The UK Prosperity Fund Skills Programme for Southeast Asia

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OVERALL REPORT

(FINAL, Vol.1/2)

Independent Mid-Term Evaluation

The UK Prosperity Fund Skills Programme for South East Asia (the SfP-SEA Programme)

October 2019 – March 2023 (42 months)

RAS/20/52/GBR

2022-12-23

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LIST OF ACRONYMS AND ABBREVIATIONS Vol.1 and 2

ABDD-TVET	Area-Based Demand Driven TVET [PH]
APL	Alliance of Progressive Labor [PH]
ASEAN	Association of Southeast Asian Nations
BEJ	British Embassy Jakarta
Bumdes	Badan Usaha Milik Desa (Village Owned Company) [ID]
B40	Bottom 40 per cent income group in Malaysia (the poor) [MY]
CAGR	compound annual growth rate
CBTED	Community Based Training for Entrepreneurship Development [PH]
CBTREE	Community-Based Training for Rural Economic Empowerment [PH]
CHED	Commission on Higher Education, Philippines [PH]
CISTEM	Center for Integrated STEM [PH]
CMoEA	Coordinating Ministry of Economic Affairs [ID]
CMoHDCA	Coordinating Ministry of Human Development and Cultural Affairs [ID]
CMoMI	Coordinating Ministry of Maritime and Investment [ID]
CO	country office (ILO)
Covid-19	coronavirus disease
CRF	country results framework (i.e. country component logframe)
CTA	Chief Technical Adviser
CTEC	Community Training and Employment Coordinators [PH]
DA-ATI	Department of Agriculture-Agricultural Training Institute [PH]
DepEd	Department of Education [PH]
DFID, DFID-UK	Department for International Development (United Kingdom)
DO	development objective (impact in ILO logframes/ results frameworks)
DOLE	Department of Labor and Employment [PH]
DOSM	Department of Statistics Malaysia [MY]
DTI	Department of Trade and Industry [PH]
DWCP	decent work country program
DWT-Bangkok	Decent Work Technical Support Team for East, Southeast Asia and the Pacific
D2	Diploma 2 [ID]
D3	Diploma 3 [ID]
D4	Diploma 4 [ID]
EPU	Economic Planning Unit [MY]
ECOP	Employers Confederation of the Philippinesy [PH]
EMB	embassy
EQ	evaluation question (asked in the terms of reference)

FCDO	Foreign, Commonwealth and Development Office (United Kingdom)
FFW	Federation of Free Workers [PH]
FMMI	Federation of Malaysian Manufacturers Institute [MY]
GAD	gender and development
GBESH	Global Britain Education and Skills Hub, also “the Hub“
GBP	British Pound
GB / GBR	United Kingdom of Great Britain and Northern Ireland (identical with “UK“)
GDP	gross domestic product
GESI	gender equality and social inclusion
GITC	Government Industry TVET Council [MY]
GNI	gross national income
GPI	Gender Parity Index
GSI	gender and social inclusion
HC	High Commission
HE	higher education
Hub	see GBESH
IAB	Industry Advisory Board [ID]
ID / IDN	Indonesia
ILO	International Labour Organization
IO	intermediate outcome (short-term outcome in ILO logframes/ results frameworks)
IP	indigenous peoples [PH]
IPTA	Institute Pengajian Tinggi Awam (Public Higher Education Institute) [MY]
IT-BPM	Information Technology Business Process Management [PH]
ISSA	Industrial Sectoral Situational Analysis [MY]
I3S	Inclusive Innovation Industrial Strategy [PH]
KISMEC	Kedah Industrial Skills and Management Development Center [MY]
KPI	Kesatuan Pelaut Indonesia (Indonesia Seafarers Union) [ID]
KSBSI	Konfederasi Serikat Buruh Sejahtera Indonesia (Confederation of Indonesian Welfare Trade Unions) [ID]
LED	local economic development
LGU	local government unit(s) [PH]
LMI	labor market information
LMIAP	Labour Market Information Analytics Platform [MY]
MBC	Makati Business Club [PH]
MCO	movement control order [MY]
MEF	Malaysia Employers Federation [MY]

MoECRT	Ministry of Education, Culture, Research and Technology [ID]
MOE	Ministry of Education [MY]
MOHE	Ministry of Higher Education [MY]
MOHR	Ministry of Human Resource [MY]
MoU	memorandum of understanding
MP	Malaysia Plan [MY]
MREL	monitoring, reporting, evaluation and learning (UK designation)
MSME	micro, small, and medium enterprises
MTE	mid-term evaluation
MTUC	Malaysian Trades Union Congress [MY]
MTVET	Malaysia TVET [MY]
MY / MYS	Malaysia
MYR	Malaysian Ringgit
NAO	National Audit Office [UK]
NAPC	National Anti-Poverty Commission [PH]
NAPSC	National Project Advisory and Steering Committee [PH]
NCDA	National Council on Disability Affairs [PH]
NCIP	National Commission for Indigenous Peoples [PH]
NPASC	National Project Advisory and Steering Committee
NPO	National Program Officer
NSR	National Skills Registry [MY]
NTC	National TVET Council [MY]
NTESDP	National Technical Education and Skills Development Plan [PH]
NYC	National Youth Commission [PH]
ODA	official development assistance
OECD-DAC	Organization for Economic Co-operation and Development - Development Assistance Committee
OUC	outcome (outcome in ILO logframes/ results frameworks)
OUT	output (outcome in ILO logframes/ results frameworks)
PBC	Programme Business Case [UK]
PCA	Philippine Constructors Authority [PH]
PCW	Philippine Commission on Women [PH]
PDP	Philippine Development Plan [PH]
PESO	Public Employment Service Offices [PH]
PH / PHL	The Philippines
PHP	Philippine Peso
PIN	Project Inclusion Network [PH]

PO	program office (of ILO SfP SEA team)
Polibatam	Politeknik Negeri Batam (State Polytechnics of Batam) [ID]
Polimanado	Politeknik Negeri Manado (State Polytechnics of Manado) [ID]
Polimarin	Politeknik Maritim Negeri Indonesia (State Maritime Polytechnics of Indonesia) [ID]
PPNS	Politeknik Perkapalan Negeri Surabaya (Shipbuilding Institute of Polytechnic Surabaya) [ID]
ProDoc	project document
PWD	persons (or people) with disability
RBM	results-based management
ROAP	Regional Office for Asia and the Pacific
RTVSPC	Regional Technical, Vocational and Skills Planning Committee [PH]
SDG	sustainable development goal
SEA	Southeast Asia
SfP	Skills for Prosperity (also ‚S4P')
SG	Secretary General [MY]
SHS	senior high school [PH]
SME	small and medium enterprises
SMK	Sekolah Menengah Kejuruan (secondary vocational school) [ID]
SMJ	Sabah Maju Jaya [MY]
SRO	Senior Responsible Owner [UK]
SSC	Sector Skills Council [MY]
SSTC	Sabah Skills and Technology Center [MY]
STED	Skills for Trades and Economic Diversification [MY]
STEM	science, technology, engineering, and mathematics
S4P	see SfP
TESDA	Technical Education and Skills Development Authority [PH]
TNA	training needs analysis
ToC	theory of change
TOR	terms of reference
TUCP	Trade Union Congress of the Philippines [PH]
TVET	technical and vocational education and training
TVL	technical, vocational and livelihood [PH]
UK	United Kingdom of Great Britain and Northern Ireland (identical in meaning with "GB")
UKSfP	United Kingdom Skill for Prosperity
UM	University Malaya [MY]
UN	United Nations

Unklab	Universitas Klabat (The University of Klabat) [ID]
USD	United States Dollar
VfM	value for money
WIBM	Wanita Industry Binaan Malaysia [MY]

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1 EXECUTIVE SUMMARY

The SfP SEA Programme is the South East Asia strand of the United Kingdom's Global Prosperity Fund Skills programme, covering three ODA-eligible middle-income countries (Indonesia, Malaysia and the Philippines). UK expenditure under this program is meant to be fully ODA compliant, and in compliance with the UK International Development Act (including the Gender amendment), OECD DAC rules on ODA, and untied aid.

The interventions under this Fund are meant to primarily contribute to achieving the UN Sustainable Development Goals. As a secondary outcome, the interventions may also support delivery of policy objectives other UK departments. During the course of the implementation, however, these "secondary benefits" as distractors have been given up in a bid to ensure that primary SfP outcomes are reached, particular in the wake of the 2020 Spending Review of the UK which led to a reduced target for spending on overseas aid from 0.7% to 0.5% of UK GNI.

The Programme suffered major setbacks due to two external factors upon which it had no influence: the Covid-19 pandemic which reduced speed and intensity of implementation, and the effects of the budget cuts which drastically curtailed funding made available by 60% and therefore obliged ILO to renegotiate previously agreed activities with stakeholders in the three countries. The impact of the Covid-19 pandemic has somewhat reduced the visibility of the budget cut to partner organizations because activity levels around the world had to shift into online mode and travel restrictions reduced opportunities for direct face-to-face interaction of all parties.

Despite these odds, the Programme has managed to set on track diverse activities benefiting skills development and TVET systems in the three countries based on thorough preparation and drawing on the networks available to the ILO as a tripartite organization and the extensive experience of the ILO in skills development. Results achieved by the time of this mid-term evaluation significantly vary between the three countries, ranging from "effective" (Philippines) to "no apparent effectiveness" (Malaysia). There are many factors that come together to explain the current status.

Relevance and Validity of Design

From the technical perspective, the Programme suffers from the absense of a fully valid program design which does not allow for any more precise measurement as to whether outcomes are being reached and how well the program is adjusting the intervention to maximize program effectiveness and impact. This is partially related

to seeking full alignment with the higher level structure of the theory of change of the Skills for Prosperity Fund and partially due to lack of attention at all levels and sides involved in establishing and approving country results frameworks that follow established best practice.

The level of relevance in the three countries varies between “high“ for Indonesia and the Philippines and “moderate“ for Malaysia where differences in relevance between national and local levels may have been underestimated.

Coherence

The Programme is coherent with all relevant policies, programs, and budgets at the ILO and at the donor side. It is generally coherent with relevant policies and programs in the three beneficiary countries. For Malaysia, coherence is confirmed at system level (skills and TVET reform). However, the program‘s approach to gender and social inclusion is incongruent with Malaysian reality and practice where gender is concerned and is reminiscent of the earlier women-in-development approaches.

Effectiveness (including Effectiveness of Management Arrangements)

Performance on the criterion of effectiveness is different in the three countries, ranging from “effective“ in the Philippines and “effective in two pillars“ (relevance and quality) in Indonesia to “not apparent“ in Malaysia.

Implementation has been strongly affected by the management arrangements that have been implemented under the Skills for Prosperity Fund which include the absence of program steering committees which are essential in securing ownership and smooth cooperation in the countries of implementation due to reservations on the side of the donor (in divergence from principles of alignment established under the Paris Declaration on the effectiveness of aid), a top-heavy structure of monitoring and supervision with partially overlapping responsibilities, and tranche payment procedures which are not sufficiently compatible with the nature of the ILO as a public sector organization and the principles of the single audit that are fundamental for the operation of all larger organizations that receive funding from multiple sources.

Efficiency

With the exception of high overhead cost resulting from the SfP oversight structure (Hub and diplomatic missions), a monitoring, evaluation and “learning“ system based on monitoring of activities (i.e. not outcomes), and losses from time spent on repeated adaptation to budget reduction, use of resources is efficient. The application of the value-for-money (VfM) approach is not appropriate to programs of

social change (such as in skills and TVET systems) and its implementation is therefore reducing program efficiency.

Impact

At mid term of a 3 year duration, it is too early to expect any impact in a program of social change. In Indonesia there appear to be a few early impacts, however, it is unclear whether the net impact is positive if cost are held against it. Impact is not visible in Malaysia, and too early to observe in the Philippines.

Sustainability

It is also early to expect sustainability, notably when speed of implementation has been reduced by the Covid-19 pandemic and budget cuts. Strong signs of ownership with the polytechnics are emerging in Indonesia and indicate good potential for sustainability. In Malaysia, sustainability is not visible at this stage. In the Philippines, strong engagement by stakeholders indicate good potential, but anchoring activities in regional budgets required to ensure the same.

Cross-cutting issues

Cross-cutting issues addressed by the Programme are gender and social inclusion (GESI). Environmental aspects and climate change are not being considered.

In Indonesia, more work is required. The GESI approach needs to be properly tuned in seafaring where the women-in-development approach may have blinded the Programme vis-à-vis the risks of females entering male-dominated environments they cannot escape from (at sea) and the do-no-harm principle needs to be considered in further work. International labour standards should be included in curricula. At the same time, social inclusion is addressed based on the plausible rationale that polytechnics are absorbing the drop-outs of general education.

In Malaysia, the current approach on gender equity does not resonate well with Malaysian realities and approaches. The additionalities from SfP SEA activities to women in construction are limited where they replicate practices already existing in Malaysia. Also, social inclusion activities overlooked subsidies required for the B40.

In the Philippines, GESI activities have been affected by reduced funding. However, there were strong efforts on social inclusion visible during interview sessions with beneficiaries.

In all three countries, engaging more with workers may benefit GESI activities. In the Philippines, workers representatives would automatically be included if cooperation is formalized at higher level (TESDA).

Covid-19 Impact

The impact of Covid-19 has been massive on the one hand, on the other the slowing down of activities during the pandemic has partially masked the effects of the strong budget cuts the Programme had to sustain because absorption capacities declined in the beneficiary countries. In Indonesia, the impact is seen as both negative, and positive as a resut of the digitalization effect it has achieved. In Malaysia, the impact has been more negative than positive because of delays and reduced stakeholder engagement. In the Philippines, focusing on three of the four pillars contained negative impact.

Summary of recommendations

There are different types of recommendations that are derived from conclusions of this mid-term evaluation, and they are listed in the respective sections of this report. The following are the major recommendations made:

1. Extension is recommended until March 2024, based on initial plan of 42 months duration which is minimum net implementation time required for reaching meaningful outcome, in particular to recover time lost due to the Covid-19 pandemic and to consolidate achievements. With given amounts of funding and depending on existing committments, based on the mid-term evaluation results, a trade-off could also be made between country components, prioritizing those country components that have highest potential impact and strongest potential for consolidation (Philippines and Indonesia). More specific recommendations for the country components are to be observed.

2. Establish trends for baselines against which impact measurement will be held (no before-and-after measurement, but measurement of additionality).

3. Pay particular attention and invest in relationship building with stakeholders at both national and state levels in the Malaysia component during the second half of the program.

4. Minimize reporting requirements for the SfP SEA Programme vis-à-vis the SfP Hub in order to set free resources unnecessarily tied up in reporting to contribute to work related to implementation proper. A maximum of personpower should be made available for a best-possible finalization.

5. Revisit the decision to retain a veto power at FCDO headquarters in the light of the many good experiences that exist with steering committees that include in-country representatives of the donor as direct members in order to enable a higher degree of ownership by recipient structures as a basis for achieving sustainability.

6. Ensure all program managers, CTAs and key NPO staff, as a general good practice and on a regular basis across the organization, undergo professional training in logframe analysis and planning and program management including risk management prior to deployment, including refresher training after several years of work away from program implementation, also in the interest of further deepening ILO program staff's resourcefullness in dealing with varying models and donor fashions of program design and management.

7. In implementing programs, focus on program risk management and not on corporate risk and introduce separate risk register based on program logframe.

8. Following due diligences, donors should accept ILO documentation and formats in order not to increase the overhead cost associated with implementing extra-budgetary programs and reserve value for money (VfM) approach for those programs where standardized goods or services are purchased on a long-term basis (original purpose of VfM).

9. Refresh or improve capabilities in the nuts and bolts of implementing and monitoring logical frameworks along the whole program chain in order to not forego the benefits of this time-tested procedure in checking feasibility of programs which cannot be substituted for by drawing up a less rigorous theory of change.

An extended listing compared to the typical evaluations is justified not only because of the specifics of each country component, but also because the budget reductions and the pandemic have brought to the fore a number of deeper issues that merit particular attention both from the point of view of the ILO and her trusted donor FCDO who had to implement a reprioritization of spending in order to deal with the requirements emerging from the UK's Spending Review 2020.

Besides the major observation above, further recommendations can be found in the following sections.

Overall recommendations	pp.70-71 (Section 7 of this report)
Recommendations for Indonesia	pp.101-103 (Section A.V1-2 of this report on Indonesia)
Recommendations for Malaysia	pp.163-166 (Section A.V1-3 of this report on Malaysia)
Recommendations for the Philippines	pp.209-210 (Section A.V1-4 of this report on the Philippines)

2 INTRODUCTION

This report contains the main findings of the independent mid-term evaluation of the SfP SEA Programme.

Purpose

The overall objective of this mid-term evaluation is to assess relevance and validity of design, coherence, effectiveness including effectiveness of management arrangement, efficiency, impact and sustainability, as well as assessing gender and other cross cutting issues of the programme. The specific objectives are to:
(1) examine whether the Programme is working appropriately towards achieving the overall objective, and the intended specific objectives/cexpected outcomes;
(2) examine if the Programme remains relevant to the needs of relevant stakeholders and to the policies and priorities of the partners including the donor and if current design is valid to achieve programme results within stipulated time;
(3) examine the current and future role of the Programme in contributing towards promoting gender equality and disability inclusiveness, the ILO‘s normative work, tripartism, social dialogue and mandates and goals towards decent work, and social justice, and draw lessons learned and identify good practices from the two years of the Programme’s intervention; (4) assess the value for money using the applicable Value for Money (VfM) indicators; and (5) examine impact and sustainability of the Programme and propose recommendations to inform future course correction of the SfP-SEA Programme in the remaining period, keeping in view the COVID-19 pandemic as well as the “future of work“ that have effects on the skills needs, interests and priorities of stakeholders and beneficiaries.

The mid-term evaluation is envisioned to set out recommendation for changes that need to be made to achieve programme results within stipulated time.

Scope

The evaluation is meant to cover all Programme components in all the partner countries and at the regional level of the programme, concerning the previous starting from inception to the evaluation date.

Interviews at the community level are meant to be conducted by national evaluators with real (ultimate or final) beneficiaries and direct recipients.

The evaluation is meant to examine the methodology, deliverables, and give specific attention to how the intervention is relevant to the ILO‘s programme and policy frameworks at the national and global levels, UNSDCF (previously UNDAF) and national sustainable development strategy (or its equivalent) or other relevant

national development frameworks, including any relevant sectoral policies and programmes, and international labour and environmental standards.

Use of the Mid-Term Evaluation

The main users of this independent evaluation will include the ILO management at both the country, regional and headquarters level, the ILO's tripartite constituents, the partners and donor of the Programme.

Implementation

The evaluation was conducted by a team of four independent consultants, one of them acting as an international team lead and responsible for the overall report and each one national evaluator based in the countries of implementation (Indonesia, Malaysia, and the Philippines) responsible for the country component reports.

Given the significantly different shapes and directions of the Programme in each country component that are not easily merged into a single report without loss of the focus and flow appropriate for action, the report is structured as follows.

- The first part addresses overall matters that apply to all components of the Programme with more cursory reference to the country components. The distribution of weight of different chapters in this section naturally differs from the distribution in the different country components because design and management issues are best discussed at the overall level.

  Although additionally requested by the Programme team, the first part has not been enriched with additional elements from the country components for fear of bloating the overall volume. Readers are likely to find all they need in the other sections which are also structured along the same standard evaluation criteria.

  Some of the requests for additional explanation and examples for learning purposes were addressed. But, in the end, an evaluation report remains an evaluation report and cannot replace a textbook on program planning and management. It is both a question of separation of tasks and of the sheer number of additions that "could" be added.

- Three separate sections in contain abbreviated versions of the final reports for each country component (A.4 Indonesia, A.5 Malaysia, and A.6 Philippines) where sections that also would appear in the overall report have been extracted. It is here that the main findings for shaping the second half of the Programme in each country are specified.

- The lists of abbreviations, references, and contacts of all separate sections have been merged into single lists for the whole report in order to avoid unnecessary duplication and bloating of the length of the whole report. Readers of the different sections therefore all refer to the same lists.
- Other than the lists, conclusions and recommendations are contained in the respective report sections they pertain to (overall, countries) so readers will find them directly following the relevant findings.

The overall part of the report, similar to the structure of the Programme's regional component, fulfills the function of providing a bracket and has a special focus on the implemented management arrangements which are important to understand the way the Programme operates and how this may relate to performance in the field and the achievements that have been made. It identifies some limitations that the ILO and the FCDO need and should be able to jointly overcome in order to avoid the repetition of some of the emerging management constraints.

The mid-term evaluation was conducted in the field (in this case mainly online due to prevailing travel restrictions) between February and April 2022, including an inception phase, interviews and meetings with diverse stakeholders and debriefing meetings for presentation of findings and collection of additional feedback.

Feedback received did not significantly change any of the key findings and conclusions of the evaluation and the program team therefore has received all of the information the team of evaluators was able to provide in due course at debriefings conducted in April 2022 to be able to consider them during further implementation. The overall report adds some more detail on procedures and context applicable in the United Kingdom, and also identifies some options that could be discussed between the ILO and the FCDO in the interest of reducing unnecessary frictions and developing smooth modes of cooperation following the "perfect storm" that unfortunately hit the SfP SEA Programme during its first half of implementation.

As to the conclusions which are laid out in more detail in the respective subchapters or sections, the mid-term evaluation recommends the continuation and ideally extension of the Programme along the timeline until March 2024 in order to provide sufficient space for finishing the implementation of important work that is under implementation. Where possible, recommendations regarding the management arrangements as identified should be implemented during the remainder of the Programme duration in order to free up resources that are currently tied down by existing constraints.

The mid-term evaluation report, as in any evaluation , is focusing on the most important elements of the findings and will never be able to address the full range of intended purpose and scope in similar depth. Elements with low or declining marginal utility or importance for understanding the Programme may usually be discarded in the interest of time and space. If readers are missing any elements, they may assume the same were not of significance for the successful continuation of the Programme.

The three country components are operating on the basis of different structures and organizational attachments in their bid to respond to the differences between the countries and the strategic priorities of the donor and the recipient countries. Therefore, any direct comparison of their effectiveness in reaching outcomes would be misleading and cannot be used to compare performances of country teams. This has also led to the decision to organize the report in a way that the three country evaluation reports are separately presented so as to not forefeit the context required for understanding the country specifics.

The delivery of the report has been delayed due to the delay of the report for the Indonesia component that is due to unfortunate circumstances relating to a sudden change in health status of a member of the nuclear family of the national evaluator as of April that required immediate attention and continuous adaptation.

The evaluation team is grateful for the considerable attention this evaluation has received by all persons contacted at various levels and for the opportunity to offer their independent and humble opinion to the ILO Programme team and concerned parties based on the standard evaluation criteria which apply to all program evaluations.

3 BACKGROUND

The SfP SEA Programme is the South East Asia strand of the United Kingdom‘s Global Prosperity Fund Skills programme, covering three ODA-eligible middle-income countries (Indonesia, Malaysia and the Philippines). UK expenditure under this program is meant to be fully ODA compliant, and in compliance with the UK International Development Act (including the Gender amendment), OECD DAC rules on ODA, and untied aid.

The interventions under this Fund are meant to primarily contribute to achieving the UN Sustainable Development Goals. As a secondary outcome, the interventions may also support delivery of policy objectives other UK departments. During the course of the implementation, however, these “secondary benefits“ as distractors have been given up in a bid to ensure that primary SfP outcomes are reached, particular in the

wake of the 2020 Spending Review of the UK which led to a reduced target for spending on overseas aid from 0.7% to 0.5% of UK GNI.

As far as implementation is concerned, the Programme suffered major setbacks due to two external factors upon which it had no influence: the Covid-19 pandemic which reduced speed and intensity of implementation, and the effects of the 2020 Spending Review of the UK which led to a reduced target for spending on overseas aid from 0.7% to 0.5% of UK GNI which drastically curtailed funding made available by 60% and therefore obliged ILO to renegotiate previously agreed activities with stakeholders in the three countries. This has created considerable frustration at all ends (FCDO, ILO, recipient structures, delivery partners) but not completely broken morale in the light of the importance of the issues the Programme is addressing in the three countries. The impact of the Covid-19 pandemic has somewhat reduced the visibility of the budget cut to partner organizations because activity levels around the world had to shift into online mode and travel restrictions reduced opportunities for direct face-to-face interaction of all parties.

Implementation has also been strongly affected by the management arrangements that have been implemented under the Skills for Prosperity Fund which include the absence of program steering committees which are essential in securing ownership and smooth cooperation in the countries of implementation due to reservations on the side of the donor, a top-heavy structure of monitoring and supervision with partially overlapping responsibilities, and tranche payment procedures which are not sufficiently compatible with the nature of the ILO as a public sector organization and the principles of the single audit that are fundamental for the operation of all larger organizations that receive funding from multiple sources.

Despite these odds, the Programme has managed to set on track diverse activities benefiting skills development and TVET systems in the three countries based on thorough preparation and drawing on the networks available to the ILO as a tripartite organization and the extensive experience of the ILO in skills development. Results achieved by the time of this mid-term evaluation significantly vary between the three countries, ranging from “effective“ to “no apparent effectiveness“. There are many factors that come together to explain the current status, and the major factors have been identified and are presented in this report.

The SfP SEA Programme is a part of the United Kingdom‘s support to improve the quality, relevance, equity and cost-effectiveness of higher education (HE) and technical and vocational education training (TVET) in nine middle-income countries (Brazil, Egypt, Indonesia, Kenya, Malaysia, Mexico, Nigeria, the Philippines, South Africa), in order to tackle poverty and generate sustainable and inclusive growth. The approach under the Skills for Prosperity Fund is meant to be a flexible one that combines: a) strong leadership by new UK government staff in-country meant to

expand United Kingdom capabilities to advise on HE and TVET into new geographies, with b) robust central support from a Global Britain Education and Skills Hub to ensure ready access to UK expertise and programme coherence.[1] This Skills for Prosperity Fund is also meant to generate secondary benefits for international business, potentially including UK business, through increased contracts and exports.

The SfP SEA Programme is the South East Asia strand of the Global Prosperity Fund Skills programme, covering three ODA-eligible middle-income countries (Malaysia, Indonesia and the Philippines). Expenditure under this program is meant to be fully ODA compliant, and in compliance with the UK International Development Act (including the Gender amendment), OECD DAC rules on ODA, and untied aid.

The proposed interventions are meant to primarily contribute to achieving the UN Sustainable Development Goals. As a secondary outcome, the interventions may also support delivery of policy objectives other UK departments, such as export promotion, UK industrial strategy and the UK's international education strategies.

The request by the FCDO to include selected secondary benefits at the output and intermediate outcome was discussed and agreed by the ILO with the donor during the inception phase. Only such indicators clearly connected with ILO mandate and nature of work were kept as per ILO recommendation.

The selection of the three recipient countries for South East Asia (Indonesia and the Philippines are lower middle-income, and Malaysia is a higher middle-income country) is based on a number of identified similarities. These are countries that are considered to have fallen into or being stuck in the "middle income trap", with major structural issues pending economic reforms. Their aggregate GDP is increasing, but inequality rising, and there are high numbers of poor people. These include marginalized ethnic, religious or social groups; women, youth and the disabled. Large numbers of poor and exploited include low-skilled foreign workers, and refugees. They are characterized by complex political economy arrangements with political dynasties and patronage systems as well as welfare provisions.

Their education systems (including TVET) are deemed not fit for the current and future world of work, with the increasing progress of digital technology, neither

[1] The Global Britain Education and Skills Hub (GBESH) also known as "the Hub" or "S4P Hub" is a separate unit operated on the basis of a call-down contract of the FCDO with a financial limit of GBP 12,748,210 as per 12 October 2020 that was awarded to a consortium of consultancy firms. It operates out of the UK and is responsible for the whole SfP Programme, not only the SfP SEA Programme that is implemented by the ILO. In the SfP SEA Programme, the Hub's main function has evolved around reporting, monitoring and evaluation whereas in other regions it may also perform functions in building links to UK expertise and in promoting secondary benefits to the UK's economy derived from implementation of the different programs under the UK's Skills for Prosperity Fund. As "hub" currently is a popular term, the Hub should not to be confused with other education related hubs in the UK (or elsewhere).

meeting industry demand nor students and workers aspirations, and hampering competitiveness and productivity.

The theory of change guiding the implementation of the programs implemented under the (nine-country) Skills for Prosperity Fund is as follows:

The impact level goal is an “increased capacity for inclusive economic growth due to increase in labour productivity“ and is supported by two intermediate outcomes:

1) ‚improved employment rates and productivity of beneficiaries including women and low-income youth“, and
2) “increased political will/ commitment to adopt policies and oversee national financing systems to ensure equitable access, sustained quality TVET/ HE relevant to the national economy“.

These two intermediate outcomes are supported by each two short term outcomes: 1.1) “improved level of learning outcomes from TVET and HE provision in the public and private sectors“ and
1.2) “improved relevance of TVET and HE to the skill sets needed by industry and commerce in areas key to national economic development“, and
2.1) “improved financing mechanisms and affordability of TVET and HE provision in areas key to national economic development“ and
2.2) “enabling policy, planning and legal environment strengthened for financing, equity and industry TVET/ HE linkages“.

In this higher-level theory of change, national level intervention strategies (where the SfP SEA Programme would be engaged) follow and consist of the following (arguably, a choice menu):

a. “technical assistance, support and training: course and teaching skill development [and] leadership skills in HE TVET learning achievements“ feeding into 1.1)

b. “strengthen industry-education links at institution level (curriculum, WB training and sharing of resource[;] create industry driven curriculum[;] enhance lecturer/ tutor skills in key vocational areas including ICT/ English[;] enhance leadership skills in TVET and HE feeding into 1.1) and 1.2)

c. “enhance technical and leadership skills in TVET and HE institutions on improving efficiency and cost-effectiveness[;] mapping the various financing schemes for the different types of TVET /HE programmes[;] scope incentives and flexibility to institutions, companies, communities and individuals using resources for TVET /HE in the most efficient and effective way“ feeding into 2.1)

d. “improved equity in access to and provision of TVET, and HE in areas key to national economic development“ feeding into 2.1)

e. “enhance technical and leadership skills in TVET and HE institutions in improving equitable access and provision[;] analyse/ assess various types of TVET which promote equity and inclusion, and the implications on expanding learning opportunities for excluded groups“ feeding into 2.2)

f. “develop national qualifications frameworks in line with international qualifications[;] improve course standards and accreditation[;] strengthen industry-ed national links[;] national policy – financing and cost effectiveness, improve national planning and monitoring[;] policy and planning to improve equity in access and provision feeding into 2.2)

Following an extensive scoping exercise implemented by the FCDO in 2017 for the whole of the Skills for Prosperity Fund, the ILO had been selected to implement the South East Asia strand.

The ILO elaborated a detailed project document in 2019 which was meant to feed into the overall Skills for Prosperity Fund higher-level theory of change. This broke down the overall theory according to four basic pillars: Equity, Quality, Relevance, and Cost-effectiveness, comprising the primary purpose, and a pillar on Secondary Benefits as a secondary purpose, a structure commencing to be partially reflected in the logical framework (indicative at the time). The program document embraced the donor‘s (DFID‘s) 4E concept and committed to the collection of value-for-money (VfM) indicators, including directly proposing VfM metrics.

By the time of the inception report in June 2020, the intervention logic had been further developed by the ILO and the logical framework (in the shape of country results frameworks) of the SfP SEA Programme had been completely structured according to the four basic pillars, complemented by the secondary benefit category. Benefiting from an evaluability assessment of March 2020, outputs, intermediate outcomes, outcomes, and impact were specified according to SMART criteria. The evaluability assessment also commented on the character of the assumptions and the risk management mechanism foreseen, albeit without reviewing the related logic.[2]

[2] Thus, the evaluability assessment, in the end, contributed to improving measurability while evaluability as such was not fully achieved. This is not to say that the evaluability assessment was not a worthwhile exercise. The report is both well structured and well written and attends to important details while also drawing on relevant technical discussions. Also, it may be asking slightly too much from these assessments because the experts usually must expect that the logic of the program has been properly established and clarified before the onset of the discussion of the appropriate indicators. On the other hand, in programs of organizational or societal change it is not uncommon that the indicator discussion itself contributes massively to clarifying the logic because it is exactly

Since the beginning of June 2020, the FCDO and the S4P Hub began providing the ILO team with a series of guidance and briefing documents and diverse templates to be filled in by their delivery partners which were not always easy to accomodate, some of them at short notice (cf. timeline in Annex A.1) and some as a precondition for approval of transition to implementation (as part of the inception deliverables) and respective spending of implementation funds.

This foreshadowed the role of delivery partners under the Skills for Prosperity Fund as mainly providing a robust supply chain and delivering the required capacity and capability to meet the requirements for country interventions. The Hub assumed its function in leading the monitoring and reporting of the ILO interventions and country activity began to be overseen by FCDO programme managers in post.

Transition to implementation was approved by the FCDO in December 2020.

Only half a year later following approval (June 2021), the donor informed that pending the UK Spending Review, the ILO should review all existing contracts and legal obligations, and make sure to not commit the ILO beyond the end of March 2022.

By the middle of July 2021, the MoU between the FCDO and the ILO regarding the implementation of the SfP SEA Programme was amended with agreement to curtail the Programme‘s budget to GBP 8 million, a reduction by 60% from the originally agreed amount of GBP 20 million. Only one week later, the ILO was informed existing agreements should be renegotiated to prepare for an earlier closure of the programme.[3]

By the time the mid-term evaluation team began its work, another amendment to the MoU between the FCDO and the ILO had been signed (December 2021) and a further one was signed in March 2022 with slight prospects emerging for mobilizing additional funding beyond the remaining GBP 8 million.

where a more complex outcome is not easily described that a set of indicators is helpful for narrowing in (and achieving agreement between stakeholders) on the outcome.

[3] Retrospectively, it should be acknowledged that in view of an overall reduction in the order of 53% of bilateral aid during the UK budget reduction process the Programme was left relatively unscathed while other UK programs were closed. The threat of closure should explain some of the more erratic communication patterns that existed during what essentially was a period of crisis with unpredictable outcome. Ultimately, Indonesia belonged to 9 countries where ODA spending was increased between 2020/21 and 2021/22, while there was no ODA spending foreseen for Malaysia and the Philippines. Cf. HM Treasury 2022: 40.

4 METHODOLOGY

The terms of reference for this evaluation spell out that the ILO's Policy Guidelines for Results-based Evaluation[4] provide the basic framework for this evaluation and that the evaluation will be carried out according to ILO's standard policies and procedures, and comply with the United Nations Evaluation Group (UNEG) norms and standards and the OECD/DAC evaluation quality standards. This section describes the methodology selected by the evaluation team in order to conduct the evaluation within the given trime frame and the resources available in order to best respond to these policies and comply with the given standards, and based on what may be considered reasonable in the trade.

Given this mid-term evaluation is an independent evaluation, the experts take an independent view and not merely be guided by project documents and agreements. Other than in monitoring that by definition focuses on following agreed indicators, any evaluation, independent or not, by definition may, where necessary and useful, include looking at other indicators and/ or commenting on the indicators that were chosen for measurement.

The amount of preparatory and background research that can be undertaken within the framework of such an evaluation is limited by the period of notice between signature of contract and the planned deployment of the experts, the coordination with other assignments, the budget for the evaluation, the time available in the field and the availability of interlocutors at these times.

