusion Framework they contribute, in particular Level 1 – Minimum Compliance, Level 2 – Enabling Policy Environment and/or Level 3 – Empowerment.
- g. Changing results from the three thematic areas (governance, financing and industry engagement) to four pillars (relevance, quality, equity and cost-effectiveness), revision outputs and re-identification of relevant activities will have implications not only on M&E but also on the project strategy for implementation, Log frames in DFID template, budget distribution, GESI strategy and action plans for the countries, MREL plan, PMP, VfM and private sector engagement plan. All these deliverables will have to re-aligned (i) in consultation with country teams; (ii) technical specialists and (iii) agreed with and buy-in from the tripartite partners+ (national and sub-national level) in all three countries.

3. MEANS OF VERIFICATION/MEASUREMENT AND METHODOLOGIES

<p>3.1 Does the document propose the appropriate combination of annual reviews, mid-term and final evaluations?</p>	<ul style="list-style-type: none"> ▪ The proposal conforms with ILO evaluation policy guidelines by including the appropriate amount of annual reviews, mid-term and final evaluations 	<p>High quality</p>
<p>The S4P-SEA Project pays a high attention to the evaluation. The S4P-SEA project will be a subject to the following evaluation activities in line with both the ILO evaluation policy guidelines¹⁶:</p> <ul style="list-style-type: none"> i. Evaluability assessment (i.e. within the first year) ii. Mid-term evaluation (i.e. 2 years into project implementation, for a project with a duration of 4 years) iii. Final independent evaluation (i.e. at the end of the project implementation) <p>In addition, there will be annual reviews conducted by the donor. The selected combination of annual reviews, mid-term and final evaluations should in principle allow to ensure that the project is on track and will achieve the expected results.</p>		
<p>3.2 Does an M&E plan exist to conduct monitoring and evaluation in a systematic manner?</p>	<ul style="list-style-type: none"> ▪ A monitoring and evaluation plan has been developed ▪ The results framework includes actions to achieve appropriate M&E results ((for example responsibilities and periodicity for data collection) ▪ If applicable, comparison groups are included for impact evaluation purposes ▪ Information needs for performance reporting is well identified ▪ Roles and responsibilities for data collection, evaluation and reporting are specified ▪ Risks for the monitoring and evaluation system have been defined with identified mitigation strategies 	<p>Not relevant to project</p>

¹⁶ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

<p>3.3 Are the data collection and analyses methods in the M&E plan technically adequate?</p>	<ul style="list-style-type: none"> ▪ The methods proposed will lead to valid and reliable propositions ▪ A data gathering system to generate information on all indicators has been defined ▪ Methods are technically and operationally feasible with appropriate levels of efforts and cost for value added by the information ▪ Sources of information are specified for all indicators 	<p>Not relevant to project</p>
---	---	--------------------------------

The project's M&E system has still to be established, in particular MREL Plan. The EA did not make assessment of the MREL Plan as it is usually developed on the inception phase after the approval of the revision of the Logframe/Results Framework by the donor. As the S4P-SEA Project is a part of the Global Programme of the UK Prosperity Fund, the MREL Plan should be aligned with the donor's requirements and procedures in order to feed up into the programme and fund KPIs. In line with the donor's requirement, the MREL Plan at country levels should be in line with the Global Programme indicators which have being shared by the donor with the ILO only in the middle of June 2020. As a result, the ILO is planning to develop the MREL Plan within July 2020 based on the revised and approved Logframe/Results Framework in the DFID template.

Recommendation to CTA/ project team:

- Recommendation 5: To ensure the effective implementation of the S4P-SEA Project, a rigorous monitoring plan is a crucial component. To ensure accurate results monitoring which is aligned with the donor's MREL requirements, it is recommended to include the following elements into the Performance Monitoring Plan/M&E Matrix for each target country:
 - i. Logframe name
 - ii. Results level
 - iii. Benefit (i.e. statement of objectives/results at each level of the results chain)
 - iv. Type of indicator (i.e. global, global (adjusted), country specific)
 - v. Indicator name
 - vi. Fund-level KPI
 - vii. Indicator technical definition
 - viii. Data source
 - ix. Relevance to GS&I
 - x. Primary or Secondary benefit (indicator)
 - xi. Alignment with SDGs
 - xii. Contribution to SDG target
 - xiii. Theory of Change Level (i.e. Project impact, project outcome, project intermediary outcome, project output)
 - xiv. Pillar (i.e. Equity, Quality, Relevance, Cost-Effectiveness)
 - xv. Indicator unit of measurement (i.e. %, number, scale, £)
 - xvi. Desired trend (i.e. increase, decrease)
 - xvii. Collection frequency
 - xviii. Disaggregation by sex (yes, no)
 - xix. Disaggregation by age (yes, no)
 - xx. Disaggregation by income (yes, no)
 - xxi. Disaggregation by other
 - xxii. Baseline
 - xxiii. Milestone frequency
 - xxiv. Milestone Year 1
 - xxv. Milestone Year 2
 - xxvi. Milestone Year 3
 - xxvii. Target at the end of the project
 - xxviii. Data collection method
 - xxix. Responsibility for reporting

xxx. Frequency of reporting

- Recommendation 6: Taken into account the scope of the project and complexity of the donor's MREL requirements, it is recommended to establish a computerized Management Information System (MIS) for the S4P-SEA Project which would allow to have a real time data validation, dynamic dashboards, data security and generation of analytical reports. The MIS should combine both activity monitoring (Implementation Plans, VfM Plans, GESI Plans, Private Sector Engagement Plans, Financial Sustainability Plans, Communication Plans) and results monitoring (i.e. Logframe). The M&E software which are suggested to consider for the S4P-SEA MIS may include as following online software: WebMo¹⁷, M&E Online¹⁸, TolaData¹⁹, Systmapp²⁰, Logalto²¹.

¹⁷ <https://webmo.info/>

¹⁸ <https://www.mandonline.com/>

¹⁹ <https://www.toladata.com/>

²⁰ <http://www.systmapp.com/#landing-0>

²¹ <https://www.logalto.com/en/>

4. INFRASTRUCTURE, HUMAN AND FINANCIAL RESOURCES

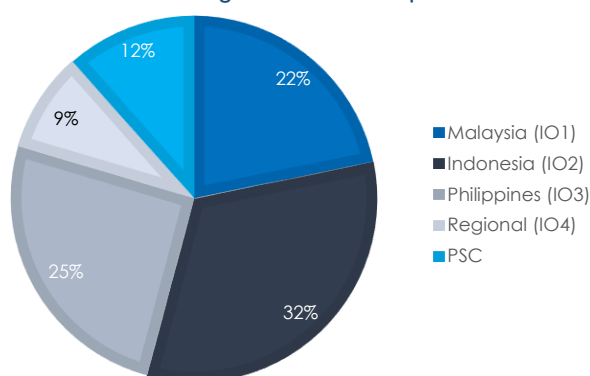
4.1 Is the budget for the evaluation properly expressed in the project budget?	<ul style="list-style-type: none"> The evaluation budget is on a separate line of the project budget 	High quality
4.2 Are there adequate financial resources in the evaluation budget?	<ul style="list-style-type: none"> The monitoring and evaluation budget is adequate for the size and duration of the project Resources have been identified and committed to ensure that predefined data will be collected and analysed 	Unsatisfactory quality
4.3 Are there adequate human resources?	<ul style="list-style-type: none"> A member of project management has been designated to be responsible for M&E issues Social partners and beneficiaries expected to participate in monitoring and evaluation Reporting mechanisms and products identified with clear responsibilities 	Unsatisfactory quality
4.4 Are organizational arrangements for M&E efficient?	<ul style="list-style-type: none"> An M&E system is used for work planning, implementation and reporting practices Tripartite partners engage in M&E and use information 	Satisfactory quality

The ProDoc contains budget of the intervention. The total project budget constitutes GBP 20,000,000 or USD 24,390,244. The budget is presented in the standard PF format in GBP and USD.

The budget has an output-based structure and composed of 6 key budget lines: (1) Output, (2) Sub-output, (3) Personnel costs, (4) Operational Costs, (5) Programme for cost increase (PCI) and (6) Programme support costs (PSC).

In reviewing of the initial project budget, the distribution of costs between 'Project Direct Cost' and 'Project Indirect Cost' amounts to 88.5 per cent and 11.5 per cent respectively. Project Indirect Costs do not exceed the threshold of 13% which is in line with the donor requirement.