The key challenge for any evaluation is to ensure that information collection[5] during the time granted to the evaluators while in the field is sufficiently reliable to enable the evaluators to reach valid conclusions about the program's implementation which in turn provide the basis upon which recommendations for the future may be developed. The underlying assumption in drawing up the methodology for the evaluation processes is that information is freely shared with the evaluation team and that no significant information is being withheld. ILO evaluations neither are inspections nor are they investigations, but they rely on the cooperation of the implementing teams with the evaluators and the joint interest of all stakeholders to achieve the program objectives agreed between them. Presented information is not audited, though selected probing is possible.

The terms of reference for the evaluators propose for the methodology to include stakeholder analysis, desk review of relevant documents, interviews (telephonic/

[4] ILO 2020.

[5] Other than stipulated in ILO 2020, evaluation teams, like the programs they evaluate, usually do not collect data, but information. Data is a given without any meaning attached whereas information is data with a meaning attached. This is an established and important distinction made in all information systems, of which monitoring and evaluation systems are a subset.

electronic by the international evaluator and face to face by the national evaluators where possible), data analysis and validation through cross checks and triangulation of sources. The methodology should include multiple methods, with analysis of both quantitative (including economic assessments) and qualitative data, and should be able to capture the contribution of each output to the achievement of expected outcomes. To the extent possible, the information collection, analysis and presentation should be responsive to and include issues relating to diversity, gender and non-discrimination, including disability issues. Gender concerns should be addressed in accordance with the ILO's Guidance note on integrating gender equality in monitoring and evaluation.[6]

Approach

By definition, all program and project evaluations are goal-based evaluations. They serve to determine to which extent goals have been attained, including whether specific quality criteria that are to be met have been adhered to. There is no reason for this evaluation to deviate from this approach.

All mid-term evaluation fall into the category of formative evaluations which are used for improving a program. No specific mechanism for feeding the results of the evaluation into the program has been devised, but normal debriefing sessions are foreseen.

Given the objective of ILO evaluations is to promote learning, the evaluation needs to remain open to analyzing processes and factors that explain the why goals were or were not attained. Therefore, depending on the evaluation criteria concerned, the evaluation may also take the shape of process-based evaluation, and will also consider to which extent program clients benefited (outcome-based evaluation).

Similarly, as for all evaluations that do not involve large numbers (e.g. at least several hundreds or thousands) of direct or final (ultimate) beneficiaries which would justify application of quantitative methods, qualitative methods are the primary choice.

The evaluation team relied on the program team to suggest the stakeholders respectively interlocutors to be selected for the evaluation. This would ensure that all stakeholders identified by the program would be fully covered, including that no important examples of success would be overlooked by the evaluation team. Interviews included discussions with implementors, direct beneficiaries, selected ultimate beneficiaries (as far as already reached) on a convenience basis,[7] and significant others (key informants), including but not limited to the donor. Evaluators

[6] Currently Guidance Note 3.1, replacing former Guidance Note 4.

[7] At mid term, it was clear that numbers of final beneficiaries would be too small to conduct any meaningful sample-based research. For direct beneficiaries, MREL information available was made use of. (The benefit of conducting an alternative survey was going to be limited.)

also got in touch with a very limited number of additional informants not identified at inception stage where it served the purpose of the mid-term evaluation, e.g. by providing additional background or a further point of view or angle.

In line with the presentation in the inception report, the team adopted a pragmatic and flexible approach that included

- reviewing existing documentation on the program in the form of project documents and reports against what is considered reasonable in the trade as well as against key policies documented the program is meant to contribute to
- requesting additional information from stakeholders as necessary or useful for the purpose of judgement against the evaluation criteria (depending on the timely provision of such information during the evaluation process)
- while vouching for confidentiality, trying to convey the need for the evaluation and relieve interlocutors of any potential fears of the review by communicating a modern understanding of evaluation exercises, namely as joint learning exercises which serve the management of program quality
- exploring the views held by the different stakeholders concerning the implementation of the program, at different levels within ILO and the UK side as well as in the countries of implementation
- while being guided by the evaluation criteria, giving preference to open-ended discussions so as to not to run the risk of overlooking any important aspects by narrowing in too early on the evaluators' (or ILO's or FCDO's) potentially limited perspectives from the outset of the evaluation
- whenever possible conducting interviews in the language most convenient to the interlocutor, and where interpretation cannot be avoided seeking to eliminate any misunderstandings potentially resulting from interpretation during interviews by triangulation
- in an iterative procedure, triangulating all views obtained in subsequent discussions including workshops and debriefing meetings in order to obtain an unbiased (as can be) overview of the status of program implementation and to identify potential differences in opinion
- seeking to determine the reasons for diverging opinions (if any)
- assessing the overall picture emerging from the discussions and the documentation against the evaluation criteria, and independently formulating a view on the situation of the program in this context

- proposing measures for improvement and making recommendations where necessary or useful

This open-ended and flexible approach (based on semi-structured, open-ended questions, and exchange of opinions during interviews) provides for the best possible result in this mid-term evaluation. It is superior to the academic exercise of developing a matrix of evaluation questions and sources of information. For one, in real life, some of the most important questions often arise during the evaluation process and are not anticipated because they do not all emerge from documents.[8] Secondly, the matrix tends to suggest completeness once established and usually leads to box-ticking approaches. The matrix begins to dominate the discussion and may distract from the project reality.

The evaluation team acknowledges that matrices are a popular tool for management purposes and could be used as a tool for managing evaluators, e.g. as a checklist for asking the "right" or the "agreed" questions, as when working with a team of enumerators for survey purposes where the way the question is formulated and asked is important to reduce the measurement error (i.e. the difference between the respondent's answer to the question and the correct answer). An evaluation, however, is much more than a survey. Correct answers (representing truthful statements by the interlocutors) are usually only obtained by establishing trust and a comfortable atmosphere by employing conversational methods that are in sufficient fit with the cultural practices of the interlocutors, and ensuring triangulation without becoming overly intrusive. In an East Asian context, moreover, it is also be important to interpret nonresponses (including refusals to meet) and/ or indirect responses.

Implementation

The evaluation team had prepared their mindset for the evaluation during a process of teambuilding and technical exchange that involved both the discussion and analysis of project documents, discussing teminology and technical concepts, and how the evaluation criteria can best be assessed at different levels in the different country contexts with different kinds of interlocutors, including how to prioritize between different criteria when time runs short (e.g. due to time limitations of interlocutors) to complete the indicator "laundry list". This preparation process was supported by diagrams and mindmaps that aided retention and could be modified by

[8] As far as technique is concerned, it requires evaluators to let their interlocutors speak freely about the program on the basis of their (the interlocutors') own reference frames and seek to encourage a natural flow of the discussion not overly interrupted by questions unless the discussion would significantly veer from the topic. Only then, will evaluators be able to discover what is important to the interviewees. It also requires, whenever necessary during the course of the discussion to explain criteria the evaluation is responding to in case criteria may not have been understood.

the evaluators according to the requirements in the field and in keeping with their own interview styles.

A significant part of the information used is based on information collected and organized by the program‘s monitoring and evaluation system (MREL). The evaluators also asked for selected information to be arranged in specific ways for better analysis (e.g. by timelines). In certain cases, the evaluators used other accessible information collections to complement program information.

Because information reported by the SfP SEA Programme monitoring and evaluation system (MREL)[9] is strongly based on input (despite being labeled as “output“) information which is the least important element when it comes to learning about program achievements and guiding program implementation, interviews with the different stakeholders and discussions at the output and outcome levels carried more significant weight. As in navigation, the helmsperson will look over the compass to the horizon [outcome] for steering the course, and not to the wheel in their hand [input].

The vast majority of all interviews were conducted using web-conferencing tools. Due to inherent risks to privacy when web-conferencing tools are being used and significant risks associated with the potential dissemination of information contained in digital format, the evaluation team agreed a specific code of conduct by which

- in the beginning of each interview, interlocutors were reminded of the risks to privacy and confidentiality imposed by existing web-conference tools and risks that devices and softwares used in parallel could be used for breaches
- audio or video recording of the discussions was disallowed at both ends (interviewee/s and evaluators)
- the taking of notes as in any other face-to-face meeting was allowed (evaluators showing their notepads and pens where useful to reinforce the message)

The overwhelming majority of stakeholders, all of them from high and middle management or educated technical levels, were comfortable with web-conferencing, having been sufficiently exposed to the method over the years of the pandemic. They responded positively to the confidentiality statement and method and offered, as far as the evaluators could perceive, their honest observations and opinions.[10]

[9] There are several factors that have led to the shape of the monitoring and evaluation system in place (including deficiencies in logframe structures, repeated revisions, and elements of overly centralized indicator selection).

[10] The final evaluation will need to interview ultimate beneficiaries who may possibly not necessarily feel just as comfortable, and may hopefully do so face to face.

T.1-01 Number of informants interviewed

		Indonesia	Malaysia	Philippines	other loc.	subtotals
EMP	F	2				2
	M	1	3	2		6
ENT	F	2	8	1		11
	M	3	4	2		9
GOV	F	24	9	21		54
	M	38	3	10		51
ILO	F	3	3	4	3	13
	M	3	3	4	5	15
FCDO/ Hub	F	1	2	1	1	5
	M	1			1	2
other	F	5		1		6
	M	8	1	1		10
FinBen	F	29	*)	*)		29
	M	14	*)	*)		14
subtotals	F	66	22	28	4	120
	M	68	14	19	6	107
grand totals		134	36	47	10	227

Observations:
EMP ... employees, ENT ... employers/ business membership organizations, GOV ... government, FinBen ... final beneficiaries. Intermediate beneficiaries are counted under their organizational affiliation. *) Selected contacts via internet in group format where situation at interviewee end could not be fully assessed and which therefore were discarded for in-depth analysis, including because numbers reached by mid term were too low to establish any patterns.
"GOV" includes TVET/ skills staff. "ILO" includes routine collaborators, as for MREL. "Other" includes suppliers. "Other loc." includes functions performed at regional level.
Due to the pandemic and respective travel restrictions, interviews in Malaysia and the Philippines as well as "other" locations were conducted via internet (web-conference etc.) or phone calls, including calls with participation of selected final beneficiaries.
In Indonesia, lifting of restrictions allowed for selected site visits. This enabled reaching intermediate (e.g. trainers trained for the purpose of reaching final beneficiaries) and final beneficiaries (e.g. students or beneficiaries of LED training) by holding face-to-face discussions. Here, the share of informants reached by face to face discussions was 65%, a further 3% were reached both via internet and face to face, while 32% were reached via internet or phone calls.

The table above summarizes the number of the informants interviewed in each country, disaggregated by sex and type of organization. Given that at mid term numbers of final beneficiaries (and even intermediate beneficiaries) who had fully benefited from Programme services or intervention is still rather limited, the mere numbers of informants reached is not a criterion that should be attributed any high importance.

Much of the information collected is of qualitative nature, and in-depth discussions with a few well-informed parties are more important than seeking to determine averages of opinion, or similar. So the overview presents how many persons were reached based on the contacts provided by the program to the evaluators or the meetings scheduled for the evaluators.

Specific lists exist for stakeholder workshop participants and can be found in the country-specific annexes of the report. These participants are not counted in the table above, but many participants in the stakeholder workshops had been consulted as informants.

Due to the Covid-19 panemic (and, in the Philippines, also the recent landfall of tropical category-5 super typhoon “Odette“/ “Rai“ in the region of program intervention), site visits were only feasible in Indonesia where a window of opportunity arose during the phase of field work.

The site visits in Indonesia allowed for the selected use of *ad hoc* focus group discussion (with students, and with lecturers) and observation in the polytechnics.

Preliminary findings of the evaluation were presented to the program team and ROAP following the field work. Feedback received to the presentations as well as first draft reports have been addressed in final submissions of country reports (or in separate technical comments on the feedback received).

T.1-02 Timeline of mid-term evaluation

	Indonesia	Malaysia	Philippines	Overall
Initial discussions and meetings and identification and selection of national evaluators				2022-02
Inception and teambuilding	[via internet]			2022-02
Submission of Inception Report				2022-03-03
Information collection (“field work“)	as of 2022-03-07 [travel / internet]	as of 2022-03-07 [via internet]	as of 2022-03-07 [via internet]	as of 2022-03-07 [via internet]
Presentation of findings from the field	2022-04-06 [web-conference]	2022-04-21 [web-conference]	2022-04-08 [web-conference]	n.a.
Submission of	2022-10-04	2022-06-03	2022-06-30	2022-10-31

T.1-02 Timeline of mid-term evaluation				
final report				
Observations: Initial discussions led to decision that a full team of national evaluators was important for reasons of quality and to be able to work in parallel. Subsequently national evaluators were recruited, team was built, and inception took place with program for delivery. Final submission for Indonesia was affected by unfortunate circumstance (see annex on Indonesia) with knock-on effect for overall report. Requests for additional editing, including reduction of number of recommendations and submission in two volumes, explain the ultimate submission in 12/22.				

Limitations

The team of evaluators is confident that their findings are valid even if some of them may be uncomfortable to ILO, the donor, or both. Of course, the findings come from a different perspective because the evaluators are not involved in implementation and only are able to witness the Programme during a short “snapshot“ period and are not equipped to conduct any “forensic“ analyses.

The Coordinator of the Programme has been open and transparent with the evaluation team and left no stone unturned to establish contacts and organize access to the information requested by the team. The same sincerity and support also transpires from the vast majority of all colleagues at the ILO and at the FCDO the evaluation team has interacted with.

Certainly, the conditions of the pandemic have prevented the team from getting into face-to-face discussions in the field (with the exception for Indonesia where a window had opened during the field work period), and this may have limited the ability for the team to get the full panoply of information that only on-site visits can deliver. This is particularly important for interviewing final beneficiaries with less access to and less experience with online communication -- vulnerable target groups. On the other hand, at mid term and under the condition of the pandemic, the program cannot have (and has not) reached many final beneficiaries yet.

However, face-to-face meetings are also more effective for confidential discussions because the risk of concealed or open recordings of online meetings and communication cannot be denied and requires particular attention. The evaluation team has established a procedure and a code of conduct for such online meetings that can help increase the trust in confidentiality. Yet it is difficult to achieve the quality of the face to face discussion even if the extensive habit of online communication imposed by the pandemic has relaxed attitudes and increased general acceptability of these tools.

A case in point is the Malaysia component. The evaluators recognize that the Programme‘s Malaysia component is contesting the findings of the evaluation team. But the discrepancies between stakeholder comments from Malaysia and statements of the component team are very obvious and need to be resolved. With presence on the ground in the absence of infection risks, the team could have resorted to less formal interaction, including discussions over lunch or dinner or similar, to deepen understanding of the root causes for the existing differences and to sound out viable options for improvement. The team could have used the evaluation mandate to mediate for the benefit of the Programme.

The evaluators have no stakes in any processes of shifting burden between the Programme and the program partners in Malaysia. Should the Malaysian program partners have seized the opportunity of the mid-term evaluation to “use“ the evaluators to convey or resend important signals that may not have been recognized or fully understood by the Programme team, this should not be held against them or understood as a limitation of the evaluation exercise. It would constitute a legitimate practical effort to improve relevance and usefulness of the Programme‘s activities.

5 MAIN FINDINGS

This overall section of the report mainly addresses the evaluation criteria from the overall perspective. For the more specific findings in the three country components refer to the respective country component annexes A.3 (ID), A.4 (MY), and A.5 (PH).

Relevance and Validity of Design

Relevance

Relevance is important to ensure that programs dovetail with existing policies and strategies. This is both important for ensuring that programs do not undermine existing policies and strategies and for securing a maximum of thrust. Where the program aligns with policies and strategies it will be easier to achieve a successful outcome because it will encounter less or even no resistance during implementation.

The perspective in this section typically is guided by the assumption that existing policies and strategies are relevant to the problem the project wishes to address or solve. This need not necessarily be the case because policies and strategies are agreed in a process that is not necessarily of a technical nature, but essentially consists of bargaining between the concerned stakeholders. These bargaining processes may often lead to policies and strategies that contain multiple objectives which, moreover, may be in conflict with each other. Programs therefore may also find they need to cater to multiple and conflicting objectives if they want to align with existing policies and strategies.

EQ: How well has the programme adjusted the intervention to the changing needs of national skills and TVET systems to maximize programme effectiveness and impact?

TVET reform is a topic that has seen interventions by countries in South East Asia, frequently with donor support, for several decades. These processes are not only long-term processes, but they are of a continuous nature where systems need to adapt to changing economic and social structures. This is not unique to South East Asia, but it is an integral part of managing TVET systems in all countries of the world, and it is therefore plausible that a relevant Programme is negotiated with a fund that strives to support building skills for prosperity in over a larger geographic spread.

TVET has been on the development agenda for decades as an important instrument to enable youth to acquire a skillset required for gainful employment and its relevance goes unchallenged. Most TVET systems are complex structures which have grown out of a mix of traditions and directed interventions, and often have different formats depending on the economic sectors concerned.

Keeping TVET systems relevant to the diverse industries they are catering to is both highly and continuously relevant. All TVET systems are under pressure to train and educate youth according to latest standards for jobs that are in demand. All of them need to continuously update their standards and methods in line with the most recent and possibly future developments. At the same time, they often are slow to adapt because of a fairly strong infrastructural component that requires stronger financial inputs than other education sectors. Managing this continuous change is a challenging task.

The question of whether the Programme has already adjusted its own short three-year intervention during the first one-and-a-half years to the changing needs of national skills and TVET systems can only be based on the assumption that such systems are quickly changed and adjusted in realtime -- which is not the case.

Often enough TVET systems find it difficult to attract young persons in a world where, in many countries, white collar work is considered more attractive than blue collar work. The latter factor often leads to situations where TVET systems are the last resort for learning skills for those who did not succeed in general education which is deemed to pave the road to white collar employment. From this perspective, TVET systems are also important entry points to support disadvantaged youth.[11]

EQ: Is the programme still relevant to beneficiaries, global, country, ILO, FCDO, national institutional needs, policies, and priorities, considering the changes in

[11] Managers of polytechnics in Indonesia are fully aware of this link, and for some this becomes a defining feature for developing their strategies.

circumstances? Are there any areas or programme activities that need to be modified in the second half of the programme?

The rationale of the Skills for Prosperity Fund of which the South East Asia strand is being implemented by the ILO is generally valid, including its recognition of the "middle-income trap". All three countries included fall into that category and have young populations seeking to build their futures in sufficient numbers to justify strong investments in their TVET systems. Their TVET systems need to be able to train both the human resources required in competitive sectors that compete in international markets and at the same time offer skills training for people who seek to secure opportunities of self employment or employment in more traditional sectors including local crafts and agriculture, i.e. they attend to a large scope of skills.

Stakeholders interviewed in all three countries regarded the SfP SEA Programme as relevant. In Indonesia and the Philippines they considered the Programme to be highly relevant. Country component reports in the Annex are providing more detail.

Since the launch of activities around the Programme in 2019, relevance to beneficiaries, country, national institutional needs including policies and priorities has not fundamentally changed, including at the ILO. The Covid-19 pandemic slowed down economic activities for a substantial part of the time the Programme was under implementation, and declining job opportunities and economic conditions during the pandemic conditions have rather increased the relevance of the Programme for disadvantaged and vulnerable youth.

Relevance of the Programme quite apparently has changed for the UK government as a donor as evidenced by the budget reductions (resulting from the emerging health emergency around Covid-19 and the deepest recession on record), and the subsequent priorization implemented based on the respective UK Spending Review[12] -- at least from a relative point of view. The donor, however, has made no mention/ sent no signals to the evaluation team that the technical relevance originally attributed to the Programme would have ceased to exist or even diminished.

Several modifications of the activities of the Programme have taken place since the start of the implementation phase. None of them are attributable to decreased relevance, but all originated in the need to implement budget reductions. Therefore the question as to whether there are any areas or programme activities that need to be modified during the second half of the program probably can generally, i.e. with minor exceptions, be denied. For specific recommendations, refer to the country component reports in the Annex.

[12] See HM Treasury 2020 and NAO 2022.

Validity of Design

This sub-section focuses on the technical validity of the design of the Programme. The measure for the validity in results-based planning is the extent to which the program has established a reasonable causal chain from the inputs via outputs to the outcome and impact levels. Although the designation for these levels varies between organizations, these four technical levels have come to be the accepted standard terminology for describing the logical hierarchy of any program. The standard tool for displaying the logic is the logframe (or logical framework).

Where different levels of hierarchy are concerned, logframes are organized in cascades. In this case, what is, for example, the "impact" of the lower level logframe becomes an "outcome" for the higher level program. Likewise, an "output" of a higher level program can consist of the "outcome" of a lower level project. This sometimes leads to confusion because the same term can exist at different hierarchy levels. For example a country program outcome should usually not be identical with a project outcome that feeds into the country program outcome.

In the case of the SfP SEA Programme, the cascading of the Programme country logframes (country results frameworks) would either lead into a higher level Skills for Prosperity Fund logframe or into higher level national logframes in the partner countries. The latter would normally be the preferred link for a country component logframe because it is to the national development that the Programme is meant to contribute and where it therefore needs to be properly inserted or attached.

EQ: Is the updated programme design as per the initial and updated UK SfP sound to achieve the programme's medium term and long-term outcomes (i.e. improve target countries' skills development policies and systems and to enhance future readiness of young women and men including those from disadvantaged groups) considering the UK Official Development Assistance (ODA) review, 2021?

While the validity of the overall design of the Programme can be confirmed in a general way (useful outcomes, useful focuses, useful activities), the design of the Programme is not technically valid from a project management point of view where it serves to determine feasibility. Although ILO guidance admits the theory-of-change concept as one option for designing meaningful interventions, the proof of validity is technically only achieved if the logframe of the Programme is consistent and complete, or, as a minimum requirement, without major gaps. Other than with pudding, proof of the validity of the recipe cannot wait until the eating.

Given the Programme is receiving funding from a "global" fund (nine countries), it is understandable and fully legitimate that the design should be governed by or be in line with the objectives to be achieved by that fund, the Skills for Prosperity Fund.

ILO has made every effort to seek alignment with the donor already at the stage of the submission of the Project Document in 2019 and its further modifications.[13]

In line with the Global SfP Programme business case, the South East Asia is meant to contribute to the "global" theory of change's expected impact of increased capacity for inclusive economic growth due to more productive and equitable skills sectors improving employability, employment opportunities and the earning potential of beneficiaries. In the language of the fund, this will be achieved by five outcomes:

a. Equity – improved equity in access to the provision of TVET and HE in the public and private sectors and improved progression to employment for marginalized groups

b. Quality – improved quality of learning outcomes from TVET and HE provision in the public and private sectors

c. Relevance – improved relevance of TVET and HE to the skills set needed by industry in areas key to national economic development

d. Cost effectiveness – improved affordability of TVET and HE provision and a conducive environment for resourcing in areas key to national economic development

e. Secondary benefits – direct and indirect international (and UK) new business networks, contracts and exports secured; taking advantage of global UK expertise in the areas of education and skills

These outcomes all have been adopted in the ILO design processes (which is useful and important for ease of recognition of the contributions the Programme is making to the higher-level program). The importance of the last one of these outcomes has diminshed due to the decision by the donor that all contributions made will be in line with to ODA principles (including untied aid) and essentially been forefeited as a result of the stark reduction in funding made available to the Programme.

• Is the programme's MREL system effective to aid result-based management that would ensure expected results of the programme? To what extent has the national stakeholders/partners understood the programme strategies/work, and to what extent they used the M&E tools to monitor and to ensure expected results of the programme? Is the programme MREL system effectively monitoring early impact? What need to be improved?

[13] It was not until June 2020 that ILO was informed about the four Prosperity Fund pillars and existence of a Global Results Framework. The alignment with the Global Results Framework was initiated after the inception phase ended, and the ILO continued to align the CRFs with the prescribed GRF as much as possible, with the latest revisions taking place in Q1/2022 .

The Country Results Frameworks developed (and revised and updated with changes in funding) for each of the three countries have followed the outcome categories set by the Skills for Prosperity Fund, and they figure as “pillars“ in the terminology used in the Programme. The impact levels (DO, development outcome or objective) in the CRFs are specified as follows:

- Increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE relevant to the Indonesian maritime sector [CRF Indonesia]
- Increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE relevant to Malaysian national economies [CRF Malaysia]
- Increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE/ELT relevant to national economies [CRF Philippines]

Technically speaking, already the impact itself is defective for a logical framework purpose because it includes 3 logical steps within 1 single level of the program logic, namely

[enabling policies + practices] →
[cost-effectiveness + access + sustained quality of TVET/ HE...] →
[greater + more equitable employability + productivity] →
[increased inclusive + mutually beneficial economic development]

The first of these sub-levels is double barreled. The second sub-level is triple barreled. The third sub-level is quadruple barreled, and the fourth sub-level is double barreled. In other words, the impact is not properly defined. At what sub-level is it effectively reached? The lowest level or the highest sub-level? And what if one barrel‘s target was reached (e.g. greater productivity) and the other not (e.g. greater employability)?

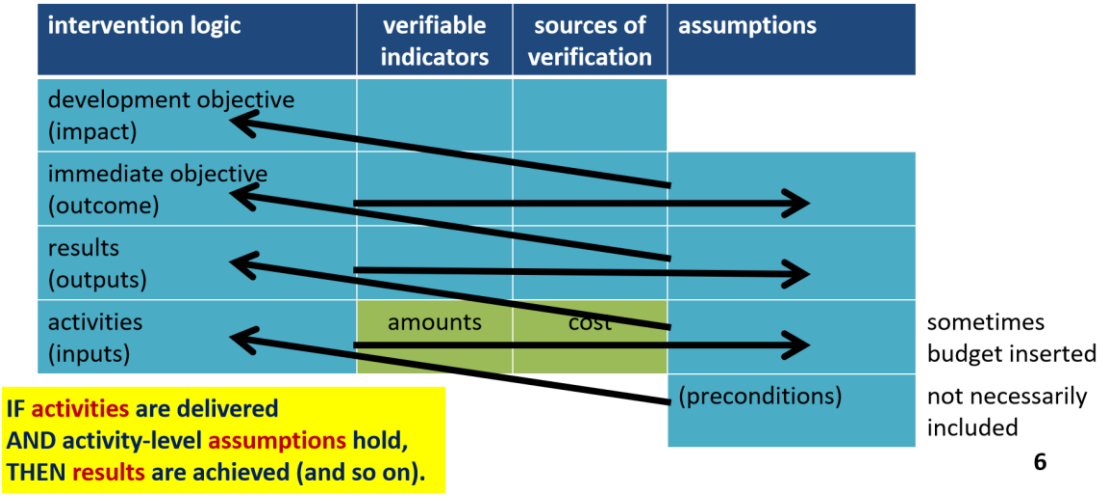
While it may be argued that issues of sub-levels and different directions are not so important at impact level because impact of a program will also be influenced by external factors (other programs, other trends, etc.), the same question reoccurs when moving down the logical hierarchy of all three logframes, with similar “don‘ts“ (i.e. steps and different barrels) visible in all rows repectively steps (impact, outcome, intermediate outcome, and output levels) of the program logic.

Some of the extensive formulas selected to specify any given cell in the intervention logic are likely to be attributable to the extensive practice of crafting elaborate formulas in text documents where every single opportunity is used to ensure that all possible evantualities or interests are covered in a single sentence. While understandable as a habit, this is an erroneous approach for testing the logic of a program (which is one of the fundamental reasons logframes are used), something which a less specific theory of change usually cannot deliver.

A closer look at the country results frameworks for all three country components reveals another fundamental defect in that the role of assumptions in logical frameworks apparently is not understood. This goes not only for the ILO team that has crafted the results frameworks, but all parties that were involved in approving them at ILO and at the FCDO, including the Hub that was contracted as the strategic programme partner of FCDO *inter alia* providing high quality technical assistance, leading monitoring and reporting of in-country interventions. Effectively, discussions with the Hub undertaken during the mid-term evaluation shed doubt basic capability of assessing logical frameworks was available, and such capabilities certainly did not reveal themselves in any feedback provided by the Hub to the ILO team.

This is particularly salient when looking at the assumptions column of the three logical frameworks established. The standard vertical logic of a logical framework follows the following algorithm:

> If all inputs are implemented and (+) all the assumptions at input level hold, then (→) the output level is achieved.
>
> If all outputs are achieved and (+) the assumptions made at output level hold, then (→) the outcome level is achieved.
>
> If the outcome is achieved and (+) the assumptions made at outcome level hold, then (→) the impact level is achieved.



F.1-03 Logical framework (“gold standard“): the vertical logic.
Source: Own graphic.

By consequence, if assumptions do not hold (e.g. at input level), the next level (output) is not achievable and the level concerned (input) needs to be redesigned until the logic is valid. The redesign must either be based on a path that does not depend on the assumption in question, or the assumption itself needs to be addressed by programme measures so it will hold. If neither is feasible, the program (or the relevant part of the program) is not feasible. Assumptions that do not hold are called “killer assumptions“ in the trade because they may automatically lead to the sudden or eventual “death“ of a program.

In other words, specifying assumptions is not a trivial process or a box filling exercise, but a core element of testing the feasibility of any program strategy. All of the three country result frameworks contain more than 50 different assumptions that were explicitly spelled out, and upon which the success of the related activities depend. Many of them are potential killer assumptions. For an example of a count, readers are invited to turn to the annex on the Malaysia country component. The other components do not fare much better.

The discrepancy described on assumptions automatically leads to incomplete and/ or defective logical frameworks for the whole program whereby clearly the design is not valid, invalid. The fact that the cost-effectiveness pillars in the Programme could be dropped in response to the required budget cuts without any detriment to the implementation of activities in the other pillars is highly indicative of the lack of an interconnected logic for implementation. There are also other elements that may not add up, such as attribution gaps between different levels of the logic, and have the same invalidating effect for the program design.

Does this mean the SfP SEA Programme or its respective country components will automatically fail? Of course not. However, they can fail anytime and preparation for risks (the flip side of assumptions) will not have been adequate.

In the absense of a valid program design, it is not possible to determine for external parties how well the program is adjusting the intervention to maximize program effectiveness and impact. The test can only be made by rewriting the CRFs which is outside the scope of a mid-term evaluation exercise.

Similarly, it is not meaningful to review the updated program design with regard to assessing its soundness to achieve the programme’s medium-term and long-term outcomes in the light of the UK Spending Review‘s budget cuts because this would first require rewriting the respective logframes and comparing them.

From the different interviews conducted, the mid-term evaluation may confirm that the ILO team, despite the fundamental discrepancies in the CRFs, is aware of its

possibilities and limitations. The CTAs have taken the lead in adjusting their country components with the support of the regional component that has effectively assumed the role of a buffer between the Hub and the FCDO and the country teams, absorbing the “external shocks“ and shielding the teams as much as possible so they may have adequate time to focus on renegotiating activities with the stakeholders in the recipient countries. Country teams have adjusted their planning under leadership of their CTAs by the time or during the period of the evaluation and were able to present plausbile concepts for continuation.

Coherence

EQ: The extent to which other interventions and policies support or undermine the SfP-SEA Programme interventions, and vice versa. What are the obstacles in the alignment with the policies of the governments?

The mid-term evaluation found the three different country components to be generally coherent with other interventions and support policies and coherent with the agreed Decent Work Country Programs. They are generally aligned with the policies of the governments in Indonesia, Malaysia, and the Philippines. Detail is provided in the country component reports in the Annex.

The GESI approach implemented in Malaysia was not coherent with Malaysian approaches and therefore not coherent. Speculatively, this may by partially attributable to unbalanced background reports that may have misled the ILO team as far as the potential for increasing opportunities for females in construction and realism about the breaking of “new ground“ for females in this sector during the short implementation period is concerned while at the same time ignoring the “lost boys“ phenomenon -- reminiscent of the women-in-development approaches of the 1990s.[14] It also ignored subsidies required for the B40 group when organizing training for them. The approach will benefit from adjustments that can be agreed between the component team and the Malaysian stakeholders.

EQ: The extent of synergies and interlinkages between the SfP-SEA Programme interventions and other interventions carried out by the ILO Country Offices, Government and social partners.

The ILO teams are generally seeking to use potential synergies where they seem to arise. More attention could be paid to seeking more synergies with workers organizations that according to the discussions held are happy to offer support to and engage with the Programme and may have useful hints with regard to implementing GESI and integrating international labour standards in TVET.

[14] For more information see the annex on Malaysia.

Effectiveness (Including Effectiveness of Management Arrangements)

Effectiveness is the criterion which responds to the question whether and/ or to which degree a program reaches its outome. Effectiveness may be influenced by any number of factors internal or external to a program. The effectiveness of management arrangements is one important factor that can contribute to the effectiveness of a program, but it usually also influences performance along all other evaluation criteria. It primarily relates to internal factors (factors under the control of the program) and may include anything from relationship management between different parties and managing human resources to administrative arrangements, including reporting, risk management or even contract management. For better distinction, these criteria are discussed separately in this section and a separate volume of the report (Vol.2).

Effectiveness

Effectiveness in the SfP SEA Programme is difficult to assess because the logic of intervention contains numerous attribution gaps and because the monitoring and evaluation system in place is heavily focused on outputs.[15] Assessing the effectivness of the SfP SEA Programme as a whole is not meaningful because there are significant variations between the country components and adding the effectiveness of each component would be tantamount to adding apples to pears. Moreover, the regional component of the SfP SEA Programme which could theoretically provided the basis for an evaluation at a higher (regional) level only implemented its first activities at the time the mid-term evaluation took place and is focused on dissemination and learning lessons. The assessment presented here, therefore summarizes the impression gained by the team of evaluators as far as reaching the overall aims of the program is concerned, notably in the three country components.

EQ: To what extent has the programme made sufficient progress towards its expected results?

Generally, if the original plans for implementation are considered, the budget cuts have significantly reduced the progress of implementation either in depth or in breadth. Exact measurement, however, is elusive because most measurements are

[15] For the defective logic refer to the section on validity of design, for the monitoring and evaluation system refer to the sub-section on management arrangements below. It should be noted in this context that one of the interlocutors acquainted with the MREL requirements under Skills for Prosperity did not fail to point out to the evaluators that “planning around indicators is not considered good practice“, in direct reference to a very activity-based implementation.

occuring at output level and a program‘s result is by definition to be measured at outcome level. An outcome, however, usually should be “larger than the sum of its parts“ which is why adding up inputs or outputs does not solve the measurement problem.

On the whole, there is no general answer that can be given to the question to what extent has the programme made “sufficient“ progress towards its “expected results“. Trying to answer this question would lead into an exercise of developing or agreeing criteria relating to what would or should be considered “sufficient“ and contrast them with a moving target that was affected by budget cuts and travel restrictions under the conditions of the pandemic. The discussion is compounded by the fact that the “expected results“ cannot be directly picked from the country results frameworks because of the issues raised in the section above on validity of design which render a measurement of current status at the level of the outcome (where it should be measured) difficult. Given the disconnect between the different levels of the logframe, and missing elements (partly hidden in the assumptions), a direct assessment of “sufficiency“ of results at the output level cannot determine whether the next highest level can be “sufficiently“ reached with any reasonable accuracy.

Likewise, a direct comparison of the progress in the different country components also will not shed any further light on the “sufficiency“ of progress because the three country components are structured differently and take place in a different socio-economic, cultural and political-administrative settings. In other words, while the swift progress in the Philippines may be admirable, this does not automatically imply that progress in the other two countries was “less sufficient“.