Figure 11. Overall budget structure as per ProDoc

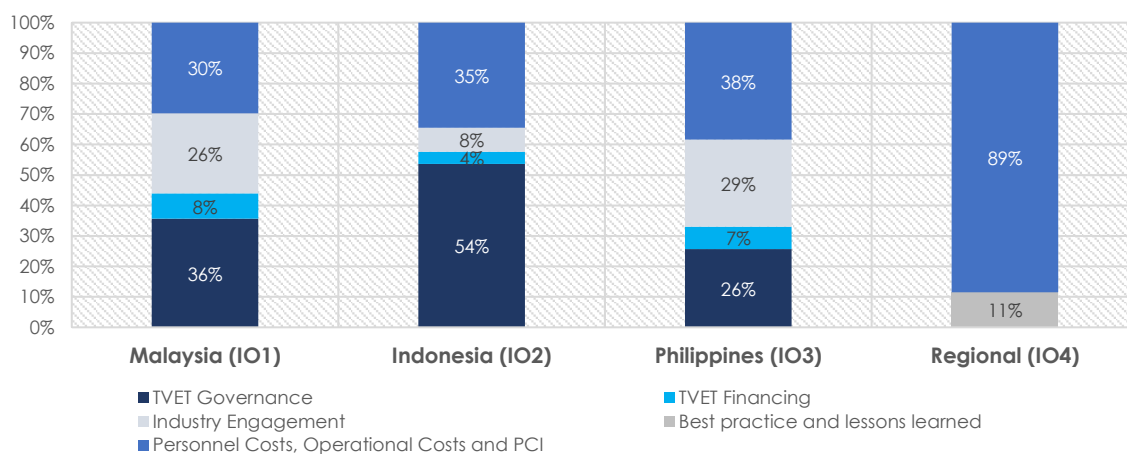


The biggest project component is an immediate objective 2 (Indonesia), i.e. 32% or GBP 6,473,908 from the total budget, while the lowest one is an immediate objective 4 (Regional), i.e. 9% or GBP 1,780,937.

For immediate objective 3 (Philippines) is assigned 25% or GBP 5,087,408 of the budget and for immediate objective 1 (Malaysia) – 22% or GBP 4,356,862.

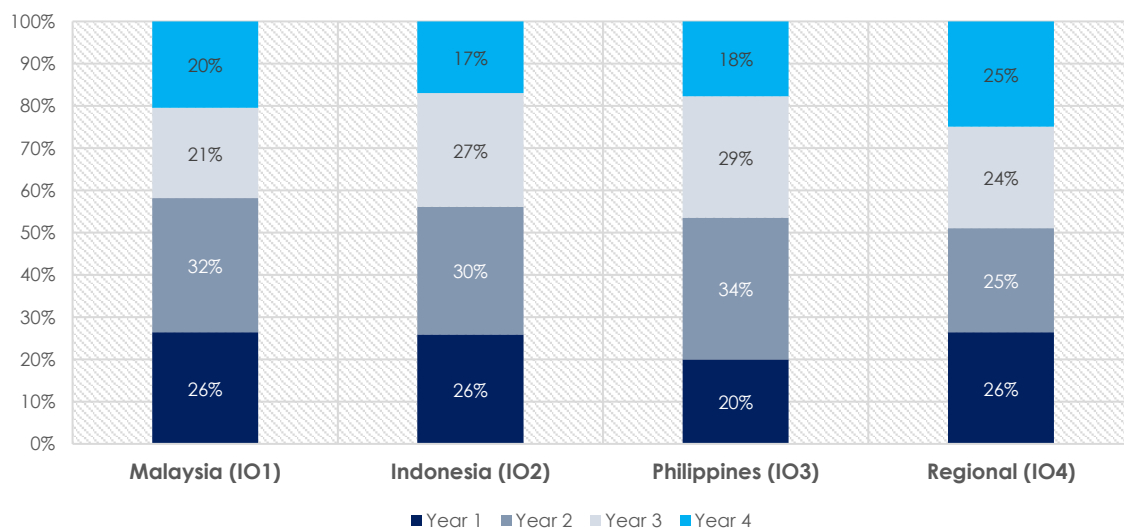
The analysis of the distribution of costs per thematical area indicates that the biggest allocations will go for TVET Governance (between 26% and 54%), followed by Industry Engagement (between 8% and 59%), while the smallest allocations will be for TVET Financing (between 4% and 8%). TVET Governance will be in focus in each target country, but especially in Indonesia where more than a half (54%) of total funding is assigned to the Governance. Industry Engagement will be a priority in Philippines and Malaysia, where 29% and 26% of the total budget will be allocated for this area respectively. The highest allocations for TVET Financing will be also in two out of three target countries, i.e. Malaysia and Philippines at the level of 8% and 7% accordingly. In terms of regional component, 11% of the total budget is planned to be spent on sharing of best practices and lessons learnt.

Figure 12. Budget structure disaggregated by target country and component as per ProDoc



The planned annual project expenditures will be the highest in Year 2 (i.e. on average 30% of the total funding) and the lowest in Year 4 (i.e. typically 20% of the total budget). In Year 1 and Year 3, the expenditures are planned to be commonly on the level of 25%.

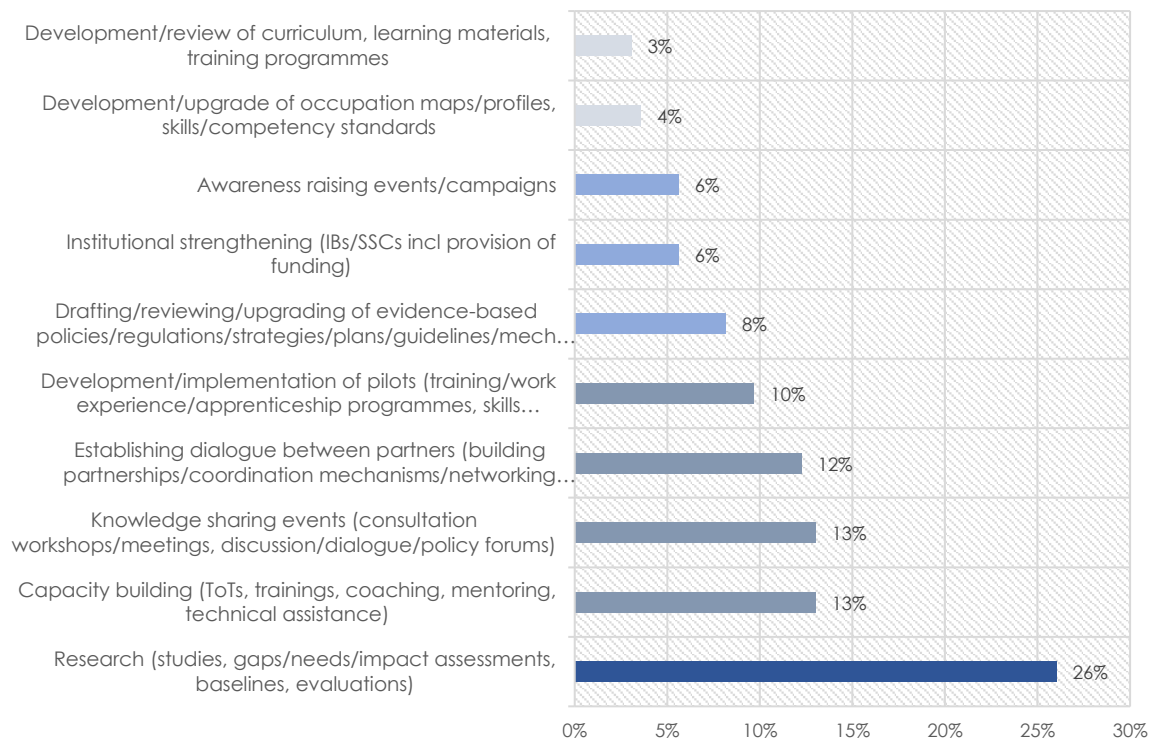
Figure 13. Annual planned project expenditures (in %) per component as per ProDoc



In order to make an assessment of whether the S4P-SEA budget will be well spent, it is important to first discuss what types of activity will be supported by S4P-SEA and to compare the relative costs of the different types of intervention. A summary of the types of activity supported by S4P-SEA can be provided to give an overview²².

²² Programme activities were systematically analyzed and labelled according to common categories of types of interventions

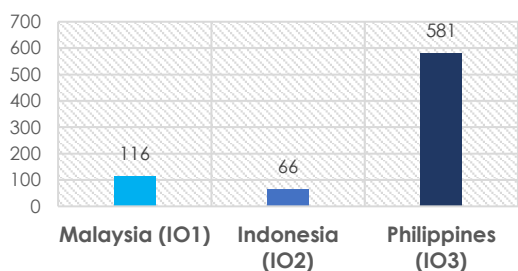
Figure 14. Overview of types of activity to be supported across target countries by the S4P-SEA as per ProDoc



The figure above shows how often a certain activity is planned to be supported across target countries, showing clearly that in most cases the S4P-SEA will help in the research (studies, gaps/needs/impact assessments, baselines, evaluations), capacity building (ToTs, trainings, coaching, mentoring, technical assistance), conduction of knowledge sharing events (consultation workshops/meetings, discussion/dialogue/policy forums), and activities focusing on establishing dialogue between partners (building partnerships/coordination mechanisms/networking activities) and development/implementation of pilots (training/work experience/apprenticeship programmes, skills development fund, priority reforms, TVET financing alternative models, scholarships). Less often, activities will be implemented for drafting/reviewing/upgrading of evidence-based policies/regulations/strategies/plans/guidelines/mechanisms, institutional strengthening (IBs/SSCs including provision of funding), awareness raising events/campaigns, development/review of curriculum, learning materials, training programmes, as well as development/upgrade of occupation maps/profiles, skills/competency standards.