The effectiveness of all three country components has been affected by the budget reductions that were implemented by the donor as a consequence of spending cuts passed down to the program based on the priorization foreseen by the UK Spending Review. Budget reductions have notably reduced the availability of funds for implementing short-term interventions (workshops or conferences, short-term expert missions, specific implementation agreements, etc.) because priority naturally needed to be given to securing the basic operations of the program.

The onset of the Covid-19 pandemic overlapped with the donor budget cuts and therefore, arguably, “saved“ the SfP SEA Programme by reducing the ability of all stakeholders to travel and engage in face-to-face events.[16] The sudden adjustments required by all stakeholders reduced the directly felt impact of the budget cut itself. At the same time, the pandemic accelerated and improved the availability of more advanced tools for web-conferencing. This allowed the SfP SEA Programme to shift some of the activities to internet-based modes. Although webinars cannot fully

[16] Our assessment corresponds to the assessment of one of the key interlocutor‘s on the donor side.

replace seminars, web-conferences are no substitute for real conferences, and building relationships in a virtual environment is fraught with specific difficulties (particularly in cross-cultural communication), some of the losses in effectiveness as a result of the pandemic could be compensated for by making use of the new technology. In the absence of counterfactual, an precise quantification of the net losses or gains from the pandemic is not possible.

It is to be noted that the combined effort of the FCDO and the ILO team secured Programme continuation under these difficult conditions and that no component had to be canceled. Arguably, practical learning and adaptation of the expected program results to the changed context has been one of the core programming strategies of the SfP-SEA program team, which allowed for SfP-SEA's continued operation despite challenges related both to Covid-19 and reduced funding.

EQ: What are the main constraints, problems and areas in need of further attention, and are there any thing that should be done, done differently or done more by the programme in relation to:

- *promote improved equality in accessing to TVET education and transition to employment of under-represented groups including women and other marginalised groups*
- *improve quality of skills and TVET education in the target sectors*
- *strengthen industry involvement to enhance industry relevance and reduce the skills mismatch*
- *engage stakeholders to improve efficiency, sustainability and equity in financing of TVET/HE*
- *increase 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.*

In Indonesia, the effectiveness in improving existing TVET structures has been moderate. The component's setup which is focused on specific polytechnics ensures that it is closely in touch with the realities of TVET on the ground and that all measures can be tailored to their specific reality which may include the local economy besides the sector the polytechnic is focusing on. The good relationships in place between the ILO team and the polytechnics have been clearly evidenced during the mid-term evaluation and are an essential asset in reaching formulated targets. Attachment to the national level TVET structures, however, are rather limited and therefore the dissemination of any positive Programme results to influence the TVET system more generally is, at the time of the mid-term evaluation, somewhat hypothetical.

In Malaysia, there is, at the time of the mid-term evaluation, limited evidence of any effectiveness of the SfP SEA Programme for improving TVET structures. This is likely to be due to a lack of more intensive and continuous deliberations and mutual

relationship building between the ILO team and the Malaysian stakeholders, possibly negatively impacted by the pandemic which reduced the opportunities for face-to-face meetings. The inability of the team to engage with the MoHE which is a key stakeholder in the TVET system is an issue of concern.

Strongest progress toward the aims of improving the existing TVET structures has been made in the Philippines where the SfP SEA Programme has been successfully able to mobilize stakeholders in the targeted regions despite the adverse effects of the pandemic and the effects of a typhoon which affected the region of implementation. Much of the success is attributable to the ability of the ILO team to "embed itself" with the stakeholders in the Philippines and, based on deeply informed experts and strong implementation experience in the Philippines, and very well connected staff that could use informal communication channels thoughout the implementation period, including for liasing with the national level. An apparent ability to stay focused on desired outcomes and not become distracted by the activity-focused reporting system of SfP[17] has certainly been useful for reaching this level.

As far as effectiveness is concerned vis-à-vis specific questions (main constraints, problems and areas in need of further attention) inserted in the respective section of the terms of reference for this evaluation is concerned, at the time of the mid-term evaluation,

- the Programme is dealing adequately with with issues of improved equality in accessing TVET or skills in both Indonesia and the Philipines whereas in Malaysia the construction sector (probably too late to change) provides little room for expectations that gender equity can be significantly increased by the measures chosen (which given budget constraints could be dropped) and where the Programme also can be more effective if it considers subsidizing B40 access in line with existing Malaysian practices (where additional resources could meaningfully be deployed)

- the Programme is addressing improvement of quality of skills and TVET education (including soft skills) in the target sectors or regions in all three countries and should continue focusing on implementing ongoing and planned activities so they may be concluded before closure for maximum effectiveness

- the Programme is seeking to strengthen industry involvement to enhance industry relevance and reduce the skills mismatch with mixed results: in Indonesia where promising approaches to direct practical collaboration between polytechnics and enterprises are being developed for polytechnic teacher training (which could benefit from Programme extension and further support);

[17] See sub-section on effectiveness of management arrangements below.

in Malaysia where the ILO has not yet been able to make any visible inroads into strengthening industry involvement due to imperfect alignment with the skills system structures and incongruence of sector selection with development priorities in the States of implementation (needing further attention or possibly pull-out in order to focus resources on more effective activities); and in the Philippines by venturing into new territory in developing area-based systems (specifically responding to local industry needs) which bear strong potential for closer collaboration with industries (which could benefit from Programme extension and further support for maximum effectiveness)

- the Programme is not able to engage stakeholders to improve efficiency, sustainability and equity in financing of TVET/HE, and the respective pillar has been abandoned and should not be reinstated even if additional funds become available

- the Programme has implemented a regional workshop contributing to increasing 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, but these kind of activities understandably are coming late in the Programme because of the rough ride the Programme has had with regard to securing its survival as a result of the budget reductions and in responding to many distractions resulting from a “top-heavy“ management structure (see below)

Effectiveness of management arrangements

For the discussion of the effectiveness of management arrangements, refer to Vol.2 of the same report.

Efficiency

Efficiency, as opposed to effectiveness, is concerned with input-output or input-outcome ratios. It is a criterion which seeks to assess to which extent resources have been put to good use. Strategies to improve efficiency are therefore often focusing on increasing outputs or decreasing inputs in one way or another.

With the exception of comparably high administrative burden resulting from the top-heavy oversight structure as described in the sub-section on effectiveness of management arrangements in Vol.2, the MREL process based on monitoring of activities, and losses incurred from time spent on adapting to budget reduction, the

use of resources in the SfP SEA Programme is efficient across all three country components and the regional component.

EQ: Is the programme cost conscious? Are the financial resources and other inputs (technical expertise, staff, and staff time) efficiently used?

The ILO team is fully cost-conscious and relies on the established ILO procedures for managing contracts and selecting implementation partners or consultants. Where contract amounts exceed specified thresholds, use is made of international tendering procedures via the common United Nations platforms.

Despite the international tendering procedures and the pronouncement that all funds under the Programme are under ODA and therefore untied, a majority of the winning bids were from the United Kingdom. Based on the discussion with diverse implementing partners about their activities, the mid-term evaluation feels confident that bidding processes were sound and have led to competitive results that will deliver value for money.

Doubts may remain around the field of training in maritime English in Indonesia as to how far potential South-South cooperation was sufficiently encouraged with a major seafaring nation (the Philippines) being in the vicinity and also able to offer such trainings. However, the landscape for training maritime English in the United Kingdom is abundant and should also have led to competitive results.

EQ: To what extent has the intervention delivered, or is likely to deliver, results in an economic and timely way?

The intervention is delivered in an economic and timely way within the constraints imposed by the Covid-19 pandemic and the extra burden of administering budget reductions across the three country components.

The ILO country teams are operating in a decentralized mode which is efficient because the principle of subsidiarity can be played out and “as lean as usual“ (which is also efficient) with one international CTA leading each country component and collaborating with a number of national program officers who are experts in their fields. MREL work is outsourced to local consultants.

There is a coordination unit located at the Bangkok ROAP that is technically responsible for organizing regional exchange and learning, technical backstopping and administratively supporting the three country components (drawing on resources available at the ROAP), including functioning as a relay station between the Hub, the High Commission in Malaysia (as far as overseeing the Programme as a whole is concerned) and the ILO and the country components for the implementation of the SfP SEA Programme. This unit has absorbed the partially overwhelming work resulting from the need to implement budget cuts and dealing

with the requirements of the Hub and therefore has acted as a highly effective and efficient centerpiece in the Programme structure without which the implementation may have otherwise come to a halt during adverse conditions.

The mid-term evaluation has not observed any occurences or behavior that would indicate financial resources and other inputs (technical expertise, staff, and staff time) have not been efficiently used. No mention of inefficiency was made by third parties in any of the confidentially conducted interviews conducted by the evaluation team.

EQ: How far did the programme link and coordinate with other initiatives and programmes/projects at the country level, regional and global level of both ILO and other development partners in order to enhance effectiveness, efficiency, impact and sustainability in relation to the employment objectives and to promote green and/or digital and technologies? To what extent have the programme resources been leveraged with other related interventions to maximize impact? Are the human resource and time sufficient to achieve the programme outputs and outcomes within the remaining timeframe? What could have been improved?

The time that was absorbed by managing the budget cuts and working under the Covid-19 pandemic reduced the time available for the Programme to link and coordinate with other initiatives and programs or projects at the country, regional, and global level of both ILO and other development partners in order to enhance effectiveness, efficiency, impact and sustainability in relation to the employment objectives and to promote green and/or digital and technologies. The program naturally focused on its core implementation tasks which was efficient because it avoided the scattering of resources that had suddenly become scarce. The additional gain from reaching out to other partners was clearly going to be very limited, particularly under the conditions of the pandemic. At the time of the mid-term evaluation, the first regional event was organized. This event demonstrates that linking and coordinating with other initiatives and programs is part of the DNA of the SfP SEA Programme, and was only suppressed due to the prevailing circumstances.

Programme resources have not been leveraged with other related interventions to maximize impact due to the circumstances described above. At the time of the mid-term evaluation it is unclear whether circumstances will change again (favorably or unfavorably) or remain stable. Given the resource constraints, it is likely that the ILO team will not ignore any opportunities for leveraging when they appear. However, with the focus of the ILO team on proceeding with implementing the adjusted plans “shopping for“ alternative funds has not been envisaged.

Human resources are sufficient to achieve Programme outputs and outcomes that were adjusted to the budget made available, however an extension along the

timeline will be important in order to compensate for the time lost during the pandemic.

While many things can be improved (and many need not be improved because they are working well), the key important factors for increasing efficiency are

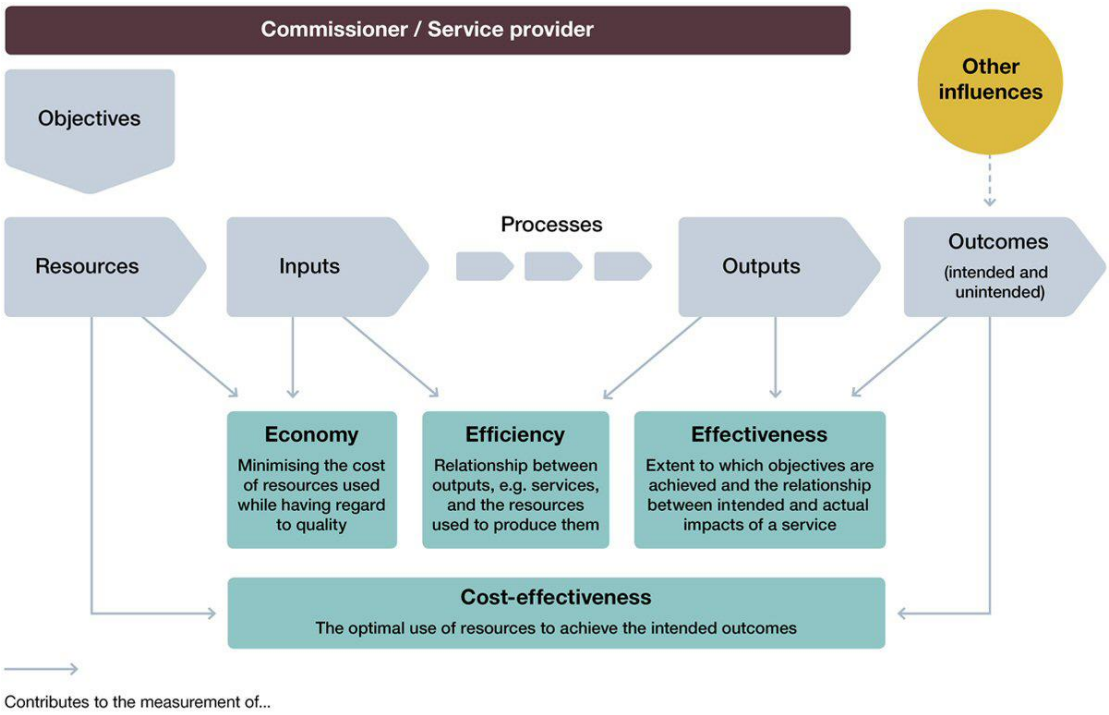
- adjusting payment modalities (i.e. based on the single-audit principle, removing verification requirements and basing tranches on forecasts) in order to avert stop-and-go
- reducing the reporting burden of the ILO team (particularly VfM which does not produce any meaningful information -- see below)
- limiting the frequency and intensity of close oversight to free up CTA time for managing implementation

Digression: Value for Money

In a program where the international contribution is being financed by the United Kingdom as a donor, the term value for money (VfM) may typically receive specific attention and primarily relates to the DAC criterion of efficiency insofar it primarily addresses the ratio between inputs (money) and outputs (value) as understood from the perspective of procurement.[18] In the SfP SEA Programme, VfM has been paid significant attention to, both in reporting and implementation on the basis of a specific spreadsheets and instructions developed by the S4P Hub,[19] generated substantial discussion at many levels, and consumed significant resources.

One key aspect that has turned out to be difficult to implement in practice and therefore led to discussions is the expectation of the donor to be able to monitor and improve the VfM equation along the whole supply chain while the program is being implemented. This expectation is rooted in DFID‘s positive intent and quest to share the benefits of optimizing VfM with its partner countries in order to maximize the impact of each GBP spent to improve poor people‘s lives, including the ambition to improve the VfM of all aid, not just DFID‘s own.[20]

[18] https://www.nao.org.uk/successful-commissioning/general-principles/value-for-money/assessing-value-for-money/
[19] Skills for Prosperity Hub 2020.
[20] DFID 2011.



F.1-04 Economy, efficiency, effectiveness, and cost-effectiveness in the VfM concept of the UK NAO.
Source: www.nao.org.uk/successful-commissioning/

The United Kingdom‘s NAO in its Successful Commissioning toolkit has developed a VfM concept that has been embraced by DFID. This concept details VfM as an input-output relationship where particular meanings are attributed to the standard technical terms of “economy, efficiency, and effectiveness“ or “3 Es“ as criteria. This input-output relationship ultimately, however, is held together by the term of “cost-effectiveness“ (which as a technical term is normally used to measure efficiency). These criteria may be supplemented by a fourth E for “equity“.

The VfM concept applied by the donor essentially consists of procedures which usually are applied when the public sector purchases services from the private sector on a long-term basis, often between 15 to 30 years. It is in these cases that implementing VfM such detailed procedures are useful in order to ensure that VfM optimized over time and in line with increased experience and scales.[21] They are, however, significantly less useful for programs that run for only 3-5 years and address unique issues that require one-off interventions. It is not without reason that the examples offered for measuring VfM by DFID revolve around basic general education and health (large-scale standardized services, many with sufficiently tested, comparable and established indicators) or by the NAO about solid waste (equally standardized large-scale services which are easily counted).

[21] For example, as under the United Kinddom‘s Private Finance Inistiative where such procedures had been issued by HM Treasury 2006.

Aligning the procedures and establishing the respective reporting across multiple stakeholders consumes a significant amount of resources. If scalability of actions and standardization are limited which usually is the case in programs that target complex processes of change and that collaborate with multiple stakeholders on the basis of specific punctual interventions (one-off workshops, trainings, expert missions), the likelihood is high that introducing VfM procedures increases money spent for obtaining value.

It is therefore understandable that implementing VfM has left the ILO program team with the (false) perception that VfM, in the end, is mainly about cost cutting while it has reciprocally created the (equally false) impression with FCDO that the ILO team does not understand the meaning of the VfM concept of the 3 Es or 4 Es (which as such is not only about cost cutting).

From a technical perspective, it is doubtful that the amount of emphasis on applying the ‚British VfM procedures' all the way to the stakeholders in the recipient countries, similar to controlling processes across a supply chain of subcontractors in industrial manufacturing, is actually required to determine VfM. According to the United Kingdom's Treasury, VfM is mainly achieved by identifying and appraising a wide range of realistic and possible options (long-list) and by identifying and appraising a reduced number of possible options in further detail (short-list) with the business as usual (or ‚do nothing') alternative functioning as the benchmark.[22]

> *Value for Money – (VfM) is a balanced judgment based on the Benefit Cost Ratio which brings together social costs and benefits including public sector costs over the entire life of a proposal, together with decisively significant unquantified deliverables, and unmonetised risks and uncertainties, to deliver a proposal's SMART objectives. The judgement is made in the context of the proposal's role, in supporting government policies and strategies of which it is a part, and its fit with wider public policies.*[23]

In other words, VfM is mainly achieved by an explicit competition of concepts and ideas, careful program design, and can be supported by competitive tendering

[22] HM Treasury 2018: 25.

[23] HM Treasury 2020: 136.
There is a more specific VfM definition in the context of procurement, too, which is meant to translate supporting the attainment of the desired social (= economic) benefit-cost ratio to fiscal accounting and which reads: "The process under which organisation's procurement, projects and processes are systematically evaluated and assessed to provide confidence about suitability, effectiveness, prudence, quality, value and avoidance of error and other waste, judged for the Exchequer as a whole." Cf. HM Treasury 2022: 194. It should be noted, however, that only maximizing net social benefit is what achieves the highest returns to the taxpayer (represented by the Exchequer), and not maximizing procedures. Systematic evaluation, moreover, also does not equal permanent monitoring and evaluation. Moderation is the key to success in managing the proper balance between implementation and monitoring and evaluation.

procedures where goods and services need to be procured. This level, however, had already been fully achieved by the time the business case for the SfP SEA Programme was submitted because the case clearly followed extensive scoping activities and clearly deliberated and compared alternatives for implementation.

Moreover, imposing VfM procedures is superfluous when the delivery agent is a public sector organization which essentially operates along the same organizational and budgetary principles as the UK government (i.e. not like private sector or a non-government organizations) and where the United Kingdom has complete informational access as a regular non-elective (i.e. permanent) member of the Governing Body of the ILO. ILO is also participating in the Multilateral Organisation Performance Assessment Network (MOPAN) of which the United Kingdom is a member and therefore fully aware that ILO's ratings in KPIs such as "operational management" (including cost- and value-consciousness and enabling financial transparency and accountability), "performance management" and "results" are satisfactory.[24] For the SfP SEA Programme, the ILO also completed due diligence reports for all 3 countries.[25] It is therefore somewhat surprising that the additional burden (cost) of adding a specific layer of reporting on VfM has not been considered in the management arrangements of the program.[26]

Last not least, by definition, imposing a British procedure on the delivery agent (in this case, ILO) in order for the latter to pass it on to the stakeholders in the recipient countries (Indonesia, Malaysia, and the Philippines) does not resonate well with the principle of alignment with recipient country systems (as per Paris Declaration[27]) and therefore would normally need prior negotiation and agreement with the recipient country before program implementation. In Malaysia, some program partners, for example, vented their feelings that some requests to comply even with standard ILO documentation requirements were slightly excessive when they had their own time-tested systems in place.[28]

[24] MOPAN 2021.

[25] 19 February 2019.

[26] While there may be a generalized apprehension, e.g. based on the corruption perceptions index or literature review, that issues of corruption may be an issue in any of the partner countries, the ILO is experiencd and equipped with the tools to properly control the related program risks.
The hypothesis put forward by selected interlocutors at the Hub and UK diplomatic mission levels that the SfP SEA Programme could learn by comparing cost of activities with cost of similar activities in other countries under SfP is rather far fetched because cost structures are bound to significantly vary between countries (and may even vary within countries). Collecting VfM information for such purposes effectively does not add any value, but only increases the money spent.

[27] Paris Declaration on Aid Effectiveness 2005.

[28] See Indicator 5b for measuring the degree of the donor alignment -- by using local systems: "As their first option, donors use procurement systems that already exist in recipient countries."

Impact

Impact orientation of a program usually refers to the contribution of a program to higher-level objectives, i.e. beyond the objective of the program itself. In traditional ILO terminology, expected impact is often recorded in the formulation of a "development objective" to the achievement of which the objective of the program itself (the "immediate objective" in ILO terminology) contributes. The impact is not under the control of the program whereas the program outcome is (i.e. must or should be). Impact is usually achieved in conjunction with other developments or contributions.

In a broader sense, impact is also associated with benefits at the level of the population (the ultimate final beneficiaries of any program intervention), which often are achieved in the long run only. This is also why impact evaluations are usually conducted following the implementation, as post-project evaluations.

At the time of the mid-term evaluation, impacts were either unclear, not visible or too early to observe. It is also not necessarily likely that impact will be visible by the time the program comes to an end even if all restrictions on travel are lifted as the end to the Covid-19 pandemic appears to have come in sight because the Programme has to make up for time lost during the pandemic and make ends meet with a significantly reduced budget.

Only recipient country contributions (in kind) will be able to make up for some of the resource cuts, and therefore ownership by recipient country stakeholders is highly important to secure any Programme impact. If the “ownership status“ of national or local stakeholders prevailing at the time of the mid-term evaluation is used as a basis for roughly estimating where impact is likely to be achieved by the SfP SEA Programme (and implementation of the Programme not further interrupted or delayed), impact predictably will be highest in the Philippines, second highest in Indonesia and third highest in Malaysia. This order also coincides with the level of activities that has been displayed in the three countries during the adverse conditions of the pandemic and may correlate with potential impact.

Programs that have implementation periods of three years or similar usually desire to secure early impacts because they would like to see their achievements to become visible before the program ends. This desire stands in stark contrast to the typical duration required by programs that are meant to induce organizational or even societal changes, as in TVET systems, to come to fruition.

Sometimes this “dilemma“ leads programs of such duration to combine strategic interventions with short-term activities that increase visibility of (purported) impact. Technically speaking, however, such activities fall into the category of window dressing because the impact achieved by such activities is not of any strategic nature

and usually also does not adequately represent the impact the strategic intervention is meant to achieve.

Programs that wish to systematically address TVET reform which is a complex exercise involving many stakeholders therefore usually are well advised to plan for longer periods (e.g. 7-10 years, split into 3 program phases with predetermined breaking points if progress is unsatisfactory) or to focus on punctual interventions in strategic nodes of the system. The Skills for Prosperity Fund‘s framework does not provide the option of longer term intervention.

Programs of TVET reform usually take time to reveal impact. As an example: Once changes required have been developed and piloted or tested, the changes need to be formally approved and introduced. Following that, they need to be properly implemented (which may require reorganization of schedules and teacher training or even recruitment and addition or modification of equipment and learning materials). Measurement of impact only can begin once the TVET students that have ultimately benefited from the changes have completed their education and enter transition to work. Only then can data collection begin to monitor whether the target groups find transition periods have shortened, compared to previous cohorts of graduates, whether they are able to secure higher income or more decent and stable jobs or finds itself in more sustainable occupations, and so on. Also, tracer studies then can be organized and track their paths over longer periods to determine if longer lasting impact has been achieved. Ideally, the target group is compared to a cohort that does not benefit from the changes introduced, but this is usually not equitable because it deprives the control group from the benefits of the changes introduced.

There are no shortcuts available to allow us to assess the (future) impact of the changes introduced by a project in a TVET system. This is not a particular concern, however, and has been the fate of many programs that tackle structural change. The problem is traditionally solved by scheduling (and implementing) “post-project evaluations“ or “ex-post evaluations“ 3-7 years after the program ends.

The precondition for such post-project evaluations to be valid is the establishment of baselines during the period of implementation which record the status and the prevailing trend for the data which is required. These baseline studies need to use a method that can be replicated several years later so that the measurements taken are comparable. This also compensates to a certain extent (though not fully) foregoing the benefit of using a control group in the measurement process.

Where impact relates to matters of inclusion that depend on (easing or facilitating) access of certain groups like disadvantaged youth in Indonesia, the B40 in Malaysia or indigeneous groups in the Philippines, to the TVET system, changes may possibly be more easily achieved than when changing TVET curricula and therefore also

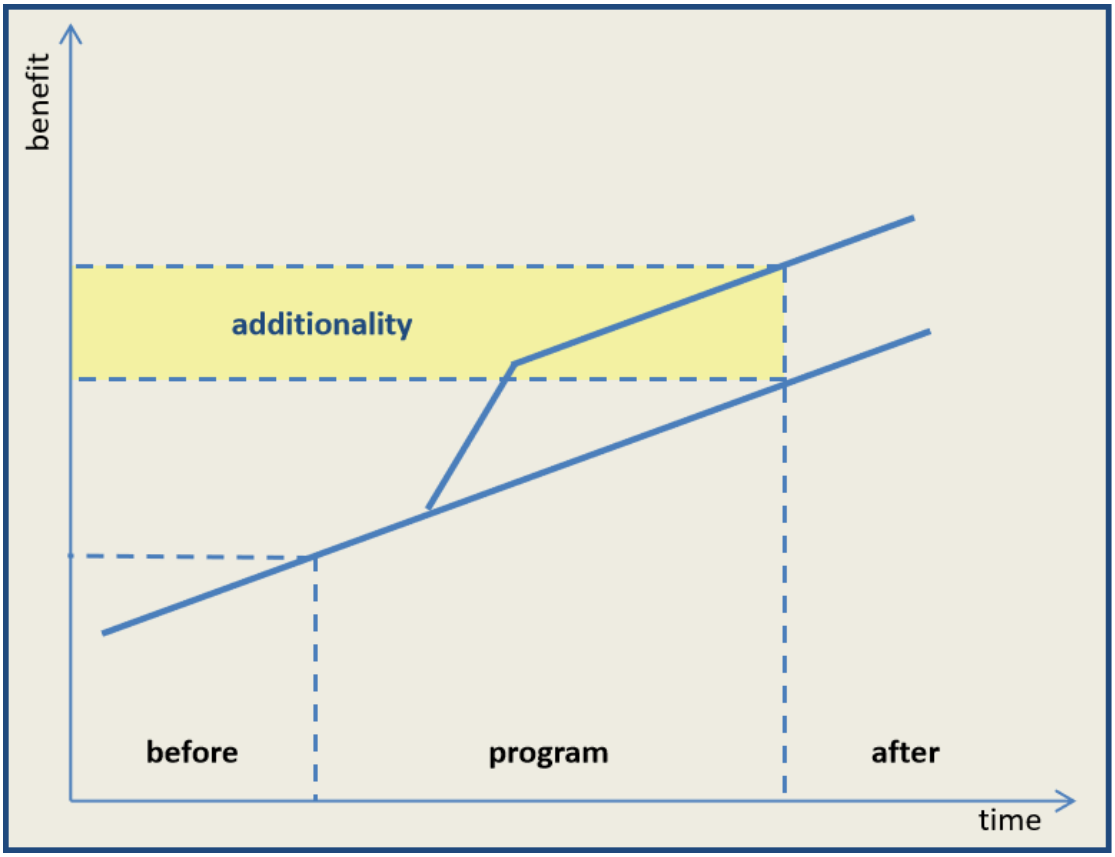
measured earlier, i.e. even during the implementation period of the program. (Solving access issues, however, should not be underestimated and certainly may be more complex than simply opening the doors to TVET or arranging internet access.) In such less time-consuming cases, baselines must also be established to document the status and the prevailing trend before the change is being introduced, and then measurement by the same method may occur on a regular basis. Only the specific additionality attributable to the program, will correctly represent the impact of the program.

Earlier impact sometimes may occur as a result punctual interventions in strategic nodes of the system. The SfP SEA Programme's interventions relating to improving systematic access to and quality of labour market information would be a case in point and lend themselves to early measurement, provided the current status and trends have been properly recorded for comparison before introducing the changes.

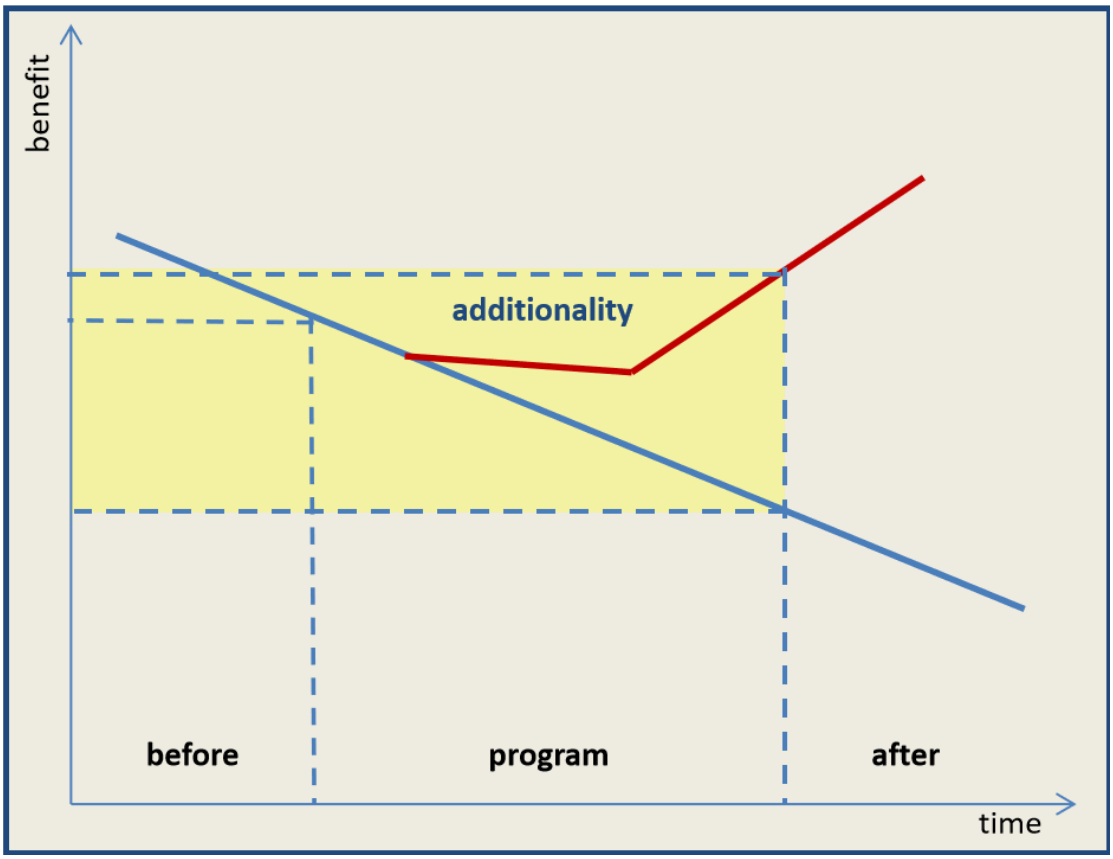
EQ: Did the Programme generate any significant negative or positive, intended or unintended, effects on beneficiaries (both ultimate and direct beneficiaries) so far?

Unintended impact, positive or negative, can occur anytime during and after implementation but is difficult to anticipate. If they are observed, they should be recorded to inform and discuss their implications with the concerned parties. If they go unnoticed, then there is no way of keeping the record and/ or they may have been insignificant.

Whether and what kinds of significant benefits, negative or positive, intended or unintended, affecting which direct and/ or indirect beneficiaries in which locations will be left for a final evaluation mission to review. The SfP SEA Programme needs to ensure that baselines (status and prevailing trend) have been measured for all important benefits expected in due course and determine whether ex-post evaluation should be foreseen in order to properly measure impact or whether measurable impact will be achieved and reliable measurements conducted and available by Programme closure.



F.1-05Measuring program additionality with rising trend.
Source: Own graph.



F.1-06 Measuring program additionality with declining trend.
Source: Own graph.

EQ: How have the programme contributed to increasing the capacity of the skills/TVET system Institutions in provision of quality skills development and trainings, TVET governance and financing that meet the current and future needs and demands of industry, particularly in key growth areas? Are there any specific programme work/technical areas that should be more zeroed-in for the second half of the programme to maximize the programme impact?

As far as impact is concerned vis-à-vis specific questions (relevant to the SfP-SEA Programme goal 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 the Philippines) inserted in the respective section of the terms of reference for this evaluation is concerned, at the time of the mid-term evaluation,

- the Programme's specific contributions to increasing the capacity of the skills/ TVET system institutions in provision of quality skills development and trainings, TVET governance and financing that meet the current and future needs and demands of industry, particularly in key growth areas are far from fully discernible at this time and will still need to reveal themselves during the second half of implementation or maybe only after the Programme has ended
  - impact on quality skills development and trainings is most likely to occur in Indonesia and the Philippines because of the stronger institutional embeddedness or attachment of the Programme
  - direct and even indirect impact on TVET governance and financing that meet the current and future needs and demands of industry, particularly in key growth areas is unlikely because the Programme is not attached to national level institutions in the three countries, but operates in deconcentrated context, because changing governance and financing structures in whole-country systems is not achievable within the selected period of duration, and because the financing pillar has been dropped
  - indirect impact on TVET governance and financing that meet the current and future needs and demands of industry, particularly in key growth areas also is unlikely both in Indonesia and Malaysia because the systems are government-led in countries (with high levels of planning and programming culture and would require complex long-term political processes for change without any guarantee for improved outcomes); is most probable for the Philippines where informal

processes have successfully linked the Programme to the national level and national strategies are moving toward area-based systems that the Programme was fortunate to be able to build on

- the Programme prior to mid-term generated positive intended effects on selected beneficiaries mainly by training measures of different degrees of effectiveness and usefulness (mainly staff of stakeholders, teachers, and students or trainees), but not to any level that should be considered as significant in contrast to the resources that are required for the implementation of the Programme -- which cannot be held against the Programme because its task is system development in the widest sense and not the implementation of off-the-shelf training programs or other standardized services

Sustainability

Sustainability by established OECD DAC criteria is essentially concerned with establishing patterns that are able to ensure a lasting success of a given program or the continuous presence or activity of processes, institutions, or organizations created to address specific issues on a permanent or regular basis. It is not concerned with environmental or ecological sustainability although the term is similar in the sense that it asks about the “ecology“ (relationships existing between any complex system and its surroundings or environment) of the patterns created by the Program. It asks whether the outcome of a program will subsist (survive) beyond the program implementation period. The general challenge for programs is to build processes, institutions, or organizations by which program benefits can be sustained following the withdrawal of support by the ILO and in this case the Skills for Prosperity Fund.

EQ: Assess to what extent are the programme’s strategies and key partnerships likely to contribute to the sustainability of the programme initiatives and results. Identify if there would be other partnerships to consider. How effective has the programme been in establishing and fostering national/local buy-in, leadership and ownership? What strategies has the programme put in place to ensure continuation and replication of mechanisms/tools/practices provided by the national partners, if the support from the ILO Programme ends?