The other aspect for measuring the efficiency is to look on the value for money and the anticipated costs per beneficiary in each target country under different project components.

Figure 15. Planned cost per direct beneficiary disaggregated by country in GBP as per ProDoc



As evident from the desk review, the highest average cost per direct beneficiary will have the Philippines (i.e. GBP 581), while the lowest will have Indonesia (GBP 66). The main reason for that is the different number of direct beneficiaries to be targeted by UKPFSEA in each target country. The number of direct beneficiaries to be targeted in the Philippines is planned to be 10 times lower than in Indonesia and 3 times lower than in Malaysia.

In overall, the costs per beneficiary vary because of the difference in types of interventions to be implemented by the project under different components in each target country. The highest costs per direct beneficiary under TVET Governance component will have the Philippines,

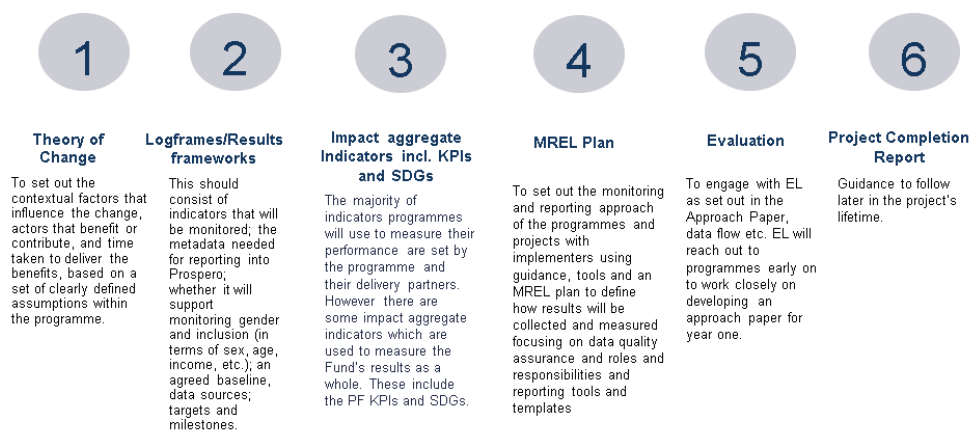
Table 5. Planned cost per direct beneficiary disaggregated by country and component in GBP as per ProDoc

Component/Country	Malaysia (IO1)	Indonesia (IO2)	Philippines (IO3)
TVET Governance	83	45	680
TVET Financing	130	20,969	937
Industry Engagement	211	467	443

meanwhile under TVET Financing and Industry Engagement the highest costs will be in Indonesia. The lowest costs per direct beneficiary under TVET Governance will have Indonesia, while under TVET Financing and Industry Engagement the lowest costs will have Malaysia.

The human and financial resources for the S4P-SEA M&E system are modest for a project of this scope and duration. The UK PF has a quite comprehensive set of requirements for MREL (see Figure 16), which are both process and results oriented. The other aspect which adds complication is the fixed structure of the global programme and the need of the S4P-SEA to be in line with the global MREL structure.

Figure 16. UK PF MREL Requirements for the S4P-SEA Project



Source: Prosperity Fund Skills South East Asia Inception Meeting, November 11, 2019

The S4P-SEA Project team is composed of 22 staff members, namely 4 staff at regional level (Bangkok), 4 staff for Malaysia Project Office, and per 7 staff members in Indonesia and the Philippines Project Offices (see Figure 17).