At the time of the mid-term evaluation, sustainability has not yet been established in any of the country components of the SfP SEA Programme. This is not surprising given the impact of the Covid-19 pandemic and the budget reductions implemented by the FCDO.

One of the important ingredients if not preconditions for achieving sustainability is ownership by in-country institutions that have direct interests in maintaining the

processes, institutions, or organizations created during the implementation period. Based on the findings of the mid-term evaluation, both Indonesian polytechnics have displayed strong signs of ownership, and a diversity of institutions in the Visayas and national level are signaling similar ownership by their manifest presence during the evaluation process. By contrast, such ownership is not visible in Malaysia, neither at local level where implementation should be firmly rooted nor at national level where collaboration has been initiated during the inception phase.

Where the ownership is established, the Programme will need to assist stakeholders in securing committments or creating the conditions for sustainability during the second half of the program. This should be feasible in both Indonesia and in the Philippines, but cannot be taken for granted.

In Malaysia, where no similar level of ownership has emerged, follow-up to this mid-term evaluation will need to focus on (re-) building and/ or reactivating and reinforcing existing relationships to a level where mutual agreement and committment is strong enough to secure sustainable results during the remaining period.

More details can be found in the respective country component reports in the Annex.

The technical term for the processes sketched above is to develop and implement an exit strategy. For programs of a duration of three years, the exit strategy usually is already drafted by the end of the first year of implementation in order to ensure that no “loose ends“ will remain after program closure. Where adverse events have slowed implementation or where it is discovered that the timeline is insufficient to complete important activities, an exit strategy can also include “piggybacking“ of Programme activities with other programs and/ or mobilizing additional funds respectively developing specific partnerships for finalization.

Given the intensity of the processes of scaling down and seeing the Programme through the pandemic, and the time-consuming reporting burden, it is understandable that an exit strategy is not available at the time of the mid-term evaluation. To the limited knowledge of the evaluation team, the Hub also has not (yet) provided any exit strategy template to the ILO team.

Given the importance of sustainability for maximizing the benefits the program generates, such a strategy is of key importance for all development programs and cannot be ignored. The evaluators hesitate to impose further reporting requirements and leave it to the program to find the best way to organize the respective processes, formally or informally, and ideally in collaboration and/ or consultation with key stakeholders in the recipient countries.

Cross-Cutting Issues

EQ: To what extent has the programme successful improved gender equality and improved access to the skills and TVET system by youth and women especially those who belong to vulnerable groups (due to the following factors, i.e. geographically isolated, gender, ethnic/religious minority, and disabilities etc.)? What should the programme do or do more to maximise its success in improving gender equality and disability inclusion? To what extent has the programme promoted the relevant international standards and good practices, or ratification and application of the ILS, social dialogue and tripartism? What should the programme do or do more to maximise its success in promoting social dialogue and tripartism as well as normative work? How well has the programme integrated environmental concerns into skills initiatives?

Cross-cutting issues that have emerged as the focus of this mid-term evaluation revolve around gender and social inclusion, tripartite participation and the implementation of international labour standards. These topics have either been addressed fairly “center stage“ in all three country components or form a critical part of most interventions organized by the ILO.

In the 21st century, cross-cutting issues should also include climate change adaptation, and ecological and/ or environmental sustainability, and digitalization and automation (respectively the future of work). These topics have not been addressed by the Programme in similar intensity across the board, although some have emerged in each country component (e.g. environmental aspects in maritime-related curricula in Indonesia; preparing for TVET requirements of Industrial Revolution 4.0 in Malaysia; or introducing digital certification in the Philippines) and are therefore cannot be of primary focus in a program where the budget has been significantly curtailed.

The Programme has received guidance and planning templates related to gender and social inclusion from the Skills for Prosperity Fund. These are generally guiding the approach in the Programme and ensure respective reporting and inclusion in MREL The MREL of the Programme disaggregates information collected according to relevant categories.

The mid-term evaluation team has found that more work is required in all country components to properly fine tune or adjust activities related to gender and social inclusion (GESI). This does not come as a surprise because opportunities for “hands-on“ and face-to-face implementation have been limited by the Covid-19 pandemic. Face-to-face interaction is important where potentially sensitive social issues are being addressed in a cross-cultural context.

In order to maximize the positive impact the Programme can have in GESI, where possible, members of the target groups should be involved in the design and

planning interventions. Utmost caution is warranted regarding the potential pitfalls of generalizations or the direct application of concepts from other regions (including from other S4P countries) across the variety of social and cultural groups in the diverse region of South East Asia, including even within the three countries the SfP SEA Programme is operating in.

In Malaysia, the mid-term evaluators found one gender related study that informed the ILO team did not fully resonate with country context and in part selectively quoted sources to justify specific conclusions that proved doubtful when compared with the sources and as revealed when discussed with various interlocutors and therefore may have left the ILO team with an incomplete picture and led to a somewhat academic approach. There are major structural factors (including the broader understanding of social roles, lack of child day-care services, difficult accessibility of construction sites by public transport, alternative occupations where the work environment is less dirty and better shaded) in the way of stronger female employment in construction that are completely unrelated to the question of skills or access to skills and TVET training which make interventions at that level rather futile, particularly in a program with a 3-year time frame. As a matter of fact, access to skills and TVET training is not an issue at all, as our interlocutors confirmed. Interlocutors also informed that training of females in specific skills (such as site inspection) by the program were not new but rather established practice.[29]

Furthermore, rights-based approaches need to be checked against “do-no-harm“ criteria in such environments, both legal and physical, where the rights of vulnerable persons cannot easily be enforced. In these cases, additional targeted measures may be required to achieve “safe inclusion“. This is an aspect that merits stronger attention in Indonesia where occupations in seafaring are concerned. While encouraging females to enter male-dominated occupations in the interest of equity may be a lofty goal, Programme activities should not ignore the operating conditions and typical work environments in the specific occupations concerned and the safeguards that may be required in practice to ensure that no harm can be done.[30]

The ILO is in an excellent position to interact with workers organizations, but little use has been made of this tripartite resource. For the implementation of TVET programs, it is important to remember that both employers and workers share a mutual interest around the topics of safety at work, respectively occupational health

[29] In the words on one interlocutor, to illustrate that ILO is not adding to established practice: “We are doing this for ILO.“ For more details see the annex on Malaysia.
There was also a certain hesitation related to the risks associated with specific tasks such as dredger or excavator operation (required for mandatory certifications) including of practical safeguards, e.g. with regard to potential loss of fetos as a result of vibration during undiscovered early pregnancy stages. If there are any organizational or technical solutions to dealing with such occupational risks, they certainly have not been introduced by ILO.

[30] For more details see the annex on Indonesia.

and safety, and increasing labour productivity. Both ILO constituents therefore constitute a reservoir of information about the practial aspects of implementing international labour standards under the conditions prevailing in the respective countries and their provinces, states, or regions, and in different kinds of enterprises, that the Programme should tap into. Facilitating their collaboration around TVET can only be beneficial to the practical development of effective skills standards relevant to industries.

In all three countries, workers organizations have offered to the mid-term evaluation team that they would be happy to assist the SfP SEA Programme in its endeavors, including around gender and social inclusion, and even with job placement of trainees.

More detail can be found in the country component reports in the Annex.

Covid-19 Impact

The SfP SEA Programme has been affected by the Covid-19 pandemic because the pandemic coincided with the uptake of program activities. The WHO declared Covid-19 a global pandemic on 11 March 2020, half way through the inception phase of the Programme. Implementation therefore was substantially affected by the travel restrictions that followed and forced the Programme into online operations.

> *EQ: What specific measures shall the programme take in light of the COVID-19 situation given the present scope of the programme? In what way has the COVID 19 pandemic, the 2021 ODA review, and other evolving circumstances affected programme planning and implementation and the effectiveness and efficiency of this programme?*

At the time of the mid-term evaluation, many travel restrictions were still in place and Covid-19 fatalities were showing increasing trends in all of the three countries. In other words, half of the project‘s implementation phase, the second half of the inception phase and the period between these phases had occurred under the conditions of the pandemic.

The mid-term evaluation, similarly, also took place under the conditions of the pandemic and was mainly organized online. Because Indonesian travel restrictions were relaxed during the phase of the field work (otherwise conducted online), the evaluator for Indonesia was able to conduct site visits.

Estimating the impact of the Covid-19 on the progress of implementation, however, is not straightforward. For one, there is no counterfactual available to compare the progress made to. Secondly, the first half of the implementation also saw a massive

reduction in resources available to the Programme that resulted from ODA budget reductions implemented by the UK in the aftermath of BREXIT.

From this perspective, the Covid-19 pandemic “saved“ the Programme. Due to the required adjustments across the world that resulted from travel restrictions and organizing the response to the pandemic and dealing with collateral damages like deteriorating economic conditions, implementation speed was slowed down and the budget reductions were not as strongly felt as if the Programme had been in full swing.

Covid-19 also led to the accelerated development of web-conferencing tools and their dissemination, forced increased efforts in digitalization and effectively imposed the adoption of online communications around the world to an extent previously unknown. This allowed the Programme to continue operations while reducing travel and accomodation cost.

There is no general answer as to the net impact of Covid-19 on the effectiveness and efficiency of the Programme. On the one hand, general experience with online training would indicate that effectiveness of trainings are 30-50% lower than when they are conducted face to face. On the other hand, it is now possible to administer training to larger groups in different locations including reaching more vulnerable participants as clearly evidenced in the Philippines and Indonesia and at substantially lower cost.

Clearly, in contexts that are more formal or where relationships have to be built, online meetings are not a preferred tool. Where informal communication is accepted and where relationships have already been established, online meetings may turn out to be convenient and practical tools that facilitate the organization of activities, technical discussions, and can be integrated in day-to-day operations.

The Philippines component, for example, has been successfully led by the CTA during the first half of implementation from remote location. This was possible because communications were very smooth. Still, expectations were clear that with the lifting of travel restrictions deployment on location would be preferred and more effective.

The Malaysia component, on the other hand, is operating in a context which requires more formal communications and relationship building as a precondition for smooth operations. It is here where online communication as imposed by the pandemic clearly do have their limitations.

The program has generally taken all the sensible decisions that needed to be taken in light of the COVID-19 situation and its scope.

6 CONCLUSIONS

① Despite various setbacks as a result of the ODA spending cuts in the United Kingdom and the Covid-19 pandemic, the SfP SEA Programme is, on the whole, providing meaningful inputs for the development of skills and TVET in the three countries. Strongest results so far were achieved in the Philippines. Indonesia is displaying strong ownership and good potential for further results. In Malaysia, achievements can be made if stronger alignment with Malaysian approaches and expectations is pursued. In order to consolidate achievements and/ or finalize key activities, it is important that sufficient funding is provided for the second half of the Programme and that early closure be avoided. The program, already short by design for a program claiming to tackle skills and TVET systems, needs at least the total of the 42 months originally foreseen as net time to complete and consolidate achievements and should run until March 2024.

② It is not reasonable to expect early impact in programs of organizational and societal change following implementation for 1.5 years, and certainly not under the conditions of the Covid-19 pandemic and while implementing budget cuts curtailing planned activities. Given there are no serious methods available for measuring impacts before they occur, the mid-term evaluation team cannot put forward any meaningful estimates. Impact in TVET can only be meaningfully established starting 3-5 years after Programme closure.

If impact measurement is desired for the SfP SEA Programme (and it is certainly meaningful for development programs of this kind), baselines including estimated trends need to be established against which the impact measurement will be held. Given that implementation was slowed down by the Covid-19 pandemic, it is not too late to still establish the baselines at this point in time, and the ILO team should therefore promptly establish and document them for a post-program impact evaluation.

③ In both the Philippines and in Indonesia, the SfP SEA Programme has been very successful in mobilizing and engaging with stakeholders which is a prerequisite for reaching ownership and thereby sustainability. The SfP SEA Programme has been less successful in engaging with stakeholders in Malaysia and it is therefore not clear to which extent sustainability of results can be achieved by the end of the Programme duration.

④ Significant resources have been spent on management arrangements that did not enhance effectiveness, notably for collecting information that is essentially irrelevant for achieving the Programme outcomes, and processing the same for the

SfP. Any overhead cost created by unnecessary reporting burden is detrimental to efficiency of implementation.

⑤ The SfP SEA Programme did not establish program steering committees in the three countries of implementation. It therefore lacks the time-tested organizational mechanism required to organize collective oversight, ensure ownership at country level as a precondition for sustainability, and for solving any issues that go beyond the scope of the ILO team‘s decision making powers. These steering committees were proposed by ILO but were not established due to a requirement that strategic steering committee decisions be subject to approval by donor headquarters and disagreements about chairpersonship.

It is unclear whether the recipient side will still be enthusiastic to establish program steering committees after half of the duration of the program has expired, but creating such a mechanism remains the best-possible option for ensuring sustainability as the recommendations and the discusssions during the stakeholder workshop for the Philippines clearly underline.

⑥ The current ambiguity in ILO guidelines about alternatives of working with the theory-of-change approach (as in the SfP) and the logical framework approach is potentially detrimental to the quality of program planning. Theory of change and logical frameworks can support each other, but the logical framework is the litmus test for the validity of the theory of change in any specific program context and can also integrate thinking in systems (i.e. is not tied to linear thinking). Proper logframe planning is highly effective and includes identification of risks, thereby eliminating the need for creating separate risk registers. It prevents errors resulting from gaps in planning and thereby significantly reduces cost. Key staff should be fully conversant with the role and the correct usage of logical frameworks.

⑦ The implementation of a risk management system put in place in the SfP SEA Programme has not led to the discovery of any flaws of the untested program design. The current risk register is essentially a corporate risk register and therefore not sufficient to manage the specific program implementation risks that result from its intervention logic and the related assumptions. Moreover, where program implementation is complex (multiple stakeholders that behave independently), color coded risk registers guided by stochastic or mechanic approaches may create an illusion of reliable measurement and risk management that does not correspond to reality. In these cases, listening and observation skills and using common sense may be more effective for program risk management around the program logic. The latter would have facilitated early containment and mitigation of risk, as evidenced in the component for Malaysia. In the context of insufficiencies in program planning, ILO‘s risk management practices also need to reflect the specifics of logframe based risk management and promote this essential procedure.

⑧ Efficiency of operations has been reduced by increasing the management cost at ILO headquarters and for the SfP SEA Programme team by requiring reporting according to donor requests as opposed to directly accepting ILO reporting (even though the donor is a founding member of the ILO and holds a permanent seat in the Governing Body of the ILO, and despite conducting diligences of ILO operations in the three countries prior to implementation).

Moreover, unnecessary verifications and value-for-money reporting which by definition is of no purpose in programs addressing organizational or societal changes such as those required to adapt and change skills and TVET systems also have reduced the efficiency. From this perspective, ILO was ill-advised to embrace VfM in its Project Document of 2019.

⑨ None of the different levels of organizational hierarchy (ILO team, ROAP, ILO headquarters, and Hub, diplomatic missions, and donor headquarters) have been able to ensure that the validity of the design provides a sound technical basis for successful program implementation. This is surprising because there is a program planning and monitoring and evaluation culture in place both at the ILO and at the FCDO. Yet erosion of planning culture cannot be excluded in a world of fleeting changes, and both ILO and FCDO may need to review whether they are investing sufficiently in training their human resources to sustain program planning culture.

Conclusions from the three country component reports (which see in Annexes A.4-A.6) are to be observed.

Other conclusions of importance:

- The design of short programs of 3-4 years of duration usually should foresee an exit strategy to be drawn up at the beginning of implementation so that all preparations for a withdrawal that ensures sustainability of results are made early, in due course. Arguably, the program has been delayed by budget cuts and the pandemic. At mid term, however, it is high time to prepare such strategies for each country component.

- The design of the SfP SEA Programme‘s country components cannot be rated as technically valid. Any success in implementation therefore is accidental and not planned. Whereas programs are normally designed to achieve outcomes, and outputs and activities that are means to achieve them usually may be changed and adapted in order to evolve with emergent strategy to achieve the outcome, the program‘s design is very much focused on activity (input) type level reporting and its pillars seem to amount to budget lines rather than outputs. This leads to getting bogged down in details and carries the risk of losing focus on outcomes. Adequate attention must be given to double check the feasibility of any outputs leading to outcomes (program logic).

- Cross-cutting issues such as gender and social inclusion have received considerable attention in the SfP SEA Programme. In all of the three country components some additional tuning of measures is required in order to ensure proper design (Malaysia) and/ or fine tuning and anchoring of results achieved (Indonesia, Philippines). While workers organizations have been duly contacted, all three country components have so far paid less attention to workers organizations at their peril and collaborated mainly with government and employers. All three constituents are sensitive to and interested in the cross-cutting issues. This interest can be drawn on to shape approaches in a way that are in tune with local culture.

- Covid-19 has had a mixed impact on the performance of the SfP SEA Programme. On the one hand, by reducing mobility and leading to lockdowns, it has diminished the felt impact of the reduction in the donor budget made available to the Programme because most of the economic and administrative activities around the world were slowed down by the pandemic. On the other, it has triggered an unexpected acceleration of the development and dissemination of web-conferencing tools and increased their acceptance even in cultures where building inter-personal relationships is highly important to unlock the energy and resources required to implement programs. This has facilitated continuation of SfP SEA activities to a significant extent. Noteworthy cases are the Philippines where it has even facilitated a more active consultation with and outreach to vulnerable target groups. But also in Indonesia, it enabled interaction between implementing partners based in the United Kingdom and their clients at the different Programme locations. That being said, online training activities usually are less effective (30-50%) than face-to-face trainings.

- It is unclear why the ILO as a public sector entity (identified after an extensive scoping mission as the preferred delivery partner) is expected to operate like a private sector entity or an NGO (both of which may borrow funds) when it comes to the disbursement of payments by the donor. The ILO as a public sector entity cannot pre-finance extra-budgetary programs (like the SfP SEA Programme), but needs to receive funds prior to implementation. Where specific verification procedures are put in place, ILO must normally stop activities until verification and approval occur. While any verification is in conflict with the single audit principle, verification is also highly impractical and completely needless source of friction during implementation. The root cause identified for this somewhat conflicting experience is the program modality selected for implementation (PBC) which usually requires evaluation before payment of tranches.

7 RECOMMENDATIONS

Responsible Unit	Priority	Time Implication	Resource Implication	Recommendation
FCDO and ILO (all levels)	high	immediate	moderate to high	1) SfP SEA Programme extension is recommended until March 2024, based on initial plan of 42 months duration which is minimum net implementation time required for reaching meaningful outcome, in particular to recover time lost due to the Covid-19 pandemic and to consolidate achievements. With given amounts of funding and depending on existing committments, based on the mid-term evaluation results, a trade-off could also be made between country components, prioritizing those country components that have shown the highest potential impact and have the strongest potential for consolidation (Philippines and Indonesia).
ILO (SfP SEA Program)	high	immediate	low	2) Establish trends for baselines against which impact measurement will be held (no before-and-after measurement, but measurement of additionality).
ILO (SfP SEA Program)	high	immediate	low	3) Pay particular attention and invest in relationship building with stakeholders at both national and state levels in the Malaysia component during the second half of the program.
FCDO (SRO)	high	immediate	low	4) Minimize reporting requirements for the SfP SEA Programme vis-à-vis the SfP Hub in order to set free resources unnecessarily tied up in reporting to contribute to work related to implementation proper, in particular considering the delays incurred as a result of the pandemic and budget cuts. A maximum of personpower should be made available for a best-possible finalization.
FCDO (SRO) and ILO (SfP SEA Program)	high	immediate	none	5) Revisit the decision to retain a veto power at FCDO headquarters in the light of the many good experiences that exist with steering committees that include in-country representatives of the donor, in this case High Commission or Embassy, as direct members (who are fully able to defend donor interests) in order to enable a higher degree of ownership by recipient structures as a basis for achieving sustainability. ILO to sound out remaining interest in late establishment of such structures.
ILO (all levels)	high	short term (for long-term use)	low	6) Ensure all program managers, CTAs and key NPO staff, as a general good practice and on a regular basis across the organization, undergo professional training in logframe analysis and planning and program management including risk management prior to deployment, including refresher training after several

Responsible Unit	Priority	Time Implication	Resource Implication	Recommendation
				years of work away from program implementation, also in the interest of further deepening ILO program staff's resourcefullness in dealing with varying models and donor fashions of program design and management.
ILO (all levels)	high	short term (for long-term use)	low	7) In implementing programs, focus on program risk management and not on corporate risk and introduce separate risk register based on program logframe.
FCDO (high level)	high	short term (for long-term use)	low	8) Following due diligences, accept ILO documentation and formats in order not to increase the overhead cost associated with implementing extra-budgetary programs and reserve value for money (VfM) approach for those programs where standardized goods or services are purchased on a long-term basis (original purpose of VfM).
FCDO and ILO (all levels)	high	medium term	low	9) Refresh or improve capabilities in the nuts and bolts of implementing and monitoring logical frameworks along the whole program chain in order to not forego the benefits of this time-tested procedure in checking feasibility of programs which cannot be substituted for by drawing up a less rigorous theory of change.

Recommendations from the three country component reports (which see in Annexes V1-2, V1-3, and V1-4) are to be implemented.

ANNEXES

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A.V1-1 Summary table of findings per country and evaluation criteria (Vol.1 and 2)

T.1-07 Overview of Findings of the Mid-term Evaluation			
Criterion or aspect	Indonesia	Malaysia	Philippines
Relevance and Validity of Design	Relevance: high	Relevance: moderate, differences in priorities between national and state levels	Relevance: high
	Validity of Design: Though the project document is aligned with the DWCPs, the basic theory of change has been developed top down from SfP to the program and not bottom-up from the countries to the SfP. This has led to a structure in the logical frameworks (country results frameworks) which caters to entirely separate budget lines ("pillars") rather than a logic that serves to test feasibility and that can guide implementation. The resulting (attribution) gaps in the logical hierarchy have been "patched" with assumptions, many of which are not tenable. The design therefore cannot be rated as technically valid.		
Coherence	Coherence: yes	Coherence: yes at system level, incongruent for GESI	Coherence: yes
Effectiveness (including Effectiveness of Management Arrangements)	Effectiveness: Mainly in the SfP pillars "relevance" and "quality".	Effectiveness: Not apparent.	Effectiveness: Effective.
	Management Arrangements: Reservations by FCDO regarding strategic decision making by National Project Advisory and Steering Committees reduced effectiveness and ownership. MREL feedback from Hub is shallow and arrives too late to have any influence on activities.		
Efficiency	With the exception of high overhead cost resulting from oversight structure (Hub and diplomatic missions), MREL based on monitoring of activities, and losses from time spent on adapting to budget reduction, use of resources is efficient.		
Impact	Few early impacts with unclear net results.	Not visible.	Too early to observe.
Sustainability	Overall: Strong signs of ownership with the	Overall: Not visible.	Overall: Strong engagement by stakeholders indicate

T.1-07 Overview of Findings of the Mid-term Evaluation			
Criterion or aspect	Indonesia	Malaysia	Philippines
	polytechnics indicate good potential for sustainability.		good potential, but anchoring activities in regional budgets required.
Cross-cutting issues	Gender and Social Inclusion: More work required. GESI approach needs to be properly tuned in seafaring. International labour standards should be included in curricula. Social inclusion addressed based on plausible rationale (polytechnics absorbing the drop-outs of general education). Workers representatives can also be mobilized.	Gender and Social Inclusion: Current approach on gender equity does not resonate well with Malaysian realities and approaches. Limited equity additionalities from SfP SEA (practices already existing in Malaysia). Social inclusion activities overlooked subsidies required for B40. Workers representatives could also be mobilized.	Gender and Social Inclusion: GESI activities have been affected by reduced funding. Strong efforts on social inclusion visible during interview sessions with beneficiaries. Workers representatives would automatically be included if cooperation is formalized at higher level (TESDA).
Covid-19 Impact	Some negative, some positive (digitalization).	More negative than positive due to delays and reduced stakeholder engagement.	Focusing on 3 of the four pillars contained negative impact.
Observation: The regional component of the SfP SEA Programme, based at ILO's ROAP in Bangkok, was not separately evaluated along these criteria because its activities were essentially tied down until the mid-term evaluation in a supportive managerial function resulting from the top-heavy administrative superstructure of the whole SfP Programme, the required implementation of substantial budget cuts at the request of the donor, and the respectively intensive interaction and coordination required with the country compnent teams, the FCDO, the Hub, and ILO headquarters.			

A.V1-2 Indonesia Component Evaluation Report

INDONESIA COMPONENT REPORT

[ABBREVIATED VERSION FOR OVERALL REPORT ANNEX]

FINAL

Independent Mid-Term Evaluation

Skills for Prosperity for South East Asia Programme (the SfP-SEA Programme)

October 2019 – March 2023 (42 months)

RAS/20/52/GBR

04 October 2022

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Note: Some annexes may consist of tables or figures which are not necessarily listed jointly with the tables and figures integrated in the text sections.

ID-1. EXECUTIVE SUMMARY

Since August 2020 the International Labour Organization (ILO) has officially implemented a skills development programme titled “Skills for Prosperity for South East Asia Programme (SfP-SEA Programme)” funded by the United Kingdom Government. Along with Malaysia and the Philippines, the programme is also implemented in Indonesia (hereafter shortly: **the SfP Indonesia).** The objective of the programme is an “increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE relevant to the Indonesian maritime sector”. This expected impact is built upon three pillars, namely equity, quality, and relevance (Initially, the programme was built upon four pillars in which the last one—Cost Effectiveness pillar—was then dropped due to budget reduction). The SfP Indonesia is being implemented in four state polytechnics, namely: Politeknik Negeri Manado (Polimanado), Politeknik Negeri Batam (Polibatam), Politeknik Maritim Negeri Indonesia (Polimarin) and Politeknik Perkapalan Negeri Surabaya (PPNS) as well as through selected cross-cutting and national-level activities.

In 2022 the programme was subject to a mid-term evaluation conducted independently by external evaluators. The inception phase, field phase, and stakeholder workshop were implemented between February and April. This mid-term evaluation aims to assess relevance and validity of design, coherence, effectiveness including effectiveness of management arrangement, efficiency, impact and sustainability, as well as assessing gender and other cross cutting issues of the programme. Information collection was carried out both online and in-person. In total, some 136 informants—from donor, project management (regional and national), implementing partners, direct beneficiaries, ultimate beneficiaries and significant others—had participated in the evaluation. They participated through 35 interviews (individual and group) and 10 FGDs. To physically verify, evaluator also visited and observed the four implementing polytechnics.

The evaluation found that the SfP Indonesia is **highly relevant** to Indonesia’s national development priority, particularly in revitalizing TVET system, and to the four participating polytechnics which are introducing new D4 study programmes related to maritime skills development. Additionally, it fits well the ILO’s Decent Work Country Programme (DWCP) for Indonesia 2020-2025 related to an enhanced skills

development programme and policy and labour market governance for improved employability of youth.

The programme is **coherent with other national policies**, particularly from Ministry of Education, Research and Technology (MoECRT), such as, *Kampus Merdeka* (Freedom Campus), Link-and-Match policy, development of D4 study programmes in polytechnics, D2-Fast Track Programme and Prevention of Sexual Harassment in Higher Education.

Budget reduction has affected the programme effectiveness. In this situation the programme was **most effective in Relevance and Quality pillars.** Increased industry engagement (e.g the establishment of advisory industry board, structured student and lecturer industry internships) and curricula development of the four new D4 study programmes (including digitalization of learning materials, the implementation of problem/work-based learning) with the assistance of the four UK's higher education partners. Equity pillar was partially effective, mainly in local economic development (LED) intervention which piloted the participation of marginalised local young and female entrepreneurs during and post Covid-19. However, more work is needed on the pillar (particularly, in influencing changes in national policies to make maritime education and training services appropriate for marginalized group). The slow progress in Equity pillar was particularly related to budget constraints, particularly that there was no available budget during 2021. The only activities that could possibly progress were those that had been contracted with 2020 payments. GESI work in polytechnics could not be programmed before the payment in January 2022 was received. The Cost-Effectiveness pillar was also dropped due to budget reduction.

Operating in the Covid-19 pandemic and budget reduction situation, the SfP Indonesia has used **human, financial and the ILO's training resources efficiently.** The vast majority of the programme activities were delivered online which definitely reduced costs. The ILO employs a lean core team for the SfP Indonesia programme (the full team consists of 1 CTA, 4 NPOs and 2 Finance/Administrative staff) who works with crosscutting responsibilities covering all aspects of the programme. In addition, the programme utilized the available ILO's training modules (e.g. Start Your Green Business, BUMDES, Financial Education—with some adjustments) in the implementation of LED component in North Sulawesi.

The programme delivers a **few early impacts**, from the implementation of local economic development (LED) component. The LED has opened new business opportunities and increased revenues, mainly for women and young people in the four targeted coastal villages. However, given that there is no baseline for comparison, it is not possible to assess whether positive net impact was achieved in

terms of additional employment or increased income. Polimanado started recruiting five students from these villages to study in the local polytechnic.

As the SfP Indonesia enjoys high relevance and coherence, there is **indication of the programme sustainability** amongst the four participating polytechnics. The participating polytechnics show their strong ownership of the programme and are committed to sustaining it using their internal and/or other external resources, particularly from MoECRT. The digitalization of learning materials and student database serve a foundation to sustainability.

The programme needs more work on cross-cutting issues. As GESI was at its initial stages when the evaluation was being undertaken, there are no clear GESI (Gender and social inclusion) indicators in each polytechnic yet. Additionally, this component tends to be approached by an event-based approach rather than mainstreaming across all teaching and learning activities at the polytechnic level. There is little evidence of the inclusion of international labour standards/labour rights in the D4 curricula development in four polytechnics. The SfP programme in Indonesia works mainly with employers and government while the engagement of labour unions remains minimal that in turn tripartism and social dialog issues are limitedly strengthened. The programme cancelled some of the planned union involvement when funding stopped at the start of 2021 and this had not yet been reprogrammed at the time of the evaluation. Funding issue (namely funding not being delivered as per MOU) had impacted the delivery of these cross-cutting issues.

Covid-19 has both negative and positive impacts to the programme implementation. The pandemic restrictions have delayed some activities and the vast majority of the activities as well as communications have been delivered online. On the other side, the pandemic situation has also accelerated digitalization of teaching and learning activities in the four polytechnic partners.

This mid-term evaluation concludes that:

① Despite pandemic and budget constraints, the SfP Indonesia has demonstrated progress particularly on “Relevance“ and “Quality“ pillars which are closely interrelated. Equity pillar was partially effective, particularly in local economic development (LED) intervention but more work needs to be done in influencing national policy on TVET system reform related to “Equity” pillar when the planned budget is available.

② The intervention by-and-large has reached mainly ‘direct beneficiaries‘ while results on ‘ultimate beneficiaries‘ remain partial as the programme in the half of its period had focused on developing infrastructure of the

new D4 programme studies. Impacts on ultimate beneficiaries (students employability) therefore can be only measured after programme life.

③ Local Economic Development (LED) intervention in four coastal villages in North Sulawesi has, to some extent, shown some positive impacts in the forms of new business opportunities, increased business capacity and increased revenues for local communities, particularly women and youth. However, synergy between skills development and local economic development in maritime tourism still bears potential for further intensification.

④ The SfP Indonesia has contributed to laying foundation to skills development in four participating polytechnics. While encouraging the greater access for women in maritime sector, the programme has no clear 'do-no-harm principle' for girls in seafaring which risks to female seafarers are uneasy to control. Inclusion of labour rights in TVET curricula at the polytechnics deserves to be further strengthened.

⑤ There is strong evidence that MREL data has been collected specific information regularly and systematically. However, the optimal use of the data for monitoring, evaluation and learning either by the programme management and the programme partners (particularly the four polytechnics) remain minimal.

⑥ The programme shows efficient use of financial, human and the available ILO's training resources. The reporting and administration requirements of the donor and the requirement of close involvement and oversight from the local embassy, have increased administration and coordination duties and reduced the potential efficiency of the SfP Indonesia.

⑦ The SfP Indonesia has strengthened unique resources and good practices in each participating polytechnic. Cross learning between the polytechnics would develop an ecosystem of maritime education and training in Indonesia.

ID-2. BACKGROUND

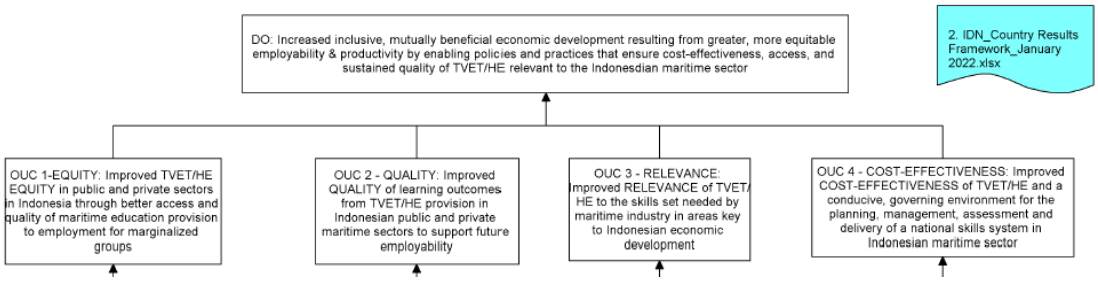
Indonesia is an archipelagic and maritime country but skills critical in maritime industry remain underdeveloped. This is largely due to weak governance structure in which Indonesia TVET and Higher Education (HE) is characterized by a government-centred and geography-based (central-regional-local governments), instead of being industry needs-oriented. There is no single body responsible for skills development in the country. The TVET and Higher Education (HE) system in Indonesia is

transitioning to a more decentralized system, with centrally established policy and curricula but provincial level control over management and delivery.

Quality assurance mechanisms (e.g. competency standards, quality of teachers and instructors, certification system) are not fully developed or implemented. Involvement of the private sector remains weak and there are insufficient linkages between industry and TVET/HE institutions. Government continues to be the main funder and there is a need to expand cost-sharing among stakeholders to finance system growth. In addition, gender gaps persist in the labour force participation, which affects the participation of men and women in TVET/HE.

Indonesia's skills development system is at a crossroads. The Government of Indonesia recently launched Presidential Regulation No. 68/2022 concerning Revitalization of Vocational Education and Training. The revitalization would transform the landscape of skills development to meet changing skills demand nationally and globally. If successful, Indonesia would maintain its growth momentum and further tap its economic opportunities. However, the full implementation and impact of this new policy, are still underway and uncertain.