Figure 17. Organizational structure of the S4P-SEA project as per the ProDoc

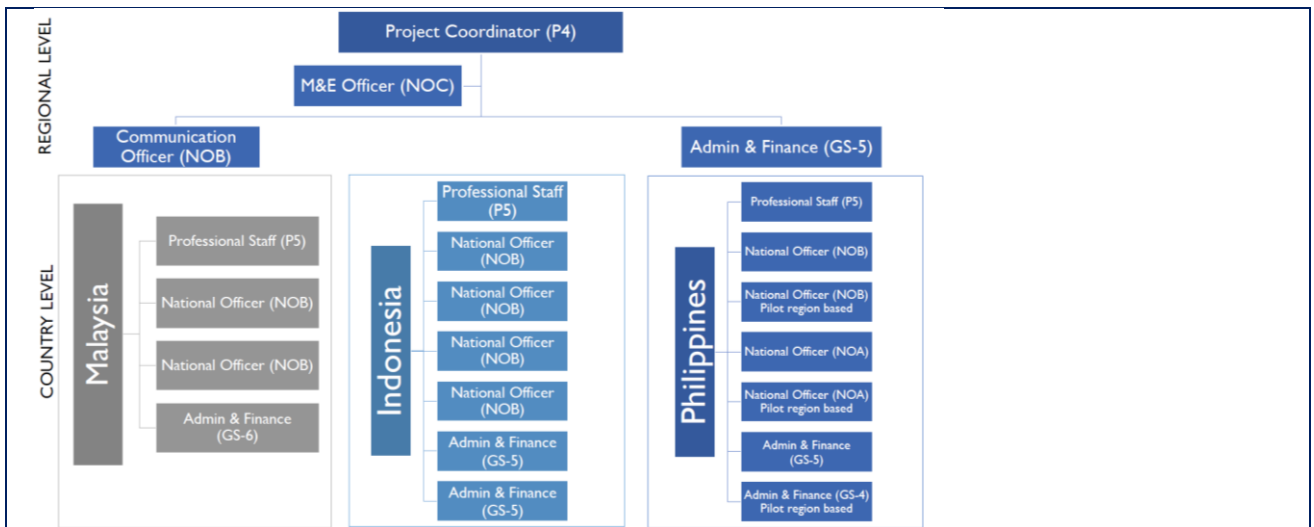


Figure 18. Correlation between international and national staff of S4P-SEA disaggregated by component

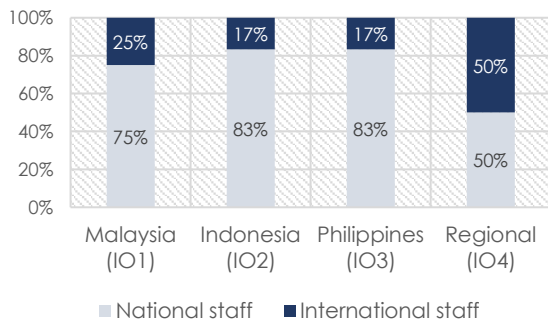
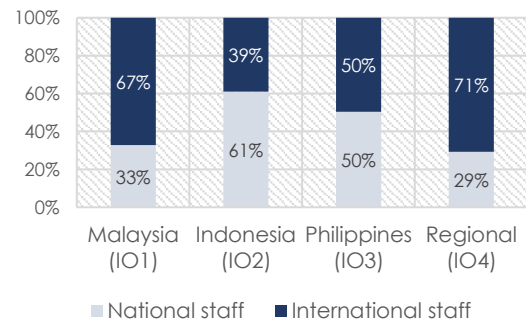


Figure 19. Share of personnel costs disaggregated by international and national staff and component



In spite of complexity of the project, the monitoring and evaluation functions will be handled by a dedicated Regional M&E Officer who will be reporting to the Regional Technical Coordinator at the S4P-SEA level in Bangkok. M&E arrangements at the country level will be undertaken in coordination with the National Project Advisory and Steering Committee (NPASC) and the respective ILO offices in the country, this to not only ensure alignment with both stakeholder-identified priorities and to the Decent Work Country Programmes but also with UKPF’s MREL requirements. Resident PF Skills and Education Advisors will also have a key role in ensuring the alignment of progress against PF’s MREL Plan.

As evident from the review of the project budget, each project’s component has a separate budget line ‘Evaluation and Monitoring’. Total financial resources allocated for M&E activities is GBP 132,480 or 0.007% of the total project budget, i.e. each target country has GBP 33,120 for M&E. Such allocations are considered as insufficient for establishing and managing the robust MREL system in line with the UK PF requirements.

No separate funding is reserved for computerised M&E system and capacity building on M&E of project staff and key stakeholders. Usually the M&E budget for a technical cooperation project constitutes 3%-5% of the total project budget. As the S4P-SEA Project has a number of partners and areas to be targeted in each partner country; the stakeholders’ capacity for a proper data collection will be needed to build up. The EA recommends to consider the development of capacity building strategy on M&E for the project staff and key partners to ensure good validity and collection of the data needed for the assessment of project’s achievements. Also, additional budget allocations are required for establishing of the Management Information System. If this recommendation is supported, the project may need to revisit the budget allocation to provide a modest increase in funding for such type of activities.