F.1-07: SfP Indonesia - Development Objective and Main Outcomes (Pillars)

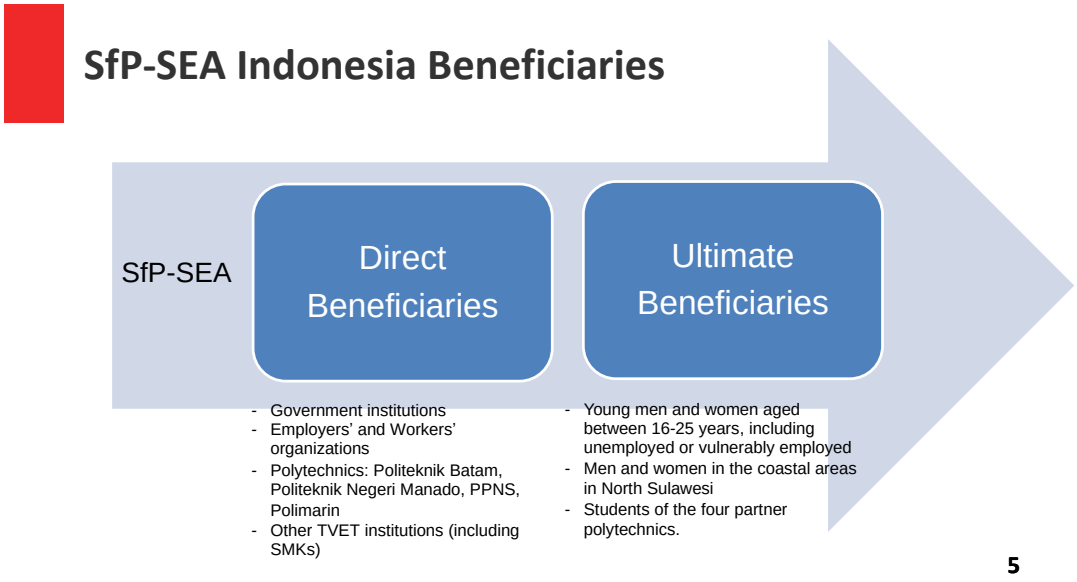


The SfP-SEA Indonesia Programme (hereafter shortly: **the SfP Indonesia** or **the Programme**) is part of the Skills for Prosperity for South East Asia Programme funded by the United Kingdom's Foreign, Commonwealth and Development Office (FCDO), As Figure F.11 shows, it sets its development objective as an "increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE relevant to the Indonesian maritime sector". This expected impact is built upon four pillars, namely equity, quality, relevance and cost-effectiveness (see, a complete 'Indonesia Result Tree Framework' in Annex A.4). Based on the four pillars, the programme sets its outcomes and intermediate outcomes (see, details of the outcomes and intermediate outcomes in the tables in "Efficiency" subsection below).

The SfP Indonesia works with four state polytechnics providing maritime-related education and training, namely: Politeknik Negeri Manado/Manado State Polytechnic (Polimanado), Politeknik Negeri Batam/Batam State Polytechnic (Polibatam), Politeknik Maritim Negeri Indonesia/Maritime State Polytechnic Indonesia (Polimarin) and Politeknik Perkapalan Negeri Surabaya/Shipbuilding Institute of Polytechnic Surabaya (PPNS).

The programme distinguishes its direct and ultimate beneficiaries. The direct beneficiaries include government institutions, employers' and workers' organizations, polytechnics and other TVET institutions (including SMKs) while the ultimate ones are young men and women aged between 16-25 years, including unemployed or vulnerably employed, men and women in the coastal areas in North Sulawesi and students of the four partner polytechnics.

F.1-08: SfP Indonesia - Beneficiaries



To implement, the SfP Indonesia collaborates with four international partners, namely, City of Glasgow College (partnering with Polibatam), University of Gloucestershire (partnering with Polimanado), Solent University (partnering with Polimarin) and Strathclyde University (partnering with PPNS). In addition, the programme involved British Council to run an online English assessment for students and teachers that was administered from its Indonesia office. At the national level, the programme cooperates with one local partner (Klabat University) to implement LED component in North Sulawesi.

In February to April 2022 the programme was subject to mid-term evaluation conducted independently by external evaluators. As the Term of Reference (ILO, 2021) states, this Mid-term evaluation aims to assess relevance and validity of design, coherence, effectiveness including effectiveness of management arrangement, efficiency, impact and sustainability, as well as assessing gender and other cross cutting issues of the programme. The specific objectives are to: (1) examine whether the programme is working appropriately towards achieving the overall objective, and the intended specific objectives/expected outcomes; (2) examine if the programme remains relevant to the needs of relevant stakeholders and to the policies and priorities of the partners including the donor and if current design is valid to achieve programme results within stipulated time; (3) examine the current and future role of the programme in contributing towards promoting gender equality and disability inclusiveness, the ILO's normative work, tripartism, social dialogue and mandates and goals towards decent work, and social justice, and draw lessons learned and identify good practices from the two years of the programme's intervention; (4) assess the value for money using the applicable Value for Money (VfM) indicators; and (5) examine impact and sustainability of the programme and propose recommendations to inform future course correction of the Programme in the remaining period, keeping in view the COVID-19 pandemic as well as the 'future of work' that have effects on the skills needs, interests and priorities of stakeholders and beneficiaries. The evaluation is envisioned to set out recommendation for changes that need to be made to achieve programme results within stipulated time.

For the background to the evaluation and the methodology used, refer to the main mid-term evaluation report of the SfP-SEA Programme of which this country component report forms an integral part.

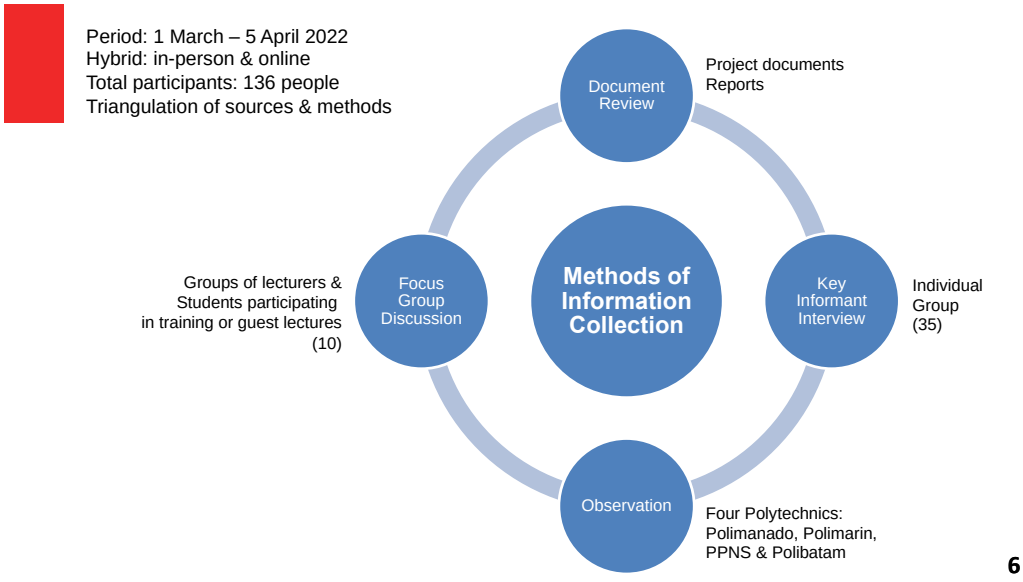
ID-3. SPECIFIC METHODOLOGY

This independent mid-term evaluation was originally planned for the period February-April 2022. Drawing up the report for Indonesia was delayed by an unfortunate change of the health status of a member of the nuclear family of the national evaluator as of April that required immediate adaptation and continuous attention. As a consequence, drawing up and finalizing the report suffered delay.

The inception of the evaluation, field phase, and stakeholder workshop were implemented between February and April. Information collection on the field was undertaken during March. National evaluator visited all four programme sites (North

Sulawesi, Central Java, East Java, and Riau Islands), including the four participating polytechnics (Polimanado, Polimarin, PPPNS and Polibatam). To collect primary information, the evaluation employed interview, focus group discussion (FGD) and observation. Individual/group interviews were conducted in-person and online. As the pandemic situation was getting better, field visits and in-person interviews were allowed. In total the evaluation conducted 35 in-person and online interviews (individual and group). In addition to individual/group interviews, the evaluation conducted 10 FGDs, particularly for groups of students and lecturers participating in specific event(s). In total, there were 136 people participating in the evaluation from donor, project management, implementing partners, direct and ultimate beneficiaries. Observation was also conducted in the four polytechnics to physically recheck inputs, outputs and outcomes of the programme intervention.

F.1-09: Methods of Information Collection



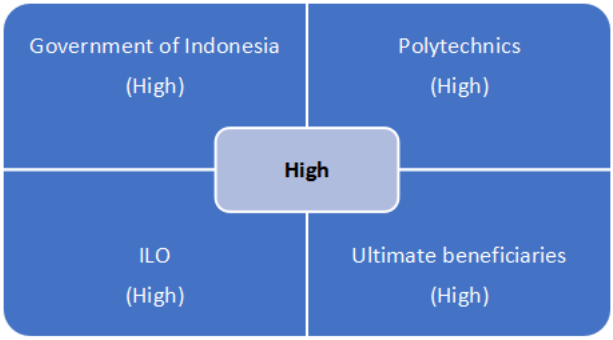
ID-4. MAIN FINDINGS

Relevance and Validity of Design

The programme is **highly relevant for Indonesia** as under President Joko Widodo's administration, maritime is one of priority sectors and the government has set the

country to become a world maritime fulcrum. More specifically, the programme fits well with the priority agenda of Ministry of Education, Culture, Research and Technology (MoECRT) intending to revitalize vocational education by strengthening link and match between TVET and relevant industry. In addition, Coordinating Ministry of Human Development and Culture, Coordinating Ministry Economic Affairs and other related ministries was preparing a draft presidential regulation on the revitalization of vocational education and training in which maritime TVET is part of it. The regulation aims to ensuring employability of the graduates in business and industries.

F.1-10: Relevance level of the programme to stakeholders



The programme is **institutionally relevant to four participating polytechnics**. All polytechnics are developing new Diploma 4 (D4) study programs or continuation of the existing Diploma 3 study programs: logistics & international trade (Polibatam), seafaring engineering (Polimarin), shipbuilding engineering (PPNS), and international tourism management (Polimanado). The new programs strengthen the maritime-related studies in higher education. The programme is additionally relevant to PPNS and Polibatam participating in national programme on D2 Fast-track which opens a new venue for SMK (secondary vocational school) graduates to pursue higher level of trainings with shorter period of time.

The programme is **relevant to ultimate beneficiaries**, particularly at this stage polytechnic students and coastal communities in North Sulawesi. The programme is relevant to polytechnic students as the programme improves the quality of their trainings and connectedness with industry which in turn will increase their employability opportunities in the future. Coastal communities in North Sulawesi (Budo, Tiwoho, Marinsow and Pulisan) are located in remote areas and have limited opportunities for capacity building. The programme connects Polimanado and Klabat

University with these disadvantaged communities, particularly women and youth to develop and strengthen their individual and collective capacity on maritime tourism.

The SfP Indonesia is **exceptionally relevant to ILO**'s work in Indonesia. Decent Work Country Programme (DWCP) for Indonesia 2020-2025 sets Job Creation and Youth Employment as one of the country's decent work priorities (Country Priority 2) during the period. More specifically, the programme fits well with supporting the expected Outcome 1 (Enhanced skills development programme and policy and labour market governance for improved employability of youth). In addition, the programme contributes to the fulfilment of SDG 8 (sustained, inclusive and sustainable economic growth, full and productive employment and decent work) and SDG 4 (inclusive and equitable quality education and lifelong learning opportunities).

F.1-11: Status of the SfP Indonesia Programme based on the Four pillars

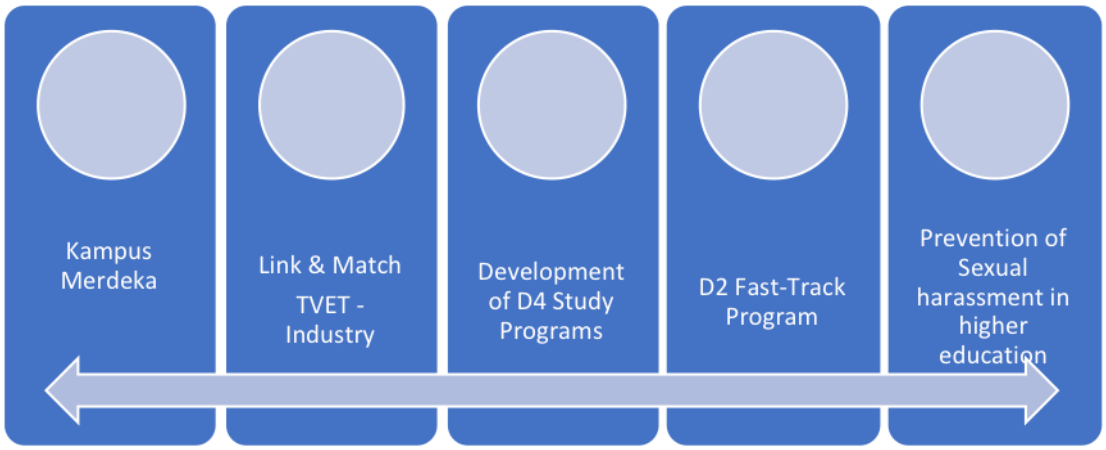
Equity	Quality	Relevance	Cost-Effectiveness
In progress	In progress	In progress	Dropped

Like the regional SfP-SEA, the **design of the Indonesia programme has undergone some changes**, including its Theory of Change. The programme was initially designed with four pillars (equity, quality, relevance and cost-effectiveness) and an additional one (secondary benefit). After long discussions, this secondary benefit aspect was then taken out since it does not fit well with developmental objective (the results framework still measures a few Secondary Benefits but only for activities within the 'sphere of control' of the programme and refer to development-related issues; Measurement of secondary benefit indicators were removed from Impact and Outcome levels). Later, the 'Cost-Effectiveness' pillar was also dropped due to budget reduction. The cancellation of this pillar is understandable since costs are not main issue in Indonesia's TVET system as by law the state has to allocate 20 per cent at minimum of total national budget for education (for instance, in 2019 the budget was 208 trillion rupiahs and in 2022 it doubled to 542,8 trillion rupiahs). With this allocated budget, the government provides various scholarships, including for students studying in TVET/HE institutions. As Figure F.15 shows, when the evaluation was being conducted, the status of equity, quality and relevance pillar was in progress while that of the last pillar was dropped. As such this evaluation addresses the first three pillars only.

Coherence

The SfP Indonesia is **aligned with other national policies**, particularly from MoECRT. *Kampus Merdeka* (Freedom Campus) and Link-and-Match policies intend to encourage education and training institutions to facilitate their students to learn from outside their own campus and to have hands-on experience in real world of work. The programme is also coherent with priority agenda of MoECRT that intends to develop D4 study programmes in polytechnics—which are traditionally home for D3 study programs—and the new initiative D2-Fast Track Programme that would allow fresh and old graduates of SMKs to get higher level of trainings with shorter period of time. Gender and social inclusion (GESI) components in the programme strengthen the implementation of the newly-launched Regulation of Minister of Education, Culture, Research and Technology No. 30 of 2021 concerning Prevention and Handling Sexual Harassment in Higher Education.

F.1-12: The programme coherence with other national policies



Effectiveness (Including Effectiveness of Management Arrangements)

In the first half of its implementation period, the SfP Indonesia had focused on developing TVET infrastructure in four participating polytechnics, particularly developing/reviewing curricula, strengthening lecturer capacity and institutionalizing industry engagement. International partnerships with 4 UK higher educations are clearly contributing to adding value for the 4 polytechnic partners. The subsection

below describes the effectiveness of the programme in each pillar and is preceded with some common issues influencing the overall effectiveness.

Budget cuts and the delayed funding from donor are the biggest risks facing the programme. Funding reduction and uncertainty of payments had suffered the implementation of the programme resulting in renegotiation of contracts with partners, delay and cancellation of some planned activities (SfP Indonesia, 2022). This situation has reduced effectiveness of the programme to meet its expected outcomes. Furthermore, as consequence of funding cuts and unmet agreement, the programme was struggling to maintain its credibility with partners. In addition to financial issue, COVID-19 pandemic has also been contributing to reducing effectiveness of the programme as online, virtual means are the most common delivery at the expense of more intensive or more personal face-to-face delivery may offer (see, further explanation about this issue on the 'Covid-19 Impact' subsection below).

The budget and reputational risk had been relatively well managed. In addition to the efforts the Regional Team took to solve this particular problem, the SfP Indonesia team—assisted by the ILO Country Director— discussed the budget issue with donor representative in Indonesia (British Embassy Jakarta/BEJ). As a result, in June 2021 the programme received advanced bilateral funding from BEJ as much as £750,000 with conditions that the funds would be used only to support the programme in Indonesia and that the agreements with international partners would be prioritized. Another risk is related to the ILO's reputation as an effect of budget reduction that the programme in turn had to change or adjust some agreed plans with the polytechnics (one of them is delayed visit to UK university partners) and international partners. In consultation with the BEJ, on behalf of the SfP Indonesia programme the Country Director ILO Indonesia sent a letter to all four international partners. The letter outlined the fund reduction from the donor and requested partners' cooperation in redesigning the programme and its deliverables. BEJ were involved in follow-up meetings with each of the four partners. In doing so, these institutions were fully aware that the changes had been brought about by the UK, and should not be a reflection on the credibility and reputation of the ILO.

Monitoring, Reporting, Evaluation and Learning (**MREL) system** was established in the programme. Every polytechnic has employed a focal point responsible for collecting and updating data (such as number of students, enrolment, graduation and scores) and all focal points use the same tool and format. The Indonesia MREL advises the focal points to break down data by gender. Data on disability remains largely unavailable, particularly in Polimarin which does not accept disable person to become seafarers. The country MREL staff meets the focal points regularly on monthly basis. While data collecting is underway, there is little evidence that the

partners have used the MREL data and system to monitor and to ensure the expected results and early impact of the programme.

TVET Equity

There was **little evidence of policy changes at the national or provincial level** on the improvement of inclusiveness (marginalized group: gender and people with disability) as a direct result of the SfP Indonesia intervention. When the evaluation was being conducted, at the national level the programme works particularly with Ministry of Education, Culture, Research and Technology (MoECRT), Coordinating Ministry of Economic Affairs (CMoEA) and Coordinating Ministry of Maritime and Investment (CMoMI). With lesser extent, the programme made initial contact with Ministry of Manpower (MoM), Ministry of Transportation (MoT), and Ministry of Tourism and Creative Economy (MoTCE). The programme gave inputs to the draft Presidential Regulation No. 68/2022 on Revitalization of Vocational Education and Training in which CMoEA and CMoMI involve as part of national coordination team led by Coordinating Ministry of Human Development and Cultural Affairs (CMoHDCA). To greater extent, the programme contributes to strengthening the MoECRT iniatives, particularly D2 Fast Track Programme that opens access to graduates from SMKs to continue their study to tertiary level with shorter study time. There was no indication that the programme works with provincial governments on policy changes. The slow progress in Equity pillar was particularly related to the delay of budget delivery from donor. Aside from LED work, no planned activities were programmed until the end of January 2022.

T.1-13: Equity – Outcome and Intermediate Outcome

Outcome	Improved HE/TVET EQUITY in public and private sectors in Indonesia through better access and quality of maritime education provision to employment for marginalized groups
Intermediate outcome	Changes in national or provincial strategies, policies, and regulation, in relation to making maritime education and training services appropriate for marginalized group.

Government agency partners (particularly MoECRT, CMoEA and CMoMI) acknowledged the **significance of the programme on the government agenda on revitalization of the country's TVET system**. MoECRT supports the programme approach to work directly with the four polytechnics rather than through the ministry but expects regular updates on semester basis. The ministry also highlighted

a huge gap of qualified lecturers in D4 study programmes and emphasized the importance and urgency of having graduate and post-graduate degrees in maritime studies that can produce qualified educators for D4 study programmes. In the meantime, CMoEA expects to be involved in some programme activities as observer.

With regard to the "equity" outcome, the programme's effectiveness—in terms of **policy or strategy changes—is more evident at the polytechnic level.** In addition to those granted government scholarships (associated with those with economic issue), such as Kartu Indonesia Pintar; interestingly, the participating polytechnics consider SMK graduates are among disadvantaged groups. This is because possibility of these SMK graduates to pass admission test to polytechnic is low compared to graduates from general secondary education. The programme supports the implementation of MoECRT-initiated D2 Fast-Track Program in Polibatam and PPNS. There is an anticipated greater access to disadvantaged groups (SMK graduates) through D2 Fast-track Program.

Local Economic Development (LED) component that has been implemented in four coastal villages in North Sulawesi indicates some **early success**. The SfP Indonesia provided five training packages (Start Your Green Business, BUMDES, Financial Education, Homestay, and Product Development) delivered by academia from Polimanado and Klabat University. The trainings were primarily participated by women and young people. The LED intervention was appreciated both by locals and academia. Locals appreciated the opportunity to participate in such capacity trainings that were rare in their communities. On the other side, the academia took benefits from the practicality of the training modules and consider their involvement in the communities as part of their community service as required in the three pillars (education, research and community services) of higher education. As a result of the trainings, two new collective eco-tourism business (mangrove trails) under BUMDES setting in Budo and Tiwoho were initiated and run by local youth. The existence of mangrove trails have stimulated the emergence and/or revival micro and small business surrounding mostly operated by local women, that in turn have increased their revenue. Despite such success, link between LED and skills development in Polimanado remains weak.

TVET Quality

The SfP Indonesia supported the **introduction and development of new D4 study programmes** in the four polytechnic partners. The new study programmes are Logistics and International Trade (Polibatam), Seafaring Engineering (Polimarin), Shipbuilding Engineering (PPNS) and International Tourism Management (Polimanado). When the evaluation was being undertaken, only Logistics and

International Trade (Polibatam) has already operated while others were waiting approval from MoERT. The four polytechnics admitted that their D4 curricula have better quality than other curricula they have. The four UK higher educations and related industry involvement provided technical assistance in identifying core competencies, developing teaching modules and revisiting graduate profiles. Each UK college met regularly online with project team in each polytechnic to discuss in detail the D4 curriculum being developed, including its lesson plans. The effectiveness of these new curricula, however, remains unclear as most of them have not implemented yet.

T.1-14: Quality – Outcome and Intermediate Outcome

Outcome	Improved QUALITY of learning outcomes from HE/TVET provision in Indonesian public and private maritime sectors to support future employability
Intermediate outcome	Improved QUALITY of maritime education and training through strengthening governance of maritime skills development

To improve quality of maritime education and training in the four polytechnics, the SfP programme assisted and partly funded **digitalization of learning materials**. In Polibatam, for example, the programme initiated the development of four web-based logistics simulations, namely CEISA simulation, Container Loading Simulation (CLS), Warehouse Management System (WMS) and Transportation Management System (TMS). The existence of these web-based simulations is crucial when teaching and learning activities were conducted online during pandemic time.

The SfP Indonesia provided a 6-week English language training for some lecturers in the four polytechnics. Those participating in the training were selected trough a selection process and then those eligible joined the training which was conducted online by trainers from Marlins English. Based on FGDs with training participants, they appreciated the training and admitted their increasing capacity in English. However, **the impact of this general English course on quality of teaching and learning remains unclear**. According to British Council which is aware of the training, it is unrealistic to expect the trainees to practice fluent English in the class with such a short course. The English language intervention was originally programmed for a two-year period. However, the donor required that the funding allocation made in January 2022 should be entirely used and delivered by the following March. Such a donor requirement tightened room for the programme management to organize an effective intervention. In addition, expectation to speak fluently in English may

only be encourage if the polytechnics initiate international classes which are ideally attended by foreign students. English language is useful in maritime sector but when it comes to TVET, English for Special Purpose (ESP) may be sufficient.

The Programme supported a **series of guest lectures/meetings** held by UK college partners with each polytechnic. All the lectures were delivered online and in full English participated by students and teachers. Lectures have been designed to demonstrate new approaches to teaching with a particular focus on methodologies encouraging soft skills development. Based on FGDs with students participating in the courses, they appreciated the usefulness of the lectures as they informed students with updated issues and technology in their specific industry. The lecture activities also showed continuous improvement. For example, in the beginning of its series, the lecture presented various topics in one occasion; later every lecture discussed one specific topic only. In addition, in the beginning handouts were distributed electronically after the lecture but later, based on participants' feedback, the handouts were readily accessed before the lecture allowing better participants' preparedness. The biggest challenge was language. Students participating in the FGDs estimated that about 30-40 per cent of their mates might be not able to understand the lectures without translation/interpretation. This would be certainly reduced the effectiveness of the lectures.

The programme supported **competency certification for lecturers**. Lectures in the Logistics and International Trade study programme (Polibatam), for example, obtained competency certifications as Warehouse Supervisor, European Junior Logistician, Certified Logistics Improvement Program (CLIP), Freight Forwarding and Supply Chain Manager. Some participating polytechnics admitted that most of their lecturers have no or little relevant training background in the study programmes being developed. MoECRT has also identified this gap and highlighted the importance of advanced degrees/studies that can produce quality lecturers for vocational education at D4 or higher levels. To improve quality of maritime education and training, the polytechnics ideally employ lecturers who were educated and trained in the areas of the studies being introduced. Holding competency certificates for lecturers may only fill part of the gap.

TVET Relevance

There is strong evidence that the SfP Indonesia initiated and strengthened linkage between each polytechnic and relevant industry. The programme facilitated the **establishment of industry advisory boards** (IABs). The IABs involves in curriculum development and job profiles formulation. Experts from related industry provided inputs and recommendations based on their experiences, practices and

contemporary trends in the actual industry. For Polimanado and Polimarin, the formal existence of IAB in their TVET system is new.

T.1-15: Relevance – Outcome and Intermediate Outcome

Outcome	Improved RELEVANCE of HE/TVET to the skills set needed by maritime industry in areas key to Indonesian economic development
Intermediate outcome	Improved public/private sector partnerships in the development, management delivery and assessment of skills development in maritime sector

The SfP programme supported **student and lecturer internships** in relevant industry. While student internship in relevant industry is a norm in the polytechnic, the method applied is less clear. Among the four polytechnics, so far PPNS is the only one which undertakes lecturer internships. PPNS has consistently implemented project-based lecturer internships for some years but the programme enabled longer period of the internship. PPNS sent four lecturers to undertake a 60-day long internship in the four PPNS industrial partners, namely, PT PAL Indonesia, PT Adiluhung Saranasegara Indonesia, PT Galangan Kapal Madura (Gapura) and PT Samudra Sinar Abadi. During the internship program, the lecturers learnt about production, management, maintenance and fabrication of boats and ships by getting involved in the company's projects. Such a internship may be replicated in other polytechnics to strengthen skills development and industry relevance.

There is evidence that the SfP programme supported the development of an **integrated digital information system on internships and student competencies** database platforms. Polibatam is the most advanced in this digitalization. It developed database on student competencies that integrates subjects taken, projects undertaken, internships participated and other relevant academic or technical performance. This kind of information would facilitate potential employer to recruit specific students or graduates. In addition, Polibatam also developed database on internships that connects supply and demand. As potential employers or industry is given access to this integrated database, data security issue may be critical to apply.

When this evaluation was being undertaken, soft skills element in the programme is not yet implemented. Based on interviews with industry partners, they highlighted

the **importance and urgency to improve soft skills** in Indonesian TVET as general or in the four participating polytechnics in particular. Among others, the main soft skills needed to be incorporated within polytechnic graduates who will fill middle-level entry, are leadership, team work and communications.

Efficiency

As the Covid-19 pandemic set physical and social restrictions, the vast majority of the SfP Indonesia activities were delivered online, including guest lectures (provided by UK higher education partners) and trainings (English trainings for lecturers). The programme could also save travel costs and change in-person to online communications. **Online delivery could definitely reduce costs** and at the same time could reach larger audience, meaning contributing to efficiency. This efficiency, however, may be at the expense of effectiveness as some English training participants admitted that face-to-face trainings might be more effective for them.

T.1-16: Key Responsibilities of Each Team Member

Team Member	Implementing Partnership responsibilities	Cross cutting themes and key relationships
NPO1	Leading on relationship with Polimanado and University of Gloucestershire; Deputy for PPNS and University of Strathclyde	GESI, Local economic development, Ministry of Tourism and Creative Economy, KPI (Indonesian Seafarers Association)
NPO2	Leading on relationship with Polibatam and City of Glasgow College; Deputy for Polimarin and Solent University.	Soft Skills, Apprenticeships, Alumni / Tracer Studies, ALI (Indonesian Logistics Association), Ministry of Education Culture, Research and Technology
NPO3	Leading on relationship with Polimarin and Solent University; Also Leading on relationship with PPNS and Strathclyde University; Deputy for Polimanado and University of Gloucestershire	English language, Coordinating Ministry of Maritime Affairs and Investment, CIMA (Consortium of Indonesian Manning Agencies)
Administrative Assistant	Supporting all relationships (whilst new role to be recruited) Deputy for Polibatam and City of Glasgow College	Supporting and coordinating across all areas (whilst new role to be recruited)

The SfP Indonesia demonstrates **efficient use of human resources**. The SfP Indonesia Team consists of 7 staff: 1 CTA, 4 NPOs and 2 supporting staff. One of the NPOs and an administrative staff were vacant when the evaluation was being conducted. As Table T.20 shows, each NPO is basically assigned to each polytechnic partner and UK higher education partner but each of them is also responsible for handling crosscutting themes (GESI, LED, soft skills, English language) that are implemented in all polytechnics. In addition, each NPO is assigned to maintain relationships with particular key stakeholders from government, employer and trade union. The efficient use of human resources is also demonstrated by the four polytechnics which have been mobilizing their existing staff as project team. Despite being efficient, some polytechnic project teams (particularly Polimanado) complained about overloaded work which in turn delayed the submission of their regular reports.

The Chief Technical Adviser (CTA) is occupied to a **significant extent with administrative matters** relating to implementing donor procedures and responding to evolving budget scenarios compared to other donor-financed or co-financed programs implemented by the ILO. A large amount of time has been spent in communicating changes to partners, renegotiating agreements and submitting additional proposals to the donor, and presenting multiple scenarios. Requirement to meet, update or respond (mostly on operational things) to the donor almost every week, to great extent, had substantially reduced CTA's time and energy available for the strategic aspects of programme implementation. From this perspective, the programme is not as efficient as it could be. Frequency of reporting should match the typical workflow of technical cooperation projects where there are certain gestation, negotiation and implementation periods required for the completion of activities, be it the organization of a workshop, training, conference, expert input, etc—all of which are usually tailored to specific purposes and not available off the shelf.

The SfP Indonesia **utilized efficiently the available ILO's training resources**. The implementation of LED component in North Sulawesi took advantage from the available ILO's training modules, such as SYGB (Start Your Green Business), BUMDES, Financial Education, Homestay, and Product Development. There were some minor adjustments in the modules to fit the beneficiary context. In addition, GESI trainings took also advantage from another ILO project addressing gender issues.

Impact

It is too early to expect full impact of the programme in this mid-term period as the programme focused on developing TVET infrastructure during the period. There are

few early impacts, particularly from LED component. In addition to new business opportunities, mainly for women and young people in four coastal villages as well as increased revenues for them, Polimanado **started recruiting 5 students from the coastal villages** to study in the local polytechnic.

MoECRT has confirmed to launch a Diploma 2 (D2) Fast-track programme some time in 2022 or 2023. The SfP programme has supported this government priority agenda in which two polytechnic partners (Polibatam and PPNS) take part in this fast-track program. The D2 program would allow **disadvantaged group (SMK graduates) to continue their study** to higher education level in the two polytechnics which is in turn expected to open greater access to employment. This D2 students will take advantage from digital learning materials/simulations and digital student competencies database connecting student with relevant industry which was supported by the programme.

Sustainability

As the SfP Programme enjoys high relevance and coherence, there is indication of **strong ownership** of the programme amongst 4 participating polytechnics. The participating polytechnics recognize the programme contributions but also ensure that the program outputs/outcomes will be sustained using their internal and/or other external resources, particularly from MoECRT.

Both each polytechnic and its IAB have seen **mutual benefits** from their collaboration. Parallel with national strategy (industry involvement) to revitalize Indonesia's TVET, through SfP Programme the existence and involvement of IABs have been formally institutionalized in each education and training polytechnic system. There is a strong indication that IABs will continue to support the polytechnics after the program completion.

Investment in **digitalization of learning materials and student database** potentially contributes to programme sustainability. The SfP programme has supported the development of various learning simulations and the web-based students' competency and internship data that can be used by potential employers to future employment. This digitalization would give benefits not only to the existing students but also future ones.

Cross-Cutting Issues

Gender and social inclusion (GESI): When this evaluation was being undertaken, GESI component has just started to be implemented. The programme centrally organized training for trainers on gender and social inclusion that were participated by representatives from four polytechnics. The representatives from four polytechnics set action plan as follow-up of the training. The plan includes GESI campaign and trainings. Parallel with GESI component in the programme, the polytechnics have formed a taskforce on the prevention and handling of sexual harassment as implementation of Regulation of Minister of Education, Culture, Research and Technology No. 31/2021 on Prevention of Sexual Harassment in Higher Education. The programme initiated developing a Standard Operational Procedure for partner polytechnics to effectively manage violence and sexual harassment in TVETs. GESI in the polytechnics, however, tends to be an event-based approach (rather than mainstreaming across all teaching and learning activities). There was no clear GESI indicators in each polytechnic yet.

In addition to the polytechnic representatives, the training was also participated by labour unions, one of them is KPI (Kesatuan Pelaut Indonesia/Indonesia Seafarers Union). Female seafarers from KPI appreciated the training as it was the first time for them to learn how to handle sexual harassment in the workplace or ship that they unfortunately had experienced while working on cruise ships. They also mentioned that these gender issues were not included when they took a diploma degree in seafaring vocational schools. This real experience from KPI members sends an important message to the programme.

While the programme‘s intent to reduce barriers to entry for females in chosen areas of study is laudable, in the specific case of seafaring (one of the key occupation groups in the maritime sector) a more nuanced strategy is required which strikes a proper balance that actively and objectively informs about potential risks that exist for females working in closed male-dominated environments. A rights-based approach is insufficient in seafaring because vessels at sea are places where workers cannot escape from threats. Actively considering the do-no-harm principle during reduction of barriers to entry would go a long way in leading to outcomes that are safer for females who consider venturing into seafaring.

Ships are places workers cannot run away from. Even on cruise ships with large mixed crews, sexual harassment may happen as experienced by the KPI members. The risk will increase subtantially where females and more vulnerable male seafarers are stuck with an inappropriately managed crew (99 per cent male) that contains predatory or rogue elements, and where more vulnerable seafarers will typically lose conflicts. Seafarers, both females and males, may not even be able to escape to safety in foreign ports because immigration will usually not let them enter the country and authorities may simply return them to the ship.

International labour standard: There is little evidence of the inclusion of labour rights in the D4 curricula development in four polytechnics. Polimarin, for example, simply inserts seafarer rights in Maritime Law subject in which Maritime Labour Convention of 2006 is introduced. PKL (Perjanjian Kerja Laut/Sea Employment Agreement required by national regulation is also introduced in the subject. However, the current curricula for seafaring have not yet educated of practical things, such as what they can do when they are aboard a ship or in foreign ports to defend their rights and personal safety (not only to know that there is a law about this). In addition, the curricula have not yet included education on some of the associated risks (such as, sexual harassment or sexual violence). These aspects remain marginal in the current curricula development.

Tripartism: The SfP programme in Indonesia works mainly with employers (relevant industries) and government (particularly MoECRT while MoM—the ILO traditional partner—was minimal). The programme has tried to engage labour unions but their involvement remains minimal. For instance, KSBSI (Konfederasi Serikat Buruh Sejahtera Indonesia/Confederation of Indonesian Welfare Trade Unions) was involved as one of resource persons in LED trainings and KPI (Kesatuan Pelaut Indonesia/Indonesia Seafarers Union) was involved in GESI training as participant. As labour unions' involvement is minimal, tripartite-based social dialogue in this programme is less evident. Funding issue contributed to this limited union involvement as the programme let go some of the planned union involvement when funding stopped at the start of 2021, and this had not yet been reprogrammed at the time of the evaluation.