Recommendation to CTA/ project team:

- Recommendation 7: To consider the revision of the M&E budget of the S4P-SEA with allocation of bigger financial resources for monitoring activities for each target country. The suggested increase of the M&E budget for each target country is up to GBP 75,000-100,000.
- Recommendation 8: To consider provide an intensive M&E training in M&E concepts and data collection procedures for the project staff and tripartite plus partners at the national level and sub-national levels. This could be integrated with the National Project Advisory and Steering Committee (NPASC) meetings. It will allow to ensure a systematic data collection which is the key for a proper evaluation of the project's results (both intended and unintended).

5. PARTNERS' PARTICIPATION AND USE OF INFORMATION

5.1 Was the proposal designed in a participatory manner?	<ul style="list-style-type: none"> ▪ Constituents and other stakeholders were involved in establishing project priorities and outcomes ▪ The areas of agreement and disagreement among constituents' priorities and outcomes are identified 	Satisfactory quality
--	---	----------------------

As evident from the desk review and interviews with the ILO project team conducted consultations with partners in each target at national and sub-national levels through bilateral meetings, workshops, and/or focus group discussions.

Table 6. Consultations with project stakeholders undertaken by the ILO during the design stage of S4P-SEA

Malaysia	Indonesia	The Philippines
MOHR, MOE, MEF, MTUC (October 2018-February 2019)	Coordinating Ministry of Maritime Affairs, social partners (February-March 2019)	TESDA, social partners (ECOP, FFW), other TVET providers (October 2018-February 2019)

On the inception phase, the project strategies and activities have been refined with greater details and clarity. The consultation meetings have also provided an opportunity to the project's team in each target country to assess the feasibility of the proposed outputs and activities within the timeframe of the project.

5.2 Was information from previous evaluations used to design the proposal?	<ul style="list-style-type: none"> ▪ Lessons learned from past evaluations have been used to design the project 	Satisfactory quality
--	--	----------------------

As evident from the desk review, the S4P-SEA project was designed based on the lessons learned from past ILO evaluations. All of them are reflected in the sub-section Lessons (p.22-24). The project strategy was based on the ILO Global Commission on the Future of Work Report 'Work for a Brighter Future', which describes a human centred agenda for the future of work that strengthens the social contract by placing people and the work they do at the centre of economic and social policy and business practices. Also, general lessons learned from previous ILO skills development projects in Malaysia, Indonesia and the Philippines were taken into account. For example, the importance of social partners' commitment at both national and regional levels, sustainability of project activities and its impact, and roles of regional governments given the decentralized governance structure of Indonesia or recognition of the authority and leadership of TESDA in TVET in the Philippines as it has a tripartite Board composition which facilitates the participation of ILO's social partners as well as their support for new programmes. In addition, the comprehensive list of examples of similar interventions implemented by the ILO worldwide including with DFID funding was also presented in the ProDoc (p. 99-102).

Table 7. Examples of ILO's Interventions implemented in the field of skills development

Area	Countries
a. Building skills systems	Bangladesh, Lebanon
b. Quality apprenticeship	Tanzania, Uganda
c. Sectoral approaches to skills development	India, Jordan, Malawi, Myanmar, Egypt, Cambodia
d. Financing skills development	Bangladesh, Nigeria
e. Improving employability and social inclusion in skills development	Jordan, Algeria, Nepal

5.3 Is there a plan for evaluation reporting and dissemination?	<ul style="list-style-type: none"> ▪ The project has a communication strategy for evaluation results ▪ Evaluation results will be communicated to constituents and stakeholders in a timely fashion 	Not relevant to project
---	---	-------------------------

The plan for evaluation reporting and dissemination was not a part of neither the ProDoc nor the Inception Report. This plan is usually a part of the overall MREL Plan for the project. The MREL

Plan for the project could be developed only after approval of the Logframes/Results Frameworks for each target country by the donor; therefore, the ILO project team plans to develop it during July 2020.

Recommendation to CTA/ project team:

- Recommendation 9. To ensure that the MREL Plan for S4P-SEA Project contains the plan for evaluation reporting and dissemination.