Covid-19 Impact

Covid-19 has **both negative and positive impacts** to the programme implementation. The pandemic restrictions have clearly delayed some activities. The vast majority of the planned activities as well as communications have been delivered online. Online delivery has limitations in effective participation. On the other side, the pandemic situation has also engendered positive impacts. PPNS, for instance, considers the pandemic and this programme intervention (technical and financial assistance) has played as a catalyst in their institution to accelerate digitalization of teaching and learning activities.

As the situation is getting better and Indonesia is preparing to transit from pandemic to endemic environment, offline deliveries may be reopened. The four polytechnics, however, would maintain a mixed online-offline delivery in teaching and learning activities. In this new normal situation, it is critical for the SfP programme to

continue supporting the acceleration of digitalized learning materials and student database.

ID-5. CONCLUSIONS

① Despite pandemic and budget constraints, there are some important progress and achievements of the programme. Among the three remaining pillars, the SfP Indonesia has demonstrated progress particularly on “Relevance“ and “Quality“ pillars which are closely interrelated. Equity pillar was partially effective, particularly in local economic development (LED) intervention but more work needs to be done in influencing national policy on TVET system reform related to “Equity” pillar that specifically intends to push better access and quality of maritime education provision to employment for marginalized groups.

② The intervention by-and-large has reached mainly ‘direct beneficiaries‘ while results on ‘ultimate beneficiaries‘ remain partial. This is primarily because the programme in the half of its period had focused on developing infrastructure of the new D4 programme studies. Delivering an English (as approved by the donor) for teachers during a single window of 6 weeks has extremely limited impact on teaching and learning activities. Impacts on ultimate beneficiaries, such as the employability of the students can be only measured—at the earliest—after 4 years, after their graduation. This means that the full impact of the SfP intervention is beyond the programme life.

③ Local Economic Development (LED) intervention in four coastal villages in North Sulawesi has, to some extent, shown some positive impacts in the forms of new business opportunities, increased business capacity and increased revenues for local communities, particularly women and youth. On the other hand, academia from Polimanado and Klabat Universities who provided trainings to local communities tend to consider their engagement in the LED simply as social or community service. Academia from Klabat University, however, also recognized the benefits of community service to their institution. Nevertheless, there is a weak link or synergy between skills development and local economic development in maritime tourism.

④ The SfP Indonesia has demonstrated its contribution to laying foundation to skills development in four participating polytechnics. GESI aspects has just introduced but the aspects seem being understood partially. While encouraging the greater access for women in maritime sector, the programme has no clear 'do-no-harm principle' for girls in seafaring which risks to female seafarers are uneasy to control. The evaluation also found little evidence regarding the inclusion of labour rights in the programme intervention.

⑤ There is factual evidence that MREL data is being collected regularly and systematically. However, the use of the data for monitoring, evaluation, and learning either by the programme or the programme partners remains minimal.

⑥ The programme shows efficient use of financial, human and the available ILO's training resources. However, the reporting and administration requirements of the donor (including frequency of regular reporting, changes to regular reporting templates and requests for ad-hoc information) and the requirement of close involvement and regular shadowing from the local embassy, have increased administration and coordination duties and reduced the potential efficiency of the SfP Indonesia.

⑦ The SfP Indonesia has strengthened unique resources and good practices in each participating polytechnic. PPNS, for example, is good in small size shipbuilding. In addition, the polytechnic has practiced not only student internship but also lecture internship in related industry. Polibatam applies consistently project-based learning as strategy to strengthen link-and-match between TVET system and industry relevance. Additionally, it has an advanced digital data system and educational materials. Polimarin implements work-based learning and home for Maritime English Center Test. Polimanado is good in eco(marine)-tourism and facilitates development of coastal communities. Cross learning between the polytechnics would develop an ecosystem of maritime education and training in Indonesia

ID-6. RECOMMENDATIONS

Following the conclusions, this section outlines some practical recommendations that can be considered to be done in the rest of the programme life. A Recommendation Matrix identifying the level of importance (high, medium, low) for each recommendation and the specific stakeholder(s) expected to execute it, is provided in Annex A5.

R1 – As the SfP Indonesia sets an outcome to support changes in national or provincial strategies, policies, and regulation to make maritime education and

training services appropriate for marginalized group, **deeper work on policy changes** ('Equity' pillar) need to be intensified in the rest of the programme life. The programme may realize this policy change through supporting the implementation of Presidential Regulation No. 68/2022 concerning Revitalization of Vocational Education and Training that was just issued in April 2022. The programme may contribute to the production of some technical guidance of the regulation. In addition to MoECRT, CMoEA and CMoMI, the programme may consider to work strategically with Coordinating Ministry of Human Development and Cultural Affairs (CMoHDCA) as chair of National Coordination Team for Revitalization of Vocational Education and Training.

R2 – While the full impact of the SfP Indonesia to the 'ultimate beneficiaries' might be hard to achieve by the end of the programme period, "Quality" pillar may be the most important aspect to strengthen in the rest of the programme life. The programme could focus the available resources on **improving quality of learning outcomes** in the four polytechnics to support students' future employability by providing more supports to lecturers. The supports—in collaboration with UK higher education partners—may include further technical assistance in teaching methods (including effective online teaching) and strengthen methodology and content of project-based learning (PBL). As far as possible, the planned polytechnic visits to each UK college partner can be realized to allow first-hand experience for selected lecturers to increase their capability in quality learning and teaching. General English education should not be part of the programme. The English course should only be in English for Special Purpose (ESP) and teach students specific things, such as how to speak about the different parts of a ship, how to read operating manuals for equipment, and so on. As such, the new skills developed in this programme can be easily measured.

R3 – The programme intervention on LED in four coastal villages in North Sulawesi has, to some extent, made difference to the local communities, particularly women and youth. On the other hand, academia from Polimanado and Klabat University tend to consider their engagement in the LED simply as social or community service. Within skills development context, it should be a **stronger link or synergy between LED and skills development**, for instance, by also considering the coastal villages as 'living laboratory' both for lecturers and students. In addition, Polimanado and Klabat University could open more access or recruit disadvantaged youth from coastal communities.

R4 – TVET training should normally also include basic information on labour rights and social security. As ILO's core competencies are on international labour standard, the programme may assist the polytechnics to **incorporate labour rights and social security** issues in the curriculum and other related learning aspects. Labour unions

can be more systematically engaged to strengthen this particular area. In addition, 'do-no-harm principle' should be applied in GESI for seafaring, meaning that the donor and the ILO (in the interest of creating jobs for women) should actively inform not only on rights but also on potential risks of work in the closed male-dominated communities in seafaring because this specific sector is not easily controlled.

R5 – As specific data has been collected regularly in the four polytechnics, the programme should optimally **make use of MREL data** to measure the impacts of the programme. In addition, the polytechnic partners could use the specific data to set their parameter on gender and social inclusion. Any specific student data shared with third party (potential employers) should be protected properly by the polytechnic management.

R6 – Without denying the general right to information of the donor (in order to increase both the effectiveness and the efficiency of the programme), the donor should consider **reducing reporting on administrative matters** and allow more space for the programme country team to focus on strategic matters of the programme implementation that in turn can increase its effectiveness. In the remaining time strategic level updates may be reported on a monthly or bimonthly basis.

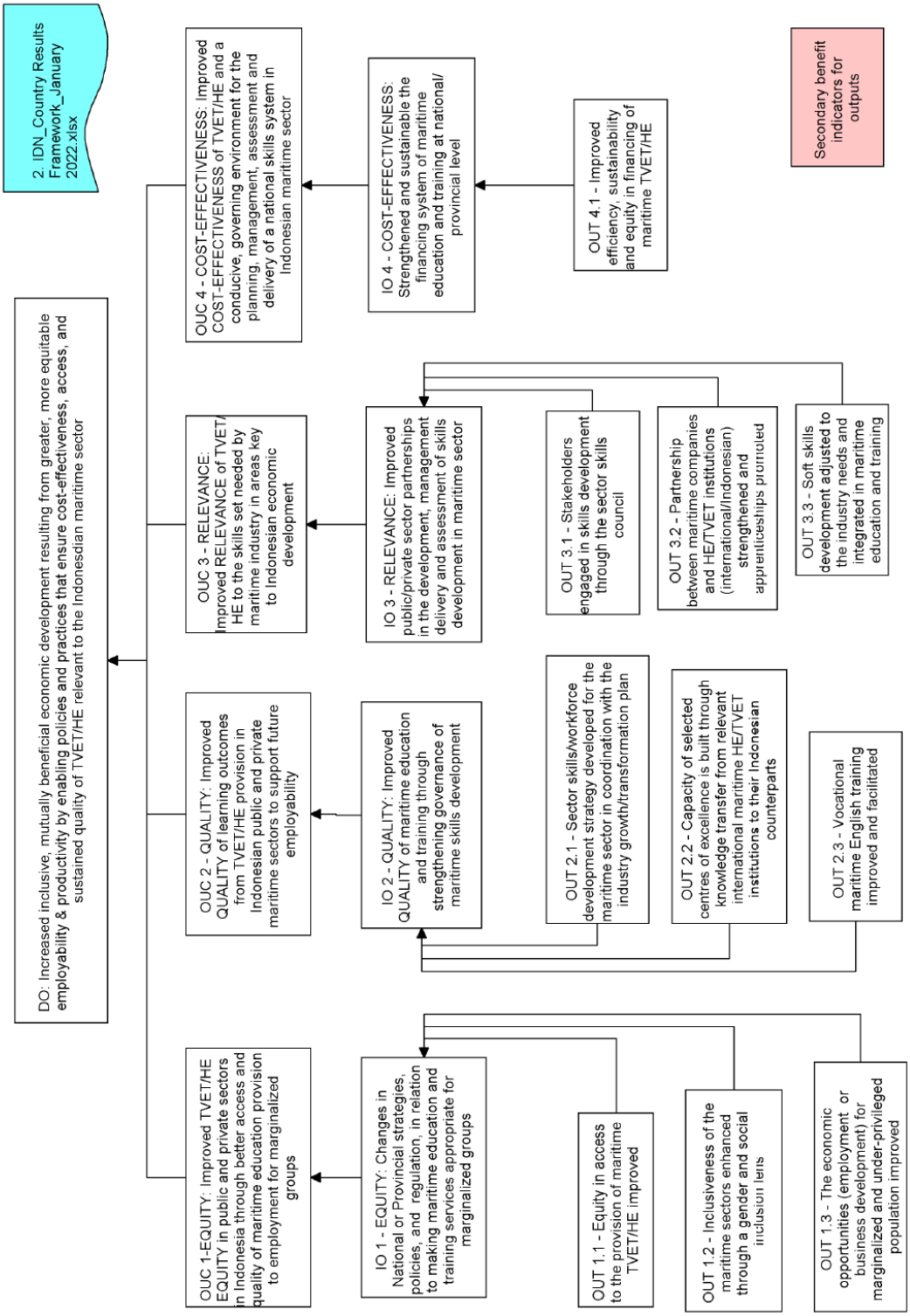
R7 – Facilitated by SfP Programme, the four polytechnic partners can initiate **cross-learning on good practices** among them to take advantage from their peer's unique resources to strengthen skills development in each polythechnic. Connecting resources amongst the 4 polytechnics can build maritime education ecosystem. For instance, Polimanado which focuses on marine tourism and LED in coastal villages can take advantage from shipbuilding skills owned by PPNS. Polimarin can utilize its Maritime English Test Center to PPNS and Polibatam. Polibatam can share its PBL and digitalization and integration of data system with others. This may serve as part of the programme's exit strategy.

ANNEX INDONESIA

ID-A.01 Itinerary of field and site visits

Date	Itinerary	Accomodation at
2022-03-07	Base (Jakarta), travel to Manado (North Sulawesi) Visiting Tiwoho and Budo Villages	Manado
2022-03-08	Visiting Likupang (Unklab), Marinsow and Pulisan Villages	Manado
2022-03-09	Visiting Polimanado	Manado
2022-03-10	Manado, travel to Base	Jakarta
2022-03-13	Base (Jakarta), travel to Semarang (Central Java)	Semarang
2022-03-14	Visiting Polimarin	Semarang
2022-03-15	Visiting Polimarin	Semarang
2022-03-16	Semarang, travel to Surabaya (East Java)	Surabaya
2022-03-17	Visiting PPNS	Surabaya
2022-03-18	Visiting PPNS	Surabaya
2022-03-19	Surabaya, travel to Base	Jakarta
2022-03-21	Base (Jakarta), travel to Batam (Riau Islands) Visiting Polibatam	Batam
2022-03-22	Visiting Polibatam	Batam
2022-03-23	Batam, travel to Base	Jakarta

ID-A.02 Indonesia Result Tree Framework



ID-A.03 Recommendation Matrix

Recommendation Matrix

Stakeholder	Level of Importance		
	High	Medium	Low
Donor	R2, R6		
Project Management (ILO)	R1, R2, R3, R4, R5, R6	R7	
Polytechnics	R2, R3, R4, R5, R7		

A.V1-3 Malaysia Component Evaluation Report

MALAYSIA COMPONENT REPORT

[ABBREVIATED VERSION FOR OVERALL REPORT ANNEX]

FINAL

Independent Mid-Term Evaluation

The UK Prosperity Fund Skills Programme for Southeast Asia (the SfP-SEA Programme)

October 2019 – March 2023 (42 months)

RAS/20/52/GBR

2022-06-03

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MY-1 EXECUTIVE SUMMARY OF COUNTRY COMPONENT REPORT

Programme background

The Skills for Prosperity in South-East Asia Programme (SfP-SEA) Malaysia component is a 42-month programme implemented by the ILO and funded by the UK's Foreign, Commonwealth and Development Office (FCDO). 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 development objective is to increase inclusive, mutually beneficial economic development resulting from greater, more equitable employability & productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE relevant to Malaysian national economy. The focus of the Malaysia component is to assist the implementation of key areas of TVET/Skills reform identified by the Malaysian government through pilot projects supported by technical inputs of international experts and trainers. To achieve this, the programme works with government agencies, employers' organisations, trade unions, educational institutions and other partners to facilitate review and reform of Malaysia's skills development and TVET system strategies and policies.

Evaluation background and methodology

The purpose of this independent midterm evaluation (MTE) conducted by an external evaluation team was to determine progress towards the achievement of programme outcomes and, if necessary or useful, identify course corrections that may be required for optimal progress over the remaining implementation period. The evaluation examined the progress of the programme using the standard Organization for Economic Co-operation and Development – Development Assistance Committee (OECD-DAC) criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact as well as cross-cuttings issues involving gender, tripartism and Covid 19. The methodology used in this MTE is a multiple methods approach that include stakeholder analysis, desk review of relevant documents, interview, and data analysis (quantitative and qualitative) as well as validation through cross checks and triangulation of sources.

The evaluation covered food processing and construction sectors in the state of Kedah (food processing and construction industries) and Sabah (food-processing industry) as well as technical assistance at federal level in Kuala Lumpur. The beneficiaries identified in this program include government institutions, Technical Vocational Education and Training (TVET) and Skills institutions, youth and other vulnerable groups in pilot area, employers and workers' organizations. The main

users of this independent evaluation will include the ILO management at both the country, regional and headquarters level, the ILO's tripartite constituents, the partners and donor of the programme.

Findings

Relevance: The evaluation found the programme to be moderately relevant to stakeholders needs, policies and priorities, as well as moderately strong in responding to context while the assumptions of the programme design are overtly optimistic to reach the programme's outcomes.

Coherence: The evaluation found Skills for Prosperity Malaysia (SfP-MALAYSIA) to have strong synergies and interlinkages with other interventions in the system while at the same time being incongruent with Malaysian government policies in Gender Equality and Social Inclusion (GESI), particularly in the area of gender equality.

Effectiveness: The evaluation found the programme is documenting good progress towards achieving 'output level results' with the implementation of two-thirds of its activities. Normally, this would lead to the conclusion that indicators were probably not calibrated for appropriate stretch (hung too low). The picture is unclear, however, because most output indicators, technically speaking, are input indicators which do not reflect the output proper and are at a lower level. Activities implemented cannot be equated with output achieved. Effectiveness of management arrangements currently are not at a level that can sustain the programme. The programme's effectiveness in improving equality in access to TVET/Skills development and quality of TVET/Skills in construction and food-processing are not apparent. Industry and government involvement is not at decision-makers level yet, and stakeholder engagement is partially effective. Monitoring, reporting, evaluation and learning (MREL) and risk management are not being effectively made use of to achieve or improve programme results.

Efficiency: The evaluation found the programme has adequate economic efficiency and timeliness in programme delivery but less adequate operational efficiency.

Sustainability: At the time of MTE, the sustainability of SfP in Malaysia is not yet visible. Sustainability of SfP programme results depend on a number of factors, including ownership, institutional infrastructure (sustainable co-ordination body, that includes strong tripartite involvement), strategies for continuity, change in collective mindsets among employers and funding.

Impact: At mid-term, the evaluation found no visible impact as outputs and intermediate outcomes have not been reached yet.

Cross cutting: At midterm, the evaluation cannot yet establish effectiveness in the three cross-cutting areas of gender, vulnerable people group (B40, PWD), and tripartite collaboration.

Covid 19: Covid-19 has reduced programme effectiveness by delaying implementation and impacting stakeholder engagement.

Conclusions

The SfP-MALAYSIA programme is viewed positively by a wide range of stakeholders, and has carried out numerous activities as well as established some formal and informal partnerships, but progress towards outcomes seems to be hampered by a focus on implementation of discrete activities in lieu of a strategic focus on achieving high-level goals.

Recommendations

1. Consider improving alignment of SfP language use and approach on industry-led skills/TVET with Malaysia's system to leverage on the existing Malaysian structure (National TVET Council, Government-Industry TVET Council [GITC]).
2. Consider providing sustenance support to the bottom 40 per cent income aka poor (B40) group in the second half of the programme.
3. Link programme activities to 12 Malaysia Plan (MP); design interventions capitalising on existing knowledge, capacities, resources of partners/beneficiaries. Consider culturally responsive approach.
4. Align GESI approach to the Malaysian reality. Consider targeting real issues identified in the evaluation for maximising success in gender equality.
5. Test all assumptions, and if they do not hold true, redesign activities, outputs, and outcomes accordingly.
6. Ensure logical fit (horizontal logic) for indicators. Replace inadequate indicators with more specific-to-target and reliable ones.
7. Develop a detailed sustainability plan that includes financial, academic, institutional, technical support provided by the programme. This plan should outline specific steps to be taken during implementation to ensure sustainability and describe steps that various partners should take to ensure continuity of the programme results.
8. Build programme team capacity on MREL , Theory of Change (ToC) and logframe approach.

9. Reduce feedback time to implementing partners.

10. Abstain from the skills-based wage system pilot. Adjust apprenticeship pilot to account for less industry capability to support apprenticeship placement.

Lessons and good practices

The following lessons and good practices which may have applicability in other similar programming contexts were identified during this evaluation.

Lessons

- A clear commitment from key implementing partners needs to be checked not only during the preparation process of a country but also should be regularly reconfirmed to enable swift response when variations or fluctuations in commitment are observed.

- For a programme to promote gender equality in an effective, substantive, and sustainable manner – as SfP-MALAYSIA aims to do – there is a need to conduct a neutral deeper analysis to truly understand gender inequality issues in Malaysia. Additionally, recognition that decisions about what aspects of culture and tradition to protect are not for outsiders to make. A more respectful approach is to consult with women and equality advocates to learn how they are defining issues and what they see as potential ways forward. Further, in order to begin addressing root causes of inequality and discriminatory gender norms it is also necessary to engage the men, as gender relationships always concern both major sexes. Particularly, it is important to understand that disparity for or against one gender does not automatically result in adverse impact on the other. Policymaking is not a zero-sum game in which you have to choose between caring for one group or the other.[31] Rather, in the quest to promote gender equality, understanding and eradicating differences in opportunity where gender disparity is found takes precedence. Importantly, sensitivity to culture and reality on the ground must be accounted for when dealing with gender equality issues. It is necessary to recognise that any society includes different views and interests on gender relations. The assumption that cultural values are static ignores the process of conflict and change under way in any culture. It also disregards the efforts of women (and men) in that society who are questioning cultural values and working toward equality.

[31] Weale (2016). UK's University Gender Gap is a National Scandal, Says Think Tank, The Guardian.

Good practices

- Despite identified challenges in integrating ILO and British High Commission roles and contributions under the specific overarching structure of the global SfP programme, individual programme personnel of SfP MALAYSIA sought to maintain good relationships and take advantage of opportunities to share information or support each other's work. These informal efforts by personnel may be recognized as a good practice that should be encouraged in similar jointly managed programmes.

MY-2 MALAYSIA COMPONENT BACKGROUND

Malaysia is well-known to be a multi-ethnic, multi-cultural and multi-lingual society with a population of roughly 32.4 million inhabitants (as of July 2018). Its citizens comprise of a melting pot of ethnic groups namely, Malay, Chinese, Indian and indigenous people. Malays make up the majority of the population at 69%, followed by Chinese at 23%, Indians at 7% and other indigenous peoples at 1%.[32] The Malaysian constitution guarantees freedom of religion while Islam is the largest and official religion.[33] Approximately 60% of the population practices Islam, 19% practices Buddhism, while the rest practices Christianity, Hinduism, and Confucianism. The official language of Malaysia is Bahasa Malaysia. However English, as well as Chinese dialects and Indian languages, are widely spoken due to the multicultural makeup.

The former British colony gained its independence in 1957 and is now a parliamentary democracy with a constitutional monarchy. On 16 September 1963, the federation was enlarged by the accession of Singapore, Sabah (formerly British North Borneo) and Sarawak. The name "Malaysia" was adopted from that date. Singapore left the federation on 9 August 1965. Malaysia is a federation of 13 states and three federal territories. Kuala Lumpur is the largest city and national capital of Malaysia, while Putrajaya is the country's administrative capital.

An upper middle-income country, Malaysia has transformed itself since the 1970s from a raw materials producer into an emerging multi-sector economy, spurred on by high technology, knowledge-based, capital-intensive, and nature export-driven industries. Malaysia has garnered nearly half a century of rapid and inclusive

[32] Department of Statistic Malaysia (2018)
[33] Constitution of Malaysia (2009)

economic growth, with real Gross Domestic Product (GDP) expanding by 6.4% per annum on average since 1970. Malaysia is open and competitive, with strong links to global value chains, particularly in manufacturing electronic goods, machine equipment, medical goods and many more. In 2020, Malaysia's GDP (in current USD) ranked 37 out of 193 countries.[34] Malaysia is estimated to grow at a 4.7% average between 2019 and 2023. However, COVID-19 has had devastating impacts on the Malaysian economy when the economy contracted by 17.1% year-on-year in second quarter of 2020. This decline has been the steepest since 1998 following the Asian Financial Crisis. The recovery of the Malaysian economy to pre-crisis levels of GDP is forecasted to be slow.[35] The COVID-19 crisis has also adversely affected the Malaysian labour market and workers, further deepening inequalities in the economy and society.

Programme objectives, context, and intervention logic

In light of considerable national efforts and dialogue in reforming the TVET/skills system since the 9th Malaysia Plan, the focus of the Malaysia component of the programme is to assist the implementation of key areas of reform recommendations identified by the Malaysian government. The main strategy for such assistance is through pilot projects supported by technical inputs of international experts and trainers. The pilot projects, according to the programme strategy, will be implemented with close monitoring and evaluation, overseen by inter-ministerial committees/working groups, so that the outcome of the pilots inform and facilitate the reform at the broader national level through possible expansion and adoption (institutionalization).

The existing analyses on the TVET system in Malaysia highlight a combination of issues that are deemed to be holding back the national capacity to improve learning outcomes and quality of training. These include: weak coordination and fragmentation of the system with multiple policies; regulations and standards governed by different ministries and agencies; varying quality of training providers; inefficiency in training delivery; increased high skills demands of the economy; and mismatch between TVET/Skills programme delivery and industry skills needs due to limited industry involvement in TVET, as well as limited alignment between TVET/Skills programme delivery and national economic and social development plans. There is a growing concern for the existing TVET system's preparedness in meeting the needs of the future of work.

Please see Annex A.12 for the SfP-MALAYSIA intervention logic.

[34] International Monetary Fund (2019)

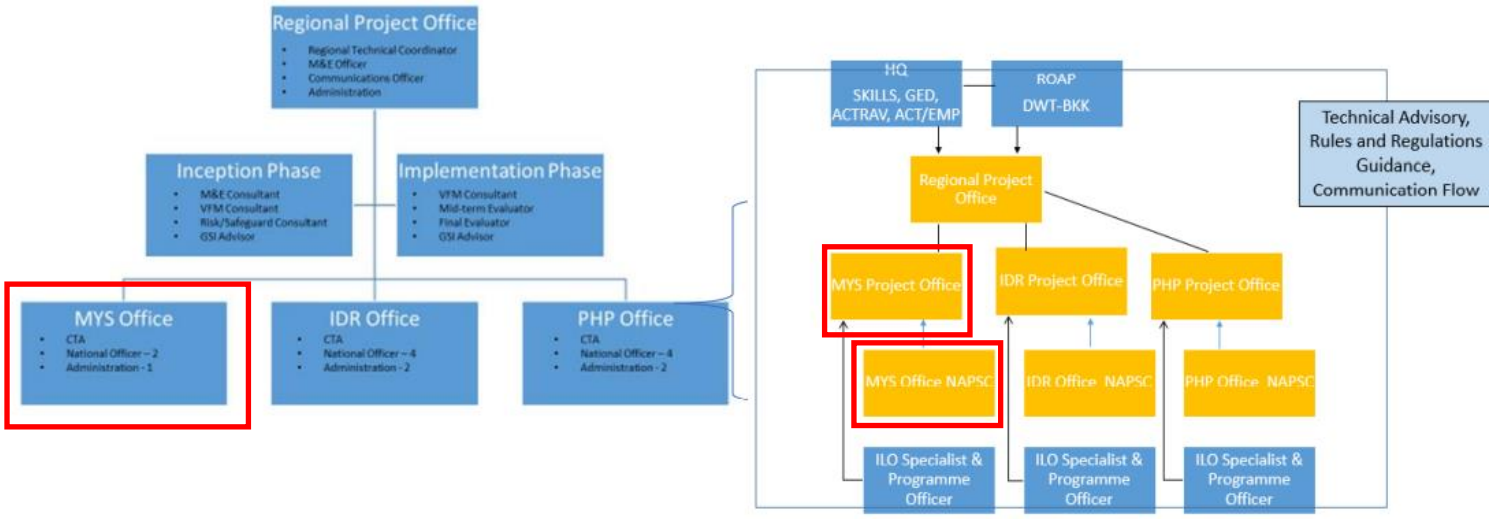
[35] Cheng (2020)

In terms of Gender and Social Inclusion (GSI), Malaysia's relatively poor score in the Gender Gap Index indicates substantial challenges for gender parity. While performance on measures of gender parity in education and health were generally strong, gender parity score for economic participation and political empowerment were low. Labour force participation remains low (52% for women, compared to 81% for men), and women are poorly represented amongst legislators, senior officials, and managers.

The SfP-MALAYSIA programme operates at both national and sub-national levels with a focus on Kedah and Sabah to address the rural and urban disparity. A combination of programme activities at the sub-national level across the four pillars (equity, quality, relevance and cost-effectiveness) aims to strengthen the local TVET ecosystem and the capacity of institutions to be better aligned with and support local economic development plans and advance gender equity and inclusion agenda at the state level. The SfP-MALAYSIA programme is compliant with the UK Gender Act and is in line with the Prosperity Fund GSI Framework.

Organisational arrangements for programme implementation

F.1-17: Project Organization Structure



Overall ILO specific responsibility for the project is under 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). Overall technical backstopping is being 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 Skills and Employability Department in Geneva is closely involved in relation to specific areas of expertise available at HQ level. A notable difference between

Malaysia and the other two countries (Indonesia and Philippines) lies in the fact that ILO is a non-resident agency without a country office in Malaysia; but a joint project office is in Kuala Lumpur. Description of the respective team structures is provided below and reference Figure F.21 on the project organizational structure.

- ROAP / DWT-Bangkok: Regional Technical Coordinator, M&E Officer, National Officer, Administrative support staff.
- ILO Project Office in Malaysia: Country Level Chief Technical Advisor, National Officers (2 positions), Administrative support staff.

Roles and contributions

International Labour Organization (ILO)

The ILO has a long involvement with the TVET systems in Southeast Asia, including the development and promotion of Regional Model Competency Standards, work to facilitate government-government and regional industry collaboration on skills development systems, policies, and programming.

The ILO's Skills and Employability Team promotes relevant and quality skills development for all to enhance employability and access to decent jobs, productivity and innovative potential of enterprises, and diversification and transformation of economies. The team includes work areas on skills policies and systems, skills for future labour markets, apprenticeship and work-based learning, and skills for social inclusion. A team of skills specialists based in regional and sub-regional ILO offices serves governments, workers and employers at country level providing support to strengthen skills systems, forging partnerships between industry and training institutions, building inclusive skills systems, and fostering social dialogue for effective skills governance.

Through its International Training Centre in Turin, the ILO provides capacity building programmes for government officials, training experts, representatives of employers and workers' organizations, civil society, and development practitioners on all these areas of work. Training programmes are also delivered outside of Turin at regional or at country-level, tailored to the particular context. The ILO also hosts the Skills for Employment Knowledge Sharing Platform www.skillsforemployment.org with key publications and updates on the world of skills development. The SfP-MALAYSIA programme collaborates closely with the Global Britain Education and Skills Hub. Further, the SfP-MALAYSIA programme contributes to Malaysia Decent Work Country Programme 2019-2025.

Beneficiaries identified

Beneficiary	Benefits
Government institutions	Improved governance skills development system.
TVET, skills and training institutions	Improved competency-based curricula and capacity building activities.
Youth and other vulnerable groups in pilot area	Improved training curriculum programme resulting in better access to decent work and higher-paying jobs for graduates/trainees.
Employers	At institutional level, enhanced capacity to engage in the governance of skills systems and provide services and support to members – at national, provincial, and sectoral level. At enterprise level, benefit from improved labour productivity and efficiencies in recruitment of skilled workers.
Workers' organizations	Up-skilling training of workers, and advocacy on future skill needs and just transition. Workers will be more equipped to advance their careers and negotiate for higher wages.

Stakeholders identified

The main national stakeholders listed below collaborate/will be collaborating with the Programme.

Stakeholder	Interest	Role
Ministry of Human Resources (MoHR)	Development of skilled workforce and job placement; development of HR blueprint.	The ministry is in charge of labour issues including skills development (including Skills Development Centres in Kedah and Sabah; sub-national projects) and occupational safety and health.
Ministry of Higher Education (MoHE)	Development of skilled workforce that meet industry need and demand.	The ministry is in charge of higher education, inclusive of TVET training institutions (polytechnics).
Ministry of Rural Development (MoRD)	Development of skills for communities in rural areas, revolving around entrepreneurship and training.	The ministry in charge of rural development, including improving socio-economic status of rural communities, development of infrastructure, and information and communication technology (ICT).
Ministry of Agriculture and Agro-based Industries (MAAI)	Development of skills in agriculture and fisheries, particularly in rural areas.	In the context of skills: provides training for agriculture, fisheries, and agro entrepreneurship.
Ministry of Youth and Sports (MoYS)	Youth employment, skills development and other youth-related issues.	In the context of skills: provides training and apprenticeships for unemployed youths, unemployed TVET graduates and at-risk youths.
Ministry of Works (MoW)	Upskilling of workforce in construction industry.	Ministry in charge of the Construction Industry Development Board (CIDB).
Economic Planning Unit (EPU; Prime Minister's Department)	Development of HR blueprint.	The ministry in in charge of the development of the 12th Malaysian Plan.
Ministry of Trade and Industry (MITI)	Involved in the identification of the critical occupation list and skills demand.	Facilitating industry upgrading and transformation.
Talent Corporation (Talent Corp)	Development of skilled workforce and job placement.	Agency under the purview of the Ministry of Human Resources, to formulate and facilitate initiatives to address the availability of talent to the private sector.

Stakeholder	Interest	Role
Human Resources Development Corporation (HRD Corp)	Development of skilled workforce through financing employees skills training.	Agency under the purview of the Ministry of Human Resources Malaysia, managing funds for human capital development.
Malaysian Trades Union Congress (MTUC)	Promote workers' interests.	Protect workers' rights, safety and health, and promote workers' welfare.
Malaysian Employers Federation (MEF)	Secure skilled workers.	Protect interest of companies while building their capacity to collaborate with workers and ensure industrial peace. Participation in the regulatory, quality assurance bodies, as well as coordinating bodies at the national, sectoral and/or local levels, and providing services and support to members.

Programme implementation

To date, the programme in Malaysia has launched its initiative in Kedah under Kedah Industrial Skills and Management Development Centre (KISMEC) in March 2021 and in Sabah under Sabah Skills and Technology Centre (SSTC) in October 2021. In addition, the University Malaya-STEM-ILO-UK initiative was launched in August 2021. The programme has also conducted several online courses, seminar, webinar that have benefitted about 235 participants from various government ministries, agencies, industry players and workers unions. Further, the programme has completed two sectoral analyses (construction and food processing) that are used to guide implementation on the ground.

MY-3 MAIN FINDINGS FOR THE MALAYSIA COMPONENT

Relevance and Validity of Design

The evaluation examined the extent to which SfP respond to needs, policies and priorities of different stakeholders, whether the programme is being sensitive and responsive to context (economic, environmental, equity, social, cultural, political and capacity considerations) and the validity of the programme design.

The evaluation found the programme to be moderately relevant to stakeholders' needs, policies and priorities, as well as moderately strong in responding to context while the assumptions of the programme design are overtly optimistic to reach the programme's outcomes.

ILO, FCDO, Global

The programme remains relevant to ILO, FCDO and global priorities. Specifically, the programme contributes to ILO Programme and Budget (P&B, 2018-2019) outcome 1 of more and better jobs for inclusive growth and improved youth employment prospects as well as outcome 10 of strong representative employers and workers' organisations. The programme contributes to ILO Malaysia Decent Work Country Programme (DWCP, 2019-2025) through its future of work country priority component. It also meets the priorities of FCDO because it has been developed in accordance with the Global UK Skills for Prosperity Programme. At the global level, this programme contributes to the achievement of the Sustainable Development Goal (SDG) 8 "promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all." as well as SDG4 "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all."

Country/National Institutional

The programme's objective of increasing national capacity to achieve sustained and inclusive growth through the enhancement of skills development and TVET system remains relevant to overall national goal of improving the TVET ecosystem in Malaysia. The most significant change in Malaysia at the national level has been the shift from Malaysia Plan (MP) 11 (2016-2020) to MP12 (2021-2025) during the implementation of the SfP programme (June 2020 – March 2023). This shift also shifted the specific strategies of the TVET transformation initiative as seen in Figure F.22 below:

T.1-18: Comparison of Specific Strategies of 11MP and 12MP

Specific strategies of 11MP	Specific strategies of 12MP
Transforming TVET to meet industry demand by strengthening the governance of TVET for better management, through streamlining of the national qualification network, and harmonizing various rating systems across both public and private TVET institutions. Enhancing the quality of programmes to improve graduate employability, by enabling industries to lead curriculum development, enhancing cost efficiency, and increasing enrolment. Rebranding TVET to increase its attractiveness, by promoting TVET as an attractive career choice.	Improving the the attractiveness and the quality of delivery and training of TVET will be enhanced through improvements in accreditation, recognition and certification. A ranking system for TVET institutions will also be introduced whereby the allocation of funds will be based on a number of components including employability, wage levels of graduates, industrial engagement, and the implementation of social initiatives in the rural areas.