REFERENCES

ProDoc with all annexes (Implementation Plan, Budget, Beneficiaries to be Targeted)

Minutes of the First Inception Meeting and MREL Requirements of the UK PF, November 2019

Inception Report, April 2, 2020

S4P programme Results Framework

Hub's MREL Plan

Prosperity Fund Guidance Notes

UNESCO-UNEVOC TVET Country Profiles

<https://unevoc.unesco.org/home/TVET+Country+Profiles>

Agence Française de Développement (AFD). 2014: Public Private Partnerships in Vocational Training: Taking Stock of AFD's Experience and Strategic Recommendations. Paris: AFD. http://www.afd.fr/webdav/site/afd/shared/PORTAILS/SECTEURS/EDUCATION/pdf/AFD-etudepublic-private-partnerships_vocational-training.pdf

AusAID Education Resource Facility. 2012: Skills Development and Technical and Vocational Education. Current Issues in Education. <https://www.voced.edu.au/content/ngv%3A54982>

Betcherman, Godfrey, Puerto, Rother and Stavreska. 2007: A Review of Interventions to Support Young Workers: Findings of the Youth Employment Inventory. Social Protection Discussion Paper No. 0715. Washington, DC: World Bank. <http://www.youth-employment-inventory.org/downloads/1.pdf>

Drost and Pfisterer. 2013: How to make cross-sector partnerships work? Critical success factors for partnering. Partnerships Resource Centre: Rotterdam. http://www.rsm.nl/fileadmin/Images_NEW/Faculty_Research/Partnership_Resource_Centre/brochure-How-to-make-cross-partnerships-work-2013.pdf

International Labour Organization (ILO). 2011: A Skilled Workforce for Strong, Sustainable and Balanced Growth: A G20 Training Strategy https://www.skillsforemployment.org/KSP/en/Details/?dn=FM11G_021626

International Labour Organization (ILO). 2018: Skills and the Future of Work: Strategies for inclusive growth in Asia and the Pacific

https://www.ilo.org/wcmsp5/groups/public/@asia/@ro-bangkok/@sro-bangkok/documents/publication/wcms_650239.pdf

International Labour Organization (ILO). 2018: ILO Survey Report on the National Initiatives to Promote Quality Apprenticeships in G20 Countries
https://www.ilo.org/employment/Whatwedo/Publications/WCMS_633677/lang--en/index.htm

International Labour Organization (ILO). 2012d: Upgrading Informal Apprenticeship Systems
http://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/genericdocument/wcms_166495.pdf

Johansson de Silva, Kokko and Norberg. Now Open for Business: Joint Development Initiatives between the Private and Public Sectors in Development Cooperation. EBA Report 2015.
<https://www.oecd.org/derec/sweden/Private-and-public-sectors-in-development-cooperation.pdf>

GiZ. 2009: Key Aspects of the Economics of Technical and Vocational Education and Training (TVET). Lessons learned and Gaps to be Filled. Bonn.
<http://www.giz.de/expertise/downloads/Fachexpertise/giz2009-en-key-aspects-of-tvet.pdf>

Learning, Knowledge and Development Facility (LKDF). 2015a: Industrial Training Academy: A Private Public Development Partnership. A project aiming to support specialized skills development. Model Project Document.
<https://www.lkdfacility.org/resources/?topics=ppdp-development-toolkit>

Learning, Knowledge and Development Facility (LKDF). 2015b: How-to Guide: Developing and Implementing a Vocational Training Public Private Development Partnership.
<https://www.lkdfacility.org/resources/how-to-guide-developing-and-implementing-a-vocational-training-ppdp/>

Patrinos, H.A., Barrera-Osoria, F., Guaqueta, J. 2009: The Role and Impact of Public-Private Partnerships in Education
http://www.ungei.org/Role_Impact_PPP_Education.pdf

Sondergaard, L. et al. 2012: Skills, Not Just Diplomas: Managing Education for Results in Eastern Europe and Central Asia, World Bank
http://siteresources.worldbank.org/ECAEXT/Resources/101411_FullReport.pdf

Swiss Agency for Development and Cooperation (SDC). 2015: The role of the private sector in vocational skills development.
https://www.shareweb.ch/site/EI/Documents/Events/Events%20by%20date/2015-05%20F2F/Other/private_sector_in_vsd_maurer_walker_presentation_2015_04_29.pdf

World Business Council for Sustainable Development/Lets Work Global Partnership. 2015: Meeting the Skills Gap: Lessons from the Private Sector.
<https://www.letsworld.org/meeting-the-skills-gap-lessons-from-the-private-sector/>

Ziderman, A. 2002: Financing Vocational Training to Meet Policy Objectives: Sub-Saharan Africa, The World Bank
http://siteresources.worldbank.org/INTAFRICA/Resources/Financing_VET_SSA.pdf