The focus of the TVET reform in the 12MP is on improving TVET image and quality through enhancement in accreditation, recognition, and certification. Further, TVET institutions are now the main driver of the various reform strategies such as improving industry engagement, graduate employability, and wage levels. The performance of this consolidated approach is incentivized via a ranking system that is tied to fund allocation (pay by performance). Feedback from the programme, indicates that the planned performance related funding approach is not in full unison with ILO , which may reduce relevance of the programme to the national partners. From a technical perspective, an exclusively performance related funding approach may not be a panacea to reduce inefficiencies in TVET programme delivery. Therefore, depending on the shape of the desired mechanism and the political importance of the performance element, the program may need to verify to which extent it can meaningfully align with the Malaysian strategy. Usually, providing technical inputs to improve the mechanism would be the most productive form of securing alignment. Nonetheless, the SfP approach of local TVET network driven by the TVET institutes is compatible with the strategy of industrial engagement mentioned in the 12MP; hence, increasing relevance of the programme.

The Sector Skills Council (SSC) strategy proposed by the SfP programme (as reiterated throughout its diverse documents) may not be addressing the needs of the Malaysia system that focuses on a government-industry model, in which the National TVET Council is the leading body to improve coordination of the TVET ecosystem.[36]This body operates at three different levels, in which National TVET Council (NTC) chaired by the Prime Minister is at the highest level, followed by MTVET Executive Committee that is co-chaired by MoHE and MoHR. Finally at the operational level, there is the TVET Focus Group chaired by MoHE as Secretary General (SC). Industry, academia, government ministries and agencies are members of the TVET Focus Group, and they work together to drive reform in the TVET ecosystem. This government-Industry strategy is different from a SSC strategy that puts industry at the forefront driving the TVET reform. Specifically, the SSC model from the United Kingdom is considered to be an independent, employer-led organisation.

This MTE found that the programme is aware of this potential incongruency with existing structures as it has included in the Relevance pillar immediate outcome 3.1 the assumptions of 'industries willing to participate in SSC structure...; SSCs valued by industries and TVET authorities to lead and coordinate the sectoral skills development plan...; continuous industry consultations and engagement with TVET authorities by taking into consideration of similar SSCs institutional arrangement

[36] Malay mail (2019)

such HRDF's Sectoral Skills Training Committee, DSD's Industry Lead Body and MEF / FMM's Committee set up to improve resource optimisation and avoid conflicts or redundancy.' However, instead of adapting programme communication and design accordingly, the programme continues to refer to SSCs.

State/Subnational

Differing perspectives on the appropriateness of the selected sectors (construction and food processing) in meeting the economic development needs at state level exist, indicating lower relevance at the subnational (state) level.

First, the two sectors selected do not reflect priorities selected in Shared Prosperity 2030, Kedah Strategic Plan 2019-2035, Northern Corridor Economic Region (Kedah), but food processing being linked to agriculture and manufacturing is aligned with Sabah Maju Jaya (SMJ) Development Plan 2021-2025 as can be seen in Figure F.23 below.

T.1-19: Economic sectors priorities of Kedah and Sabah

Shared Prosperity 2030	Kedah Strategic Plan 2019-2035 Northern Corridor Economic Region (Kedah)	SMJ Development Plan 2021-2025
Kedah: Borders & Logistic Economy; Ecotourism and Heritage Tourism; Modern Agriculture and Livestock; Aerospace Industry. Sabah: Island Tourism; Borders Economy; Downstream Petroleum Processing; Commodity Economy and Downstream Products; Commodity Economy and Aquaculture; Fisheries and Aquaculture.	Services (logistics & border economy activities); Manufacturing (aerospace, rubber products, bio polymer, high value manufacturing); Agriculture (paddy & organic paddy, hemp, special agro economic zone); Mining and Quarrying (sustainable mining & downstream activities); Tourism (archeo tourism, geo tourism, ecotourism).	Agriculture (crops, livestock, fisheries, aquaculture); Manufacturing (heavy & light industrial, solar glass); Tourism.

Second, the programme provided evidence of sector selection at the national level,[37] but no evidence was provided for the state level, indicating programme did not properly distinguish between national and state level.

Third, relevance of construction and food processing sectors in Sabah and Kedah cannot be influenced by GDP alone but needs to consider the overall employment opportunities and growth for the two sectors in these two states. It is important to note that skills for prosperity is essentially skills for employment. Therefore, the focus on potential employment growth is crucial to establish relevance of programme to the states.

The Industrial Sectoral Situational Analyses (ISSA) for SfP-MALAYSIA found potential future growth for construction in Kedah as a result of 20 Village Development Centre

[37] see Annex A.8

in Kedah as well as 19 initiatives of Kedah Strategic Development Plan 2035 that will create more employment opportunity for civil engineering and constructions of building subsectors. However, such opportunity for growth in construction is dwarfed by the issues and challenges in Kedah construction industry, namely heavy reliance on foreign workers, lack of technical skills and lack of finance assistance, and the effect of Covid-19. Most importantly, the ISSA found that younger skilled workers prefer to work outside of Kedah for better career prospects,[38] which further reduces the relevance of the SfP programme for Kedah.

Further, the ISSA has identified construction as a non-growing sector for the state economic development in Kedah. Specifically, the construction sector contributes about 2 per cent to the state total GDP which is insignificant compared to the services sector which accounted for 57 per cent of the state's GDP, followed by manufacturing with 29 per cent. Between 2016 and 2019, the GDP of the construction sector has increased by a Compound Annual Growth Rate (CAGR) of 6.0 per cent (Figure F.24). As Kedah economic development policy is concentrating on manufacturing and services, the construction industry is not the key development focus of the state government as driver of growth. The labour productivity of the construction sector was MYR 43,592 value-added per worker in 2017, which was 80 per cent of the construction sector's productivity at national level (MYR 54,605 value-added per worker), indicating there is room for improvement but this may be difficult due to lacking economy of scale as compared to more developed states.[39]

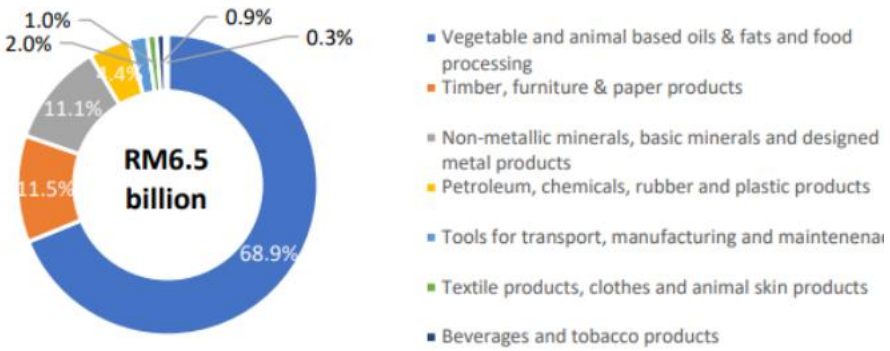
F.1-20: GDP contribution of construction sector in Kedah, 2015 – 2019

Source: Department of Statistics, Malaysia (DOSM)

As for food processing sector, the ISSA indicated that the manufacturing sector in Sabah recorded total gross output of MYR 6.5 billion in 2019 which translated into 7.6 per cent GDP contribution to the Sabah's economy (Figure F.25). The manufacturing industry was dominated by food processing subsector at 68.9 per cent.[40]

[38] p.135 of ISSA
[39] p.129 of ISSA
[40] p.77 of ISSA

F.1-21: GDP contribution of manufacturing sector in Sabah, 2019



Source: Department of Statistics, Malaysia (DOSM)

Although the food processing sector contributes a 7.6 per cent GDP to Sabah, stakeholders in ISSA indicated that the industry demand for upskilling of semi-skilled workers and TVET graduates to be better trained is relatively low compared to the Peninsular Malaysia. This may have contributed to the heavy reliance on low-skilled foreign workers for some industries. For instance, majority of the low-skilled jobs are undertaken by Indonesian workers, Filipinos are employed for the semi-skilled jobs while workers from China are employed in the skilled jobs.[41]

Moreover, the ISSA found that in Kedah and Sabah, there is a large share of businesses that are micro and family-owned. These are likely to have a different set of objectives than growing the business. They are mainly local market-oriented businesses with limited knowledge to expand beyond the current market. Besides, some SMEs also reported loss of talents and had difficulty in retaining trained workers, as it is common for the workers to seek for opportunity in bigger cities once they have attained certain level of experience.[42]

Subsequently, training more people for the SMEs like in the food-processing sector needs be reconsidered in relation to existing and future job opportunities. As one industry player in the state of Kedah cautioned during the MTE interview, the food-processing training runs the risks of generating more workers than the industry is able to accomodate, akin to the glut of doctors in Malaysia.

The evidence provided by the ISSA in construction and food processing points to a lack of relevance at the state level for both Kedah and Sabah. The program team explains that the selection of sectors was based on several consultations with MEF executives. The selection was made by taking into account the contribution to GDP and employment; the level of buy-in and readiness of sector champions in leading

[41] p.77 of ISSA
[42] p.78 of ISSA

the industry-led TVET pilots; and their positions as national priority sectors, and thus their strong capability to transform the pilots into new industry-led models of skills and TVET that are impactful at the national level. All of these motivations prioritize national needs, thus marginalising the needs and priorities at state level.

TVET/Skills Institutes

The TVET/Skills institutes currently involved in the SfP programme include KISMEC (Kedah) and SSTC (Sabah). SfP programme is well aligned with the priorities of the institutes but is less sensitive and responsive to contextual factors, which translated to moderate relevance.

- The partnership of ILO-UK and KISMEC is aligned to KISMEC's mission to affiliate with an international organisation to attain global accreditation.
- The Recognition of Prior Learning (RPL) pilot at KISMEC is an existing approach but the pilot in the food-processing sector provided opportunity for penetration into the the food sector.
- The inclusiveness and future readiness pilots at SSTC are aligned with SSTC objective of developing holistic human capital in Sabah.
- The apprenticeship pilot at KISMEC is a training modality that provides opportunity to B40 youth, which is a new target group for KISMEC.[43] The needs of the B40 group differ considerably from KISMEC's normal target group of school leavers, graduates and industry. One key need of the B40 group is sustenance support (food, accomodation, transportation, stipend) when they are on the apprenticeship programme but the SfP programme does not provide this support, which indicates low responsiveness to the context, thus lowering relevance. The lack of funding for sustenance support requires KISMEC to look for other source of funding and set up a different system of support for this group of trainees, which adds burden to their

[43] Following remarks made by the CTA on 12 April 2022 to the evaluators that the programme is not meant to pamper the trainees of the B40 group (ultimate beneficiaries), the CTA in his comments on the draft report in May 2022 alleges SSTC explained how spoiled the final beneficiaries are. The evaluators are in no position to determine the accuracy of the allegation. The recommendation of the evaluators to recognise the need for sustenance is not affected by either comment. If the program feels that expenses for a pilot from the viewpoint of sustainability should be shouldered by the implementing partner, that is atypical and could equal putting the carriage before the horse. Pilots usually are not implemented for the purpose of roll-out, but for the purpose of learning or testing. Once workable approaches, based on the evaluation of the pilots, have been developed, then replication and roll-out can be designed and should take account of sustainability factors.

existing system. The lack of attention to the financial resources available to the institute for accomodating this kind of target group reduced the motivation of the implementing partner to participate.

- The inclusiveness and future readiness pilots at SSTC target B40 group that have been impacted by Covid-19, is aligned to SSTC's objectives of meeting current needs and strengthening the knowledge and skills level of the Sabah state's workforce. Like the situation at KISMEC, the B40 group is a new target group for SSTC, which normally serves school leavers, graduates and corporations. The plight of the B40 group in Sabah is similar to the B40 group in Kedah insofar as provision of sustenance support is prerequisite to participating in training. The institutional situation of SSTC is similar to that of KISMEC, and the lack of attention of the programme towards this matter reduces its relevance to the motivation of the partner.

Relevance from a B40 (the poor in Malaysia) perspective

"Maslow before Bloom". Maslow's Hierarchy is a model of human motivation that demonstrates how needs motivate an individual. Benjamin Bloom's taxonomy is a tool for developing educational objectives. The phrase "Maslow before Bloom" essentially means that in order for a person to effectively participate in the educational process (Bloom), that person must first have their basic needs met (Maslow).[44]

The implications of the World Bank's work on how to reach the very poor in a society are quite clear: both increasing their income-earning capacity and meeting their basic needs are essential.[45]

It is commonly assumed that the traditional apprenticeship is open to everyone, or at least to all young men. This is not so. Very poor households typically cannot afford to pay the costs of apprenticeship, particularly for trades that require a high fee or tools and equipment.[46]

Beneficiaries

The MTE found that direct beneficiaries (industry players, government officers, academia) engaged in SfP view the programme to be needing improvement in relevance. While SfP is moderately in sync with official policy, it is disconnected from the real-life priorities of the beneficiaries. It is less sensitive and responsive to

[44] see Annex A.7 for more details on Maslow and Bloom
[45] World Bank (2005)
[46] World Bank (2004)

contextual factors. Please see Annex A.9 for a list of remarks, many of them made by direct beneficiaries in relation to relevance and coherence of programme.

Relevance for ultimate beneficiaries cannot be determined at this point in time. Due to Covid-19 challenges, travel to the two institutions was not possible. Virtual focus group interview with ultimate beneficiaries from B40 group was deemed difficult to control, and likely to be ineffective. As a result, the MTE did not have an appropriate opportunity to gather data from ultimate beneficiaries. The programme should find out relevance for ultimate beneficiaries as soon as face-to-face interviews become feasible. The ultimate beneficiaries of this programme in Malaysia include students enrolled in targeted programme at SSTC and KISMEC, family members of B40 students enrolled in targeted programme at SSTC and KISMEC, and TVET graduates from 6 partner institutions.

Validity of design

The evaluation examined whether the updated SfP programme design is sound enough to achieve programme's outcomes and impact given the budget cut due to UK Official Development Assistance (ODA) review in 2021. Hence, this analysis looks at how well the programme design addresses relevant priorities and/or needs, the underlying ToC and whether goals have been clearly specified.

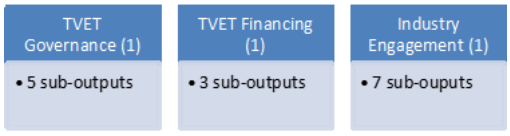
This analysis shows that the updated programme design is partially harmonised with the national priorities, the assumptions in the CRF are overly optimistic to achieve programme results, causal relationships in the ToC are unclear to show how change happens, and goals have been unclearly stated. All of this will negatively affect the achievement of programme's outcomes and impact.

Programme Design

The original design and updated design of SfP-MALAYSIA is as shown in Table T.26. The original design that focuses on enhancing TVET governance, TVET financing and industry engagement was aligned to the national priorities of sustainable financing models, policies to encourage industry participation, and establishing TVET collaboration hub to improve governance. The updated design that focuses on improving TVET/HE equity, improved quality of TVET delivery, improving public/private partnership for TVET reform and enhancing public/private TVET financing is only partially aligned to the national priorities in TVET reform. Currently, the quality and relevance focus are aligned to the national priorities of developing policies to encourage industry participation (Industry), creating the National TVET Branding Plan (Branding), establishing TVET Collaboration Hub (Governance), and

establishing TVET programme policies and developing TVET Big Data (Quality Assurance). However, the TVET/HE equity focus is not a key focus for the Malaysia TVET reform and the cost-effectiveness focus that is aligned to the national priority of sustainable financing models has been dropped due to budget cut.

T.1-22: Comparison of Original and Updated Design SfP-MALAYSIA

Original Design (p.29-31 of Project Document (ProDoc)	Updated Design (p. 88-91 of ProDoc and ToC)
Immediate Objective: Malaysia's skills and TVET system coordination and coherence are enhanced to support human resources development aligned with national economic and inclusive development goals.	**Immediate outcomes (according to 4 pillars):**
Implementation approach: SfP-MALAYSIA will assist with implementation of key national priorities for the reform and expansion of the skills system through providing technical expertise and supporting pilots to test strategies that can be replicated and expanded by the responsible parties in Malaysia. **3 outputs as**  **below**: TVET Governance: The quality of education and training is enhanced through improved governance of skills development. TVET Financing: Education and training is funded in a sustainable manner. Industry Engagement: Industry (employers & workers) is systematically engaged in the design and delivery of skills development.	**Implementation approach:** SfP-MALAYSIA assists the implementation of the key areas of recommendations (TVET/skills system) mainly through pilot programmes supported by technical inputs of international experts and trainers. **Outputs according to 4 pillars:** **EQUITY:** Inclusivity of the TVET and skills system is strengthened through broadened accessibility to training. **QUALITY:** Future readiness of the TVET and skills system is enhanced to meet future skills needs and promote lifelong learning. **QUALITY:** Coherence and coordination of the TVET and skill programme delivery and certification are facilitated through integrated TVET information management system. **RELEVANCE:** Improved demand-driven TVET modalities piloted through a systematic industry-led approach. **RELEVANCE:** Skill based wage system piloted based on enhanced skills recognition of workers. **RELEVANCE:** Policy and institutional mechanisms for industry engagement in TVET (Sector Skills Councils or a body of a similar governance structure) are established in selected priority sectors to strengthen Linkages between industry upgrading strategy and sector skills development

Original Design (p.29-31 of Project Document (ProDoc)	Updated Design (p. 88-91 of ProDoc and ToC)
	strategy. **COST-EFFECTIVENESS:** Alternative or enhanced models of TVET financing is introduced and piloted.

Note: the term 'intermediate outcome' and 'immediate outcome' in this report are used interchangeably and carry the same meaning.

Assumptions in the Country Results Framework (CRF; logical framework) and ToC

The programme uses a logical framework to organize the approach based on its theory of change. The theory of change depends on a series of assumptions about how change processes work, as well as the context and actors/factors influencing the situation to be changed. As such, the validity of these assumptions is important to ensure that the programme intervention will work as planned. Analysis of the assumptions of the programme at all levels (output, immediate outcome, outcome, and impact) showed that the programme's assumptions are clearly overly optimistic for them to be considered as valid, indicating a lack of understanding of stakeholders' priorities, needs and contextual factors.

- The assumption that "MOHE, MOHR, TVET/Skills institutions, and social partners (workers, employers' organization, industry associations) commit necessary resources to the improvement of skills systems and are willing to publish data publicly" indicates a dire misunderstanding of stakeholders in relation to optimism about their ability to align different views, way of working as well as priorities and needs. The fact that the programme has not been able to effectively engage MOHE is a good testimony that this assumption is flawed.
- The assumption that stakeholders will stay committed to the programme is particularly strange when implementation in Malaysia typically requires formal agreement, i.e., formalising partnerships.
- For the ultimate beneficiaries, the assumption of willingness and continued interest to participate in the training programme did not account for their income levels as marginalised group, the B40, women with young children, etc. Their basic needs must be met as a basic condition before any motivation to participate and learning itself can effectively occur. Basic needs of a poor target group cannot be relegated to the assumptions column of a logframe.
- The programme's assumption that participating enterprises'competitiveness, productivity and profitability are maintained or enhanced underestimated the impact of Covid-19 on the industry. Importantly, the programme design underestimated delivery challenges during the Covid-19 pandemic in

Malaysia. The considerable length of lockdown from March 2020 to November 2021 to manage this health crisis has led to unprecedented fallout for the economy.

- The assumption that industry will be motivated to engage in industry-led TVET does not take into account the level of readiness of the industry to engage as well as industry's effective capability to lead curriculum development, and training.

- The assumption that industry representatives are willing to share costs with public funding institutions and that there are sufficient financial resources for implementation essentially ignores financial feasibility.

- The assumption that stakeholders support the new regulations on GESI is surprising in multicultural Malaysia given the GESI concept is not politically, socially, and culturally neutral.

- The programme's assumption of readiness and capacity of stakeholders in the delivery of quality education and training is not compatible with the capacity building approach of the programme as mentioned in the Malaysia Annual Report 2021, p.7 "increasing the capacity of national and subnational partners is a programme's priority, … The programme was able to support this endeavour by capacitating partners to meet ILO and international standards in TVET/skills systems particularly in terms of programme design and delivery." This assumption should never be made if the key intervention strategy include capacity building because it is particularly strange to build capacity when the programme assumes stakeholders already have capacity.

Moreover, some of the assumptions are related to conditions for and quality of implementation, which are not useful or critical to guide strategic thinking about change in the ToC because they are obvious.

- Almost 70 per cent of the assumptions in the logical framework are about stakeholders' willingness, motivation, support, and interest to participate in the activities of the programme. These assumptions are related to conditions for implementation, which are not useful for strategic thinking. Assumptions about willingness or interest of partners should never be made because the programme will automatically fail if the assumption does not hold. It is a grave technical mistake in programme planning. Moreover, willingness can typically be influenced by awareness raising, relationship building, negotiating, adjusting of programme for better alignment, etc. Therefore, the programme must be redesigned to include such activities as opposed to cultivating and maintaining such assumptions in the logframe.

- The assumption that sufficient financial resources and technical assistance are allocated to adequately implement planned activities is obvious and therefore, redundant. This is another assumption related to condition for implementation, which is not useful for strategic thinking in ToC. Anyone would understand that under extreme circumstances (insufficient financial resources and technical assistance) implementation of plans would be disrupted and the objectives would not be achieved. As such, the intervention should take this fully into account in its strategic thinking of the program design.

Tellingly, an analysis of the MALAYSIA CRF easily shows that most of the assumptions provided to justify the programme objectives at all levels are not likely to prove valid or unlikely to occur. Specifically, as evident from Table T.27, almost three quarters assumptions are identified as killer assumptions.

T.1-23: Number of assumptions of each component which are killer assumption.

Level	Result area	No of assumptions	No of killer assumptions
Impact	Development objective	5	3
Outcome	Outcome 1 (Equity)	2	2
	Outcome 2 (Quality)	2	2
	Outcome 3 (Relevance)	2	2
	Outcome 4 (Cost-effectiveness)	2	2
Immediate outcome	IO 1 (Equity)	3	3
	IO 2(Quality)	3	2
	IO 3(Relevance)	3	2
	IO 4 (Cost-effectiveness)	4	3
Output	Output 1.1 (Equity)	7	5
	Output 2.1 (Quality)	4	3
	Output 2.2 (Quality)	4	4
	Output 3.1(Relevance)	4	2
	Output 3.2 (Relevance)	7	4
	Output 3.3 (Relevance)	9	5
	Output 4.1 (Cost-effectiveness)	4	4
Total		65	48

Causal relationships of the SfP-MALAYSIA ToC

The theory of change explains the causal process through which change is expected to occur as a result of a programme intervention. In a nutshell, it describes change

and how it happens. The SfP-MALAYSIA ToC proposed the four pillars of equity, quality, relevance and cost-effectiveness as key factors to achieve the overall goal of increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE relevant to Malaysian national economy.

The analysis of the ToC found that the country-level ToC has not been adequately adjusted from the higher-level global ToC for the UK Skills for Prosperity Programme. In fact, the country ToC mirrors the global ToC for all the outcome levels. As a result, there are gaps between the programme objectives and implementation in which the programme objectives are too broad and inflated beyond the scope of what the intervention can achieve. The SFP-MALAYSIA programme only seeks to assist the implementation of specific areas of TVET reform recommendations through pilot programmes supported by technical inputs of international experts and trainers.[47] So far, the implementation of SfP-MALAYSIA is scattered across the TVET ecosystem, operating mainly at state TVET/Skills institutions and at NSR of HRD Corps (MoHR). The labour market information analytics platform (LMIAP) initiative is implemented outside the TVET ecosystem. Given the fragmented implementation and the low-engagement of a key stakeholder (MoHE) in the complex Malaysian TVET ecosystem,[48] it would take a tremendous leap of faith to achieve the programme's outcomes of improving learning outcomes and relevance of TVET as well as enhancing equity within the 42 months of the programme.

Correspondingly, the change pathways in the ToC focus on transforming structures and procedures in relation to structural institutions of society (IO1 QUALITY: Improved pedagogy and leadership through training partnerships and the development of effective standards and quality assurance, systems and processes; IO2 RELEVANCE: Improved public/private sector partnerships and relationships established in the development, management, delivery and assessment of skills development relating to TVET) and public policies (IO3 EQUITY: Changes in National and/or Provincial strategies, policies, practices and regulations aimed at improving TVET/HE equity in public and private sectors through access, quality provision and education progression to employment for marginalised groups). In other words, the programme assumed the above changes will happen without first transforming the collective patterns of action and thinking of the various stakeholders who are involved in transforming structures and procedures in the TVET ecosystem. In view of the observation that "an effective TVET ecosystem for Malaysia will require focused attention and coordination across a broad front, which includes not only

[47] Project Document p.88

[48] The Malaysian TVET ecosystem is particularly complex, with eleven ministries involved, multiple typologies of providers, and a complicated regulatory environment. See Annex A.4.

improved policies for TVET, but, more importantly, execution of these policies as well as innovations in policy making itself.",[49] transforming the collective mindset of stakeholders who are involved in policies making and executions is a prerequisite to reaching the goal of structural and procedural transformation. Therefore, the current programme design suffers from unrealistic expectations.

Additionally, while vertical linkages are made in the ToC ("pillar approach"), horizontal linkages (and/ or feedback loops) are missing. For instance, the ToC describes the vertical causal pathway for each of the pillar linking activities to outputs, outputs to intermediate outcomes, intermediate outcomes to outcomes, and finally outcomes to impact. However, the horizontal linkages between the four pillars are missing and how the pillars influence each other for change is unknown or not described. It is interesting to note, in this context, that when the cost-effectiveness pillar of the programme was dropped due to budget cut, there was no impact on the other three pillars, indicating the ToC rather represents a list of budget lines or independent areas of action than an interconnected logic as the complexity of the TVET system would usually warrant.

Programme goals

Analysis of the programme objectives revealed lack of clarity in articulation of the programme's purpose. In particular, while the impact level appears to be singular which is technically not required, the outcome level (the core purpose of the programme) is directly split into four whereas it would usually be a singular culmination (consequence) of the different intermdediate outcomes or outputs (results). The intermediate outcomes are formulated in a way that counteracts the main purpose of a logical framework -- to properly spell out the logic.

IO 1-EQUITY: Changes in National and/or Provincial strategies (adoption of consolidated GESI strategy), policies and regulations (curriculum, labour, TVET/skills institution management, and funding) aimed at improving TVET/HE equity in public and private sectors through access, quality provision and education progression to employment for marginalised groups.

The first intermediate outcome is double barreled (a. strategies, and b. policies and regulations) and includes two steps of logial hierarchy (a. ends, and b. means).

IO 2-QUALITY: Improved pedagogy and leadership through training partnerships and the development of effective standards and quality assurance, systems and processes

[49] Nadya and Bush (2022, p.11)

The second intermediate outcome is also double barreled (a. pedagogy, and b. leadership) and also includes two steps of logical hierarchy (a. ends, and b. means).

IO 3-RELEVANCE: Improved public/private sector partnerships and relationships established in the development, management, delivery and assessment of skills development relating to demand-driven TVET

The third intermediate outcome passes the logic test, however could be quadruple barreled because a. development, b. management, c. delivery, and d. assessment are different processes (or steps in a sequence).

IO 4-COST-EFFECTIVENESS: Enhanced partnership between government, TVET institutions, funding bodies and industry resulting in effective TVET financing at national and sub-national level

The fourth intermediate outcome includes one step in logical hierarchy (a. means resulting in b. ends).

This reinforces the perception that there is no intended logical connection, but the pillar structure amounts to distinguish merely different areas of work or budget lines.

It is especially important to clearly and comprehensively articulate expected change pathways, programme logic, strategies, and expectations, as well as risks and assumptions. Many of the challenges faced in SfP-MALAYSIA and highlighted by the evaluation can be traced to weaknesses on these points. SfP-MALAYSIA offers a lesson on the importance of developing a robust programme logic in a participatory manner ensuring a shared, clear understanding of the link between activities and high-level results, in addition to securing understanding of programme logic by persons brought onboard to implement the programme. A weak or unclear theory of change can lead to missed opportunities as well as activities that are disjointed that prevent from reaching programme goals.

Coherence

In examining coherence, this evaluation looked at synergies and interlinkages between SfP and other interventions in the system as well as alignment with Malaysian goverment policies. The evaluation also examined the extent to which the intervention is adding value while avoiding duplication of effort.

The evaluation found SfP to have strong synergies and interlinkages with other interventions in the system while at the same time being incongruent with Malaysian government policies in the area of GESI, particularly in the area of gender equality.

Strong synergies, interlinkages, and alignment are observed for the following interventions:

- Alignment with external policy commitments such as SDG (Development Objective aligned to SDG 8: Decent work and economy, SDG 4: Quality Education).
- Science, Technology, Engineering and Maths (STEM) intervention is designed within and using existing system and structure (University Malaya STEM center), thus avoiding duplication of effort. In addition, the STEM skills initiative supports the national aspirations of increasing STEM adoption in the country in accordance with the 12th Malaysian Plan (MP). However, the specific value added of this initiative is unclear as the implementing partner stated that this is an existing programme in their 5-year development plan.
- ILO-SfP approach of using labour market information to reduce skills mismatch is aligned to Malaysian government's policy (as stated in 12MP) of developing LMIAP which integrates traditional labour market data with emerging types of data into a single platform. LMIAP has analytics capabilities and is aimed at aiding policy making processes in relation to skills development and employment. SfP-MALAYSIA provided technical assistance to officers involved in the development of LMIAP through a tailor-made course co-developed by Economic Planning Unit (EPU) and Department of Statistics, Malaysia (DOSM), hence adding value without duplication of effort.
- SfP is coherent with the Decent Work Country Programme in Malaysia, under the future of works strand that contributes to the larger goal of promoting sustained, inclusive, and sustainable economic growth, full and productive employment, and decent work for all.

Weak alignment is observed with the following:

- GESI activity that promotes career progression and entry to non-traditional occupations for women is less congruent with the inclusion and equity practices for women in Malaysia.

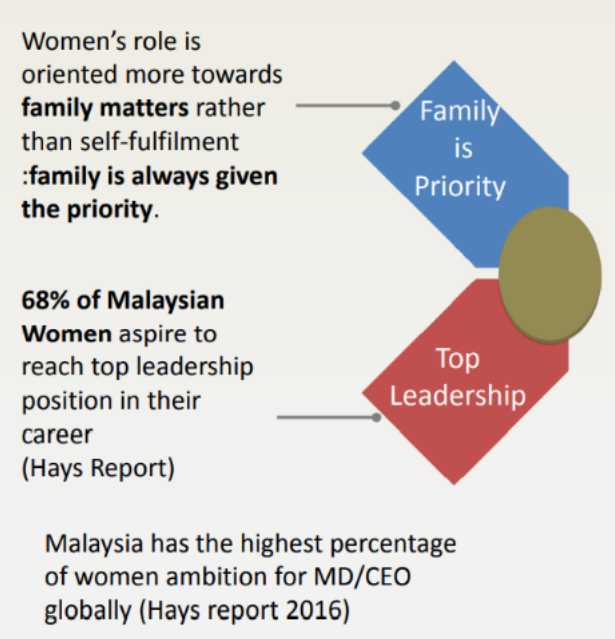
Gender Equality Social Inclusion

The programme's GESI focus is on the empowerment of women and vulnerable communities in Malaysia, and has identified the following interventions responding to the following outcomes of the project:

EQUITY: Broadening access and opportunities to skills and TVET through the provision of accessible training materials, facilities, financing and training environment for women and vulnerable groups and integrating small medium enterprises (SMEs) into an industry-led TVET ecosystem.

RELEVANCE: Ensuring smooth transitions from school to work, entry/re-entry into the labour market and career progressions of women and vulnerable groups through improved relevance of TVET and HE to the skills set needed by industry in areas key to national economic development.

F.1-24: Women in Malaysia



Source: Rubiyah et.al (2017)

The GESI approach of SfP that prioritises self-fulfilment (career progression) is incongruent with the culture of Malaysia that prioritises family and extended family

over self. The argument that women have been disadvantaged because of the disproportionate care-giving duties advocated by SfP GESI may appear to be valid from a current Western view, however, fails to acknowledge the Malaysian reality where women's role at this time is substantially oriented towards family matters and is unlikely to significantly change during the implementation period of the programme.[50]

Importantly, the SfP GESI idea of ushering women into male-dominated sector like construction is not in agreement with Islamic practice of protecting women's honor and dignity, particularly when sexual harassment at construction sites is a key concern. Indeed, sexual harassment is considered a workplace problem in Malaysia. Unfortunately, the Human Resource Ministry's Code of Practice for the Prevention and Eradication of Sexual Harassment at the Workplace has made little impact on mitigating the issue.[51]

SfP-MALAYSIA claims that there is an issue with access to TVET/Skills training and employment for women in construction and therefore proposed the equity intervention of broadening access and opportunity to skills and TVET. Specifically, the MALAYSIA Implementation Plan 2022 (Activity 1.1.3) include GESI career progression maps as part of the industry sector skills strategy and skills framework, and promotion of the entry of women, youths, and persons with disabilities (PWD) to non-traditional occupations in construction and manufacturing.

SfP-MALAYSIA supported this claim by asserting that women in construction account for only 9.5 per cent in 2019 (Figure F.1-25).

F.1-25: Employed persons in construction sector by gender, 2010 – 2019

Source: Department of Statistics, Malaysia (DOSM)

[50] There is certainly more that could be said about the role of women in the economy in Malaysia as a country where islamic traditions significantly shape gender roles. For reasons of space, the discussion will only focus on a few factors which are fully sufficient to illustrate matters of concern relating to the GESI approach applied in the program at midterm.

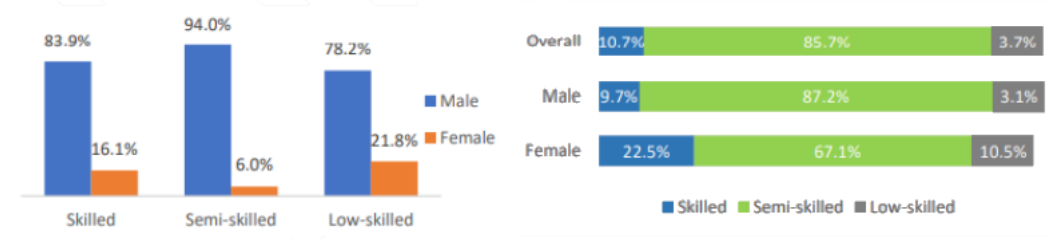
[51] The Star Online (2018). Groups call for Sexual Harassment Act.

However, the findings of the analysis of the program also showed that the share of female workers in construction industry have recorded a steady increment with a CAGR of 2.8 per cent between 2010 and 2019, as compared to 1.8 per cent for male workers (Figure F.1-25 above). While this may not seem noteworthy, it certainly does constitutes a continuous trend which, held against female shares in the construction sector in other countries needs to be considered as significant. As a matter of fact, the share of Malaysian women when it comes to the share in the construction sector is at par with European females (Figure F.1-26).

F.1-26: Share of women by economic activity Q3 2011 and 2021 in Europe

Based on the findings in ISSA, the skills levels between female employees and male employees can be distinguished (cf. Figure F.1-27 below). Females are more strongly represented in the highest and the lowest skilled levels in the construction sector.

F.1-27: Employed persons by gender and skill-level in the construction sector, 2017



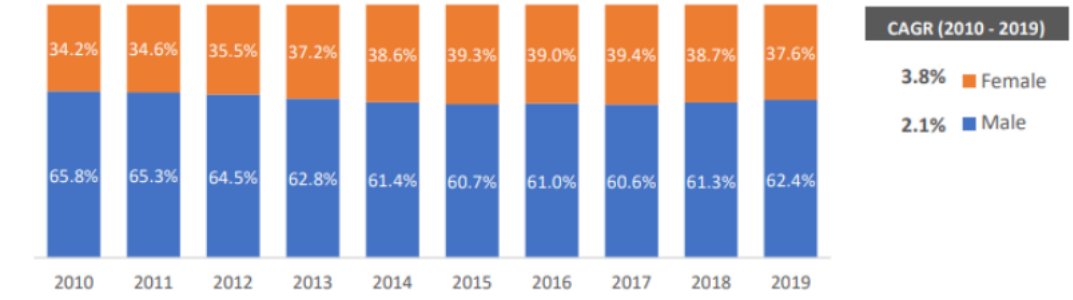
Source: Department of Statistics, Malaysia (DOSM)

The ISSA, however, was unable to determine whether there are true gender biases that resulted inequitable access to jobs for female workers because information gathered pointed to limitation arising from site safety to requirements of physical

strength as key barriers to semi and low-skilled jobs in the construction sector. The same view is corroborated by several other key informants from the industry who are partnering with the programme. Beyond this, discussions with Wanita Industry Binaan Malaysia (WIBM) who are working on women's interests in the construction sector, supported this observation, stating challenges for women in construction lie in lack of infrastructure to support women instead of barrier to access in training and employment.

At the subnational level in the state of Kedah where construction sector is being promoted to women, the data (Figure F.1-28) is showing a more nuanced picture that confirms there is no general issue with women entering the construction sector.

F.1-28: Employment in construction sector in Kedah by gender, 2010 – 2019



Source: Department of Statistics, Malaysia (DOSM)

Participation of women in this sector has increased over the years peaking at 39.4 per cent of employment share in 2017 before declining to 37.6 per cent. The growth of female's participation happened between 2010 to 2015 with a CAGR of 6.9 per cent before seeing a changing pattern of lower participation growth in 2016 to 2019 with a CAGR of 0.6 per cent. Nonetheless, the CAGR for female in construction in Kedah for the last decade is 3.8 per cent which is more than male at 2.1 per cent.

Access to training in STEM is a non-issue in Malaysia because women are not being denied access to STEM courses at learning institutions. Women in Malaysia have also not shunned STEM courses as shown in the analysis below:

T.1-29: Gender Parity Index according to field of study in Malaysian IPTAs 2010-13

Field of Study/ Year		2010	2011	2012	2013
Education	GPI	2.26	2.33	2.66	2.37
Arts & Humanities	GPI	1.7	1.7	1.69	1.65
Social Science, Business & Law	GPI	2.05	2.03	2.07	2.04
Science, Mathematics & Computers	GPI	1.63	1.62	1.66	1.69
Engineering, Manufacturing & Construction	GPI	0.72	0.73	0.73	0.75
Agriculture &Veterinary	GPI	1.44	1.26	1.27	1.3
Health & Welfare	GPI	2.33	2.36	2.52	2.51
Services	GPI	1.46	1.54	1.58	1.53

Source: Ministry of Education Malaysia (2013)

Table T.1-29 shows the enrolment in the eight major fields of study in Malaysia according to gender for the years 2010-2013. Women outnumber men in seven out of the eight fields of study, including areas in which women are traditionally underrepresented such as mathematics and science. This is shown by the Gender Parity Index (GPI) which is consistently higher than 1.0 except for one field of study.

The only field of study in which men continue to outnumber women is in engineering, manufacturing, and construction. Still, when compared to international distributions, women in Malaysian public universities have higher representation in each field in comparison to most other countries within the East Asia and Pacific region.[52] While the regional average for female representation in social sciences, business and law is slightly less than 50 per cent women in Malaysia comprise 67 per cent of students in this field of study. In fields of study where women consist of a majority, such as health and welfare (about 64 per cent), the trend is even more pronounced in Malaysian public universities (71 per cent). While women in the region are underrepresented in the fields of science and mathematics, women in Malaysia make up 63 per cent of the student population in those fields. Finally, even in the field of engineering, manufacturing, and construction where the share of women in Malaysia is not as high as the share of men, they come much closer to gender parity compared to the regional average, which is less than 20 per cent compared to 43 per cent in Malaysia.[53]

These figures are noteworthy because degrees in STEM fields have often been an exception to the global trend towards increasing women enrolment in universities. A study that looks at degrees in STEM fields, found that the share of STEM bachelor degrees going to women in the USA has actually decreased over the past decade (National Student Clearinghouse, 2015). While overall parity in undergraduate enrolment has increased worldwide, this has not been the case in STEM disciplines where there are more male than female students in 91 per cent of countries

[52] UNICEF (2009)
[53] UNICEF (2009)

examined.[54] Furthermore, the OECD (2011) found that STEM fields have become increasingly unpopular for women as they progress in their academic fields, with declining rates of women opting to study past a bachelor's degree to master's and then doctoral degrees. A closer examination of the degree choices within those fields of study can reflect the extent to which Malaysian public universities differ from these trends.

T.1-30: GPI and Percentage of Women in STEM Subjects (Public Universities)

Degree		Men	Women	All	GPI	% of which are women
Engineering	Bachelors	42309	34615	76924	0.82	45
	Masters	6543	6377	12920	0.97	49
	Doctorate	4380	2607	6987	0.6	37
Mathematics	Bachelors	1512	4450	5962	2.94	75
	Masters	264	709	973	2.69	73
	Doctorate	313	369	682	1.18	54
Science	Bachelors	3286	8275	11561	2.52	72
	Masters	3909	7121	11030	1.82	65
	Doctorate	2102	2506	4608	1.19	54
Technology	Bachelors	2581	4098	6679	1.59	61
	Masters	534	540	1074	1.01	50
	Doctorate	333	180	513	0.54	35

Source: Malaysian Higher Education Statistics, 2013

Table T.1-30 above shows that in the traditional STEM fields, women have overtaken men in every degree except for engineering. In the fields of science and mathematics, this is true at every level of academic qualification from bachelor degree to doctorate. With regards to engineering, Malaysia has attained an impressive degree of gender parity, with women comprising of 45per cent of undergraduates. This is indeed surprising considering the global underrepresentation of women in engineering courses. For instance, female engineering undergraduates in the USA comprise a mere 17 per cent of the student population according to the National Student Clearinghouse (2015). In Canada, the University of Toronto celebrated the fact that their engineering courses had 30 per cent female enrolment, higher than any other university in Ontario.[55] Closer to home, 19.5 per cent of engineering undergraduates in the Republic of Korea were female in 2011.[56]

See Annex MY.A.6 for more information on share of female higher education enrolment by field of study and country.

[54] UNESCO (2015, p.13)
[55] Engineering Strategic Communications (2015)
[56] UNESCO (2015, p.4)

F.1-31: Key reasons Malaysian women are not in the work force[57]

The real challenges for Malaysian women participating and staying in the labour market more generally are due to patriarchal society where men are dominating, family factors (caring and supporting family, Figure F.1-31), and organisational culture factors (structures, processes, practices of organisation).[58] These push factors have also been highlighted by WIBM when the group mentioned among others lack of good childcare centres, construction site safety issues, and women being less flexible or versatile for on-site construction work due to having to leave work on time to care for family members. The employer union also independently put forward this view to the evaluators when pointing out that lack of conducive environment for women to stay in the labour market is the key factor to low labour participation among women in Malaysia. A recent World Bank study[59] came to the same conclusion as shown in the box below.

Constraints on Women's Labour Market Participation in Malaysia

In the absence of childcare options for children of all ages, a large share of women feels compelled to stay out of the labour market. Although the Malaysian Labour Force Survey does not offer a detailed breakdown of different forms of housework, a survey of accounting and finance professionals by ACCA and TalentCorp (2016) found that the four most common reasons women gave for leaving the workforce were "to raise a family" (65 percent), "lack of worklife balance" (43 per cent), "to care for a family member" (38 per cent) and "childcare is too expensive" (35 per cent). Similarly, a survey by the Ministry of Women, Family and Community Development (MOWFCD) and UNDP (2013) records that 66.9 per cent of married women who do not work give "to look after children" as the reason and that 53.3 per cent of married women with children rely on relatives for childcare (and only 25.8 per cent on childcare centres). Moreover, the Ministry of Human Resources (2019) presents survey-based evidence according to which the need to take care of children or grandchildren is the most common reason for older women to exit the labour force.

Focus group discussions conducted for this report[60] confirm that the difficulty of accessing care services prevents many women from realizing their full economic potential. Although a lack of childcare for children ages 0 to 4 is widely seen as the most pressing constraint, there is also a widespread perception of a lack of support for school-going children and the elderly. The difficulty of accessing affordable and good-quality childcare is particularly widespread in urban poor areas such as

[57] Talent Corp ACCA Retaining Women in the Workforce Survey 2013
[58] Moorthy et al. (2022)
[59] World Bank (2019, p.45-47)
[60] World Bank (2019).

Projek Perumahan Rakyat (PPR) public housing developments and other areas where service delivery is a challenge.

Last not least, a well-known reason for low presence of women in male-dominated sectors and occupations is both unfavourable and favorable legislation in Malaysia (see details in the box below).

Legal Restrictions to Gender Equality

The pronounced sorting of women and men into different occupations may in part reflect legal restrictions that affect women in certain industries—together with a range of other legal barricades to gender equality. As argued in World Bank,[61] equal opportunities cannot exist where the law treats genders differently. Although Malaysia's Federal Constitution prohibits discrimination based on gender, there are gaps in the guarantee of equal rights to men and women and in the enforcement of non-discrimination. Not only do Malaysia's labour laws bar women from working in some jobs open to men—those that require underground and night work—but there are also gaps in social benefits offered to parents after childbirth. There is also no legal mandate of equal remuneration for work of equal value. Thus, amendments to the Employment Act and other labour laws currently under discussion would make an important contribution to expanding women's equality of opportunity. In addition, gender equality will require more meaningful implementation of relevant laws and regulations as well as stronger monitoring and enforcement.

The evaluation found that the SfP GESI intervention of career progression map and increasing female share in construction training and workforce does not address the care-giving duties that women have to shoulder, nor do the interventions increase female participation in the labour market. Essentially, the SfP GESI intervention also fails to understand that low presence of women in male-dominated sectors like construction is a result of free choice shaped by the environment and personal preferences instead of problem with access. Moreover, female in Malaysia do not have access problem to STEM courses nor do they shun STEM. Hence, the SfP GESI effort runs the risk of being seen as token action, which acknowledges that something should be done, but selects interventions that can only have limited impact, or focuses on women's participation in a project activity rather than the project's impact on gender equality.

From all the evidence, it is unclear why the programme has given the female sex preference in their gender and social inclusion approach. Unless it is mandatory for FCDO or ILO to give preference to the female sex when it comes to gender issues, the respective decisions should be revisited. If the female sex should be given preference, the approach needs to be changed to tackle the real issues for females. If there is no such preference, there possibly may be further opportunities to improve social inclusion by adding one more degree of freedom to the GESI strategy.

[61] World Bank (2019, p.61). The ILO is fully aware of this complex matter, as reflected in the standards adopted in the Protocol of 1990 to the Night Work (Women) Convention (Revised), 1948 (P089) which seeks to ensure equal opportunity while preventing deterioration of working conditions.

Effectiveness (Including Effectiveness of Management Arrangements)

Evaluation of effectiveness focuses on the extent in which SfP programme achieved or is expected to achieve its objectives/results. At mid-term, the evaluation focused on reviewing to what extent SfP activities are contributing to its outputs and intermediate outcomes as expressed in the Malaysia CRF (January 2022). In addition, the MTE also examined the effectiveness of management arrangements, programme's effectiveness in improving equality in access to TVET/Skills development, quality of TVET/Skills in construction and food-processing, industry and government involvement, stakeholder engagement, MREL and risk management.

Progress towards achievement of results

The programme is making good progress towards achieving planned output level results with the implementation of more than half of its activities. Specifically, 66 per cent of activities at output level have been initiated and 80 per cent of output indicators have been reached (Table T.36). It is necessary to note that it has not been possible to undertake a number of activities as planned due to delays in funding and in the establishment of Sector Skills Council[62] as well as low level of engagement of a leading national partner (MoHE). Furthermore, the activities under the cost-effectiveness pillar have been dropped due to funding cut, so they are not included in this evaluation.

Although the programme is making good progress towards the achievement of planned output level results, these results are not completely achieved yet. Hence, an evaluation of progress towards immediate outcomes is not meaningful at this stage. Outcome level results can only be attained when results at the next lower level (output) have been fully achieved.

More importantly, this evaluation found that selected indicators do not measure the intended result. This indicates a lack of logical fit between indicators and results (horizontal logic of the logical framework is lacking). Possibly, this explains the impressive achievement of output indicators and initiation of activities in one half of the time (midterm) despite all the delays and difficulties in the programme. Normally, this level of achievement against all odds also leads to the conclusion that indicators were not calibrated for appropriate stretch (pegged too low).

[62] The programme team has pointed out to the evaluators the programme does not promote the SSC model. At the same time, it is exactly the SSC model, which is the reference point in all programme documents, including the results framework.

Measuring activities implemented to represent achievement of output is a technical mistake because the outputs are at a higher level than the activities which, in combination with assumptions holding true, should jointly lead to the output being achieved, the output always being more than a sum of the elements which brought it about. Output indicators should not be a sum of input indicators.

Never confuse activity with achievement and effort with effects.

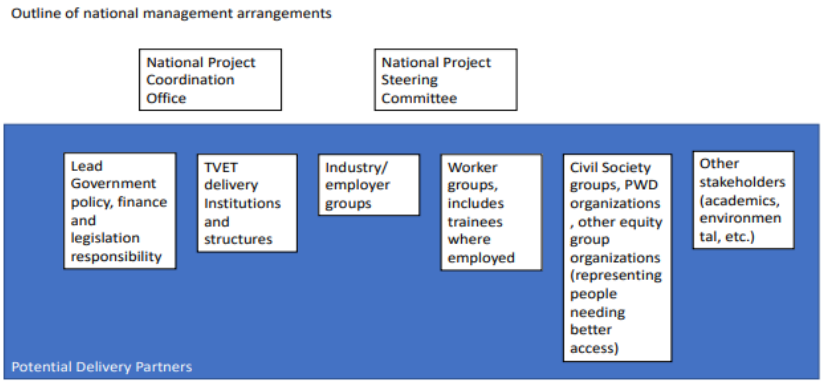
T.1-32: Progress towards achieving outputs

Output	No of activities initiated	No of indicators achieved	Observation about indicators
Equity: 1.1	6/7	2/3	The 3 indicators place a focus on the number of beneficiaries trained, their satisfaction with training, and number of career progression maps developed rather than evidence that inclusivity of the TVET and skills system is strengthened through broadened access to training.
Quality: 2.1	5/7	3/3	These indicators do not provide evidence as to how future readiness of the TVET and skills system has been enhanced to meet future skills needs and promote lifelong learning as they focus on the quantity of programme input instead of quality of programme output.
Quality: 2.2	2/4	2/3	The indicators for this output do not provide evidence that coherence and coordination of the TVET and skill programme delivery and certification have been facilitated through integrated TVET information management system and Labour Market Information System (LMIS), that is informed by a shared, mutually agreed upon TVET/skills management guideline. The selected indicators focus on the capacity building activity and satisfaction of the capacity building activity as well as quantity of technical assistance delivered, i.e. on inputs instead of output.
Relevance: 3.1	8/10	2/2	These two indicators focus on the quantity of technical assistance and research and analysis delivered instead of providing evidence that policy guidelines on institutional mechanism for industry engagement in TVET in the two selected priority sectors have been developed. Further, the two selected indicators do not provide evidence that the policy guidelines strengthen linkages between industry upgrading strategy and sector skills development strategy. Measuring quantity of activities is irrelevant for this output, whereas the quality of these activities probably could be. Still, measuring activities remains measuring inputs, not output.
Relevance: 3.2	7/12	1/1	The indicator for this output is 'number of workers get their skills formally recognized through Recognition of Prior Learning (RPL)' which has not been reached. When it is reached, this indicator does provide evidence for RPL in enhancing skills recognition of workers (if these workers were trained in the pilots).
Relevance: 3.3	5/10	2/3	These 3 indicators do not provide evidence for the improvement of demand-driven TVET modalities piloted by using a systematic industry-led approach but merely provide evidence for capacity building and technical assistance delivered as well as level of satisfaction of the capacity building activity.

Management arrangement

The programme has strong support from the British High Commission while there is no ILO country office director in Malaysia to oversee the programme. The SfP-MALAYSIA programme is co-managed with the British High Commission and the collaboration has been stellar. This has been confirmed by key informants from both sides attesting to their strong collaboration in managing the programme. The programme has been managed by a CTA/Project Manager in Kuala Lumpur, while a regional skills and employability specialist is technically backstopping the programme from Bangkok and the financial/personnel issues are subject to the approval of the ROAP in Bangkok.

F.1-33: National management arrangements of SfP-MALAYSIA



SfP-MALAYSIA programme effectiveness has been severely impacted by the absence of the national management mechanism (Figure F.37) in the form of National Project Advisory and Steering Committees (NPASC), which was not implemented as planned due to incompatible practices between ILO and British High Commission. This NPASC would have included the main stakeholders and delivery partners, representing the national infrastructure for TVET. It was designed to consist of senior representatives from national counterpart institutions such as the ministries of labour and other relevant line ministries and employers and workers' organizations, the ILO, and the British High Commission/Embassy. Specifically, in Malaysia, it consists of senior officers from MoHE, MoHR, MEF, MTUC, ILO, British High Commission. Without such committee to drive the programme forward in a coordinated way, the SfP-MALAYSIA programme is likely to be plagued by challenges of weak coordination and fragmentation of initiatives.

Equality

Please refer to coherence section for discussion regarding promoting improved equality in accessing TVET education and transition to employment of under-represented groups including women.

Quality

This MTE was not able to fully determine the quality of the pilots in construction and food processing at the two implementing skills development institutions as the pilots were still in progress and it is too early to assess quality of courses. However, the effectiveness of the apprenticeship pilot is likely to be affected by the B40 trainees' ability to participate in the programme. The B40 trainees are not able to pay for accommodation, transportation, food, and daily expenses during the programme and industry does not provide stipend for apprenticeship nor does the SfP programme. Indeed, key informants mentioned that it is very difficult for the B40 trainees to afford about MYR300 a month to pay for their apprenticeship when their household income is less than MYR3000 per month (poverty line). As a result, half of the trainees have not been put on placement yet.

The RPL pilot is a stepwise accumulation of credits while in a working environment until reaching certification (Malaysia Skills Certificate) akin to the micro-credential concept. So far, trainees who have acquired competencies do not yet experience an increase in compensation (salary) as the single level certification is not well recognised by their current employers.

In general, most employers in Malaysia do not seem to have any preference on academic qualification when it comes to hiring low-skilled to semi-skilled workers. This means that employers do not mind hiring either TVET or upper secondary graduates. This is because most of the employers have limited understanding about TVET, and there is also no preference in hiring TVET graduates due to the perception of a skillset mismatch.[63]

Industry and government partners' involvement

Engagement with some key stakeholders (government partners, industry) is established. While the programme has managed to engage the MoHR, it has not been able to effectively engage the MoHE (the other leading government partner in this programme). Engagement with state government and agencies have been mostly handled by KISMEC and SSTC and so far, engagement has been mostly informal. Further, the programme has been able to engage with government officers at the mid-level and operational level but not at the higher management level. Few

[63] Findings from ISSA

industry players at the state level have been informally involved in the programme and the constituents (employers and workers) have not been involved at the state level.

The MTE found the programme has been able to establish formal and informal partnerships with government partners and industry players. At the time of this evaluation, MoU has been signed with MoHR regarding the Decent Work Country Programme and several implementation agreements have been signed with partners from industry (e.g., UM-STEM, KISMEC, SSTC, MBAM). Informal partnerships have been established with EPU, DOSM, and Talent Corps to provide technical assistance for the development of LMIAP and NSR although the cooperation has yet to be formalised. This has been reported by key informants from the government agencies, indicating that the programme is working on an *ad hoc* basis without an official definition of roles and responsibilities, which may impact programme effectiveness.

In the Malaysian system, it is necessary to formalise work-arrangement in order to secure personnel commitment and other resources, which is key for achieving programme effectiveness. Indeed, the programme is aware of such need in the Malaysian context when it states in the MALAYSIA Annual Report 2021 (p.6) that "reinforcing measures such as MOUs signing, which mentions technical details of cooperation with specific national partners, are still required."

More effort is needed to engage key decision makers in the government at federal and state level as well as state level industry players and workers union to ensure sustainability and equity in TVET/Skills development in the states where SfP is currently operating. Informal partnership with government partners needs to be formalized for the benefits of SfP to be sustained. Further, providing compelling value proposition for industry players is necessary to entice industry players to embrace the industry-led TVET model. More importantly, the programme needs to engage properly with the MoHE, which is a leading partner for this programme, to become effective.

Stakeholder engagement

The evaluation found that stakeholders appear to be unclear about programme's objectives and outcomes. Key informants mentioned they are unsure of the programme's direction and differing views exist in relation to the programme's objectives. This might be due to inconsistency of programme objective articulation as well as only presenting the impact outcome (development objective) of the programme.

The development objective stated in the theory of change and logical framework for the Malaysian component is “Increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE relevant to Malaysian national economies.” However, the overview presentation of SfP (slides) sets out the programme’s objectives as “the programme aims to contribute to increasing national capacity for inclusive economic growth through more future-ready TVET/skills training systems and the promotion of equality and diversity” and how this contribution will benefit beneficiaries (to improve employment outcomes, resilience, and adaptability of beneficiaries).

Further, the SfP overview presented to stakeholders only includes the higher-level impact but does not include the lower-level results (output, immediate outcomes, outcomes) to show how results are incrementally achieved. This requires creating an illusion of a “leap of faith” in achieving the programme outcomes, particularly in a short time. Moreover, not all partners are clear on the link between ILO Decent Work Country Programme (DWCP) and SfP. This is understood from the discussion with the different partners during the MTE.

Some stakeholders involved in various discussion of the SfP programme initiatives (e.g. focus group) appear to be unsure of why they have been involved in those discussions. This would indicate stakeholders are unclear about purpose of programme activities and how the discussion or their input will contribute to programme outcomes. This lack of understanding will likely impact programme implementation as stakeholders might implement activities mechanistically without understanding how the activities will lead to outcomes. Consequently, stakeholders may not be able to adapt activities to suit their own context, thus impacting effectiveness and sustainability of the programme.

Moreover, implementing partners interviewed during the MTE are of the view that the approaches used by SfP are too academic for them. For instance, the situational analysis involves a lengthy process of detailed documentation which is more suitable for academia. Stakeholders stated that “the SfP processes is too meticulous and tedious, we are no professors but practical people.” At the same time, partners mentioned their extensive experience in course development, which the programme must account for instead of providing extensive “hand-holding” type of support to them. However, the programme seems to be unaware of partners’ perceptions as the MALAYSIA Annual Report 2021 (p.6 & 7) mentions that partners course development capacity is not meeting ILO standards and therefore more hands-on support needs to be provided. These different views seem to indicate a failure of programme to meet partners where they are or in properly explaining the particular

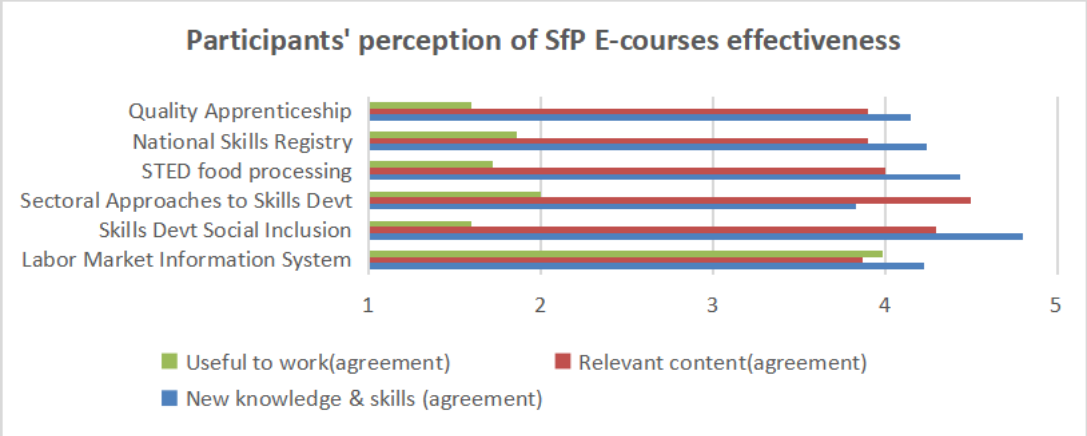
benefits of applying any ILO training standards to them, or more general problems in communication.

The MTE also found that the programme expects stakeholders to be proactive in proposing value-added initiatives for collaboration. Some stakeholders may understand such expectations in different ways, and some may stay away. It very well may appear to partners that the programme uses a challenge fund type of approach of filtering out who to collaborate with. While such an approach may work well with an established brand and organisation, it is important to note that ILO and its work in skills development is relatively unknown to many Malaysian stakeholders. As a matter of fact, key informants mentioned that during early consultation with state government on SfP-MALAYSIA, the British High Commission had to convince the two states (Sabah and Kedah) that ILO is a good organisation to work with. Given this scenario, stakeholders who are unfamiliar with ILO's work may not know what initiatives to propose for SfP and are less likely to come on board, thus, leading to lost opportunities for SfP to benefit from stakeholder's comparative advantage. As such, this approach may have a detrimental effect on programme effectiveness.

The workers' union (MTUC) appears enthusiastic to be part of the SfP programme but is unsure of the direction of the programme. Key informants mentioned that they do not yet see how this programme can benefit workers. However, stakeholders are eager about further engagement with the programme as they view it as a good idea because there is rarely a programme focusing on TVET/Skills that involves the workers' union. While the exclusively industry-led approach to skills development selected by the programme may not meet that expectation, the discussion during MTE revealed that MTUC was ready to offer support to the programme in relation with apprenticeship placement in Kedah as well as raising awareness for the programme through their network and communication channel (bulletin).

Online stakeholder engagement has reduced effectiveness of engagement, which partially impacted speed of implementation. However, the implementation of online training reduced participation cost (travelling and accommodation) and increased reach. Post-training surveys found that participants reported increased knowledge and understanding but questioned the usefulness of the course as well as participants' selection. For example, post-survey findings reported "The respondents have also stated that they gained new knowledge and understanding. Most of the concern is regarding the selection of participants and whether they can use the knowledge into their work" (An Introduction into Labour Market Information System, p.11). Key informants also mentioned the lack of relevance of some training course content to their work during the MTE interview.

F.1-34: Participants' perception of SfP E-courses effectiveness



Findings from post-training survey of the six E-courses implemented by the programme show that participants perceived high acquisition of new knowledge and skills (mean of 4 and above) for all courses except for Sectoral Approaches to Skills Development. Participants also perceived course content to be relevant for most courses (at least a mean of nearly 4). Participants perceived training as less useful to their work (a mean of below 2) except for the Labour Market Information System training (a mean of nearly 4). The Likert scale used in the survey ranges from 1 to 5, 1 being to strongly disagree and 5 being to strongly agree. Please see Annex MY-A.09 for more details.

Monitoring, Reporting, Evaluation and Learning (MREL)

The evaluation found that MREL is more for compliance than learning and decision-making to drive programme improvement. Key informants mentioned that implementing partners (KISMEC, SSTC) were trained to collect data for monitoring using Qualtrics (an online data collection platform), but findings have not been shared with partners. Additionally, the findings from capacity building activities (namely e-courses) were not shared with participants to influence likelihood of application of knowledge. For example, the analysis of e-courses as shown in Figure F.38 found that participants perceived lack of usefulness of training to their work. Such findings can be used by the programme to engage participants in learning how future training can be more applicable to participants' work. However, it appears that the programme continued to dole out training without looking at the post training data to inform improvement to training. The MTE interview with key informants also found that progress towards achievement of programme results has also not been shared so far.

It is necessary to note that prerequisites for effective use of MREL to support result-based management include readiness and capacity of partners to use such system.

The evaluation found discrepancy in findings of the post-training survey, indicating lack of capacity in data analysis. For example, the findings for "Skills Development for Social Inclusion" e-course showed participants' 100 per cent agreement to the statement "This training experience will be useful in Malaysia work" but the mean score showed a low 1.6 (the lowest possible score is 1, the highest possible score is 5) with a standard deviation of 0.52. Similar discrepancy is again found in the post training report of "Skills for Trade and Economic Diversification (STED) for food processing industry" e-course. It is odd that such discrepancy has not been detected at MREL regional level or at country programme level, indicating the possibility that the findings have not been thoroughly looked at, let alone used. The above findings indicate that MREL is not being used effectively to aid result-based management that will ensure expected results of the programme. Most importantly, for MREL to drive programme improvement and results, it is necessary to seek participation and common understanding among various stakeholders.

> Capacity development is a collaborative effort by multiple actors which requires cooperation and shared understanding about potential results, problems, suitable interventions and appropriate monitoring and evaluation mechanisms. Different actors have their own views about success and failure and how to collect and interpret data. Considering this, monitoring and evaluation is not only about methods of measurement; it is more a collaborative dialogical process to make sense of the results and determine how they can be improved.[64]

The evaluation also found that effectiveness of MREL can only be addressed at overall level because MREL's design prioritises the informational need of the Hub. As mentioned in the Evaluability Assessment Report (3/31/20, p.26) "Monitoring and evaluation arrangements at the country level will be undertaken in coordination with the 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 Programme but also with UKPF's MREL requirements." The fact that NPASC has been aborted, may have resulted in lack of coordination among various stakeholders to effectively monitor the programme in a coherent manner.

Further, the evaluation found that current practices in financial and Value for Money (VfM) reporting have been observed to have considerable impact on programme effectiveness. Key informants interviewed at MTE mentioned the lengthy and tedious reporting processes as well as prolonged feedback time, which put additional burden on management of the programme. It is also necessary to note that in a few instances the evaluation ran into inconsistencies within or incongruency between programme reports and actual implementation. For example, programme documents like the CRF and ToC stated pedagogy as an outcome for the quality pillar, but implementation focuses on curriculum enhancement (UM-STEM).[65] The

[64] Rocchigiani & Dhamotaran (2012, p.49)

[65] The CTA mentioned pedagogy as part of train the trainer in STEM curriculum, but this is not

programme should ensure that all documents are accurate, coherent, and dovetail with each other. This will also avoid unnecessary misunderstandings with the next evaluation team.

Risk management

As can be seen from the risk register, risks have been identified but risk control may need reviewing. The examination of the risk register[66] revealed that an implementation risk (risk 8, beneficiaries' capacity to implement SfP-MALAYSIA) that has been identified as high risk from the start of the programme continued to be high risk even after a yearlong mitigation. Specifically, the reporting in April 2021, July 2021, October 2021, and January 2022 continued to mention this risk as causing extreme impact on the project and likelihood of it happening as possible even after four rounds of mitigation. This indicates there is no actual risk control (risk management) in place, and therefore an effective risk control mechanism needs to be put in place. Importantly, when mitigation of risk has not been successful or is impossible to achieve, the project needs to be redesigned because it will otherwise fail.

In line with best practices in project management using the logframe approach, the assumptions stated for each level of results essentially represent the risks, only are worded positively. A project's risk results from the project's assumptions about external factors it cannot control. As such, risks need to be examined in tandem with achievement of results along the results chain and robustly tested during implementation.

This MTE did not evaluate how the programme engages stakeholders to improve efficiency, sustainability and equity in financing of TVET/HE because the cost-effectiveness pillar has been dropped due to budget cut. Moreover, the effectiveness of the programme in increasing 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 ongoing global transformations was not evaluated because the regional component of the programme has not been implemented.

Efficiency

Evaluation of efficiency focused on how well resources are being used. The MTE examined economic efficiency (cost-effectiveness), timeliness and operational efficiency. The evaluation found that the programme has adequate economic

reflected in program documents.

[66] MALAYSIA Risk register January 2022

efficiency and timeliness in programme delivery but less adequate operational efficiency.

Economic efficiency

Time, personnel, money, and technologies (understood as resources) generally appear to have been used as planned. For instance, cost-efficiency has been maximised by the use of online training events at the International Training Centre of the ILO (Turin centre) at a cost of GBP4.02 per training per day which would otherwise have been face to face with international travel and thus much more expensive and covering fewer participants. Further, evidence from the Annual Report 2021 next-steps section indicates that the programme is aware that balancing cost and quality is important.

At MTE, there is no evidence that the programme is leveraging resources from others as there is no known link to other related interventions. This is confirmed by the VfM indicator in the MALAYSIA VfM indicator workbook 2021, in which co-financing and/or in-kind contributions are not evident.

Timeliness

So far it seems that the human resources and time are sufficient to achieve programme outputs and outcomes as at midterm 66 per cent activities have been implemented to fullfill 80 per cent of the output indicators. As reported in the MALAYSIA Annual Report 2021 (p.10-12), implementation of output activities for Equity, Quality and Relevance pillar are all on track with some activities moderately off-track. Given this success' despite the constraints of the pandemic, it is likely that indicators have not been set so as to include stretch (i.e. to require any noteworthy effort). They should therefore be revised and adjusted accordingly with the real-life possibilities. Alternatively, further targets can be set to ensure sufficient value for money is obtained.

Operational efficiency

Programme accountability systems have placed burdens on implementing personnel and offer weak support for adaptive management. The SfP programme was challenged in creating a monitoring and evaluation (M&E) system that could meet both the requirements of VfM and results-based management (RBM) needs. Although harmonized with the RBM, the MREL practices and tools only weakly support adaptive programme management that responds to learning. Specifically, the VfM approach is at odds with the adaptive implementation modality (pilot, testing, learning, adapting) of the programme.

Reporting formats are cumbersome to complete. Compiling indicator and narrative information to feed annual reporting has been very time-consuming. As the programme team discovered, it would be very helpful for the programme, if the HUB could consider simplifying the progress report formats by reducing sections which request similar information. This would enable the programme to allocate more time for implementing activities and delivering outputs. However, due to limited time, the evaluator had no possibility to assess the specific impact of VfM processes on programme quality.

Besides this, internal reporting and financial reporting procedures seem to have led to inefficiency and caused some tension with state-level implementing partners. This was highlighted by implementing partners who explained that the reporting processes required 70 per cent of their time and more staff have to be included to manage the reporting. Further, there were also complaints about drip feeding information on financial reporting requirements as well as lengthy review procedures and delayed feedback. Partners also view payment procedures to be inconsistent and taking more time and effort than what they are typically used to.

The programme team put forward that the partners are lacking financial reporting competency and procedures are standard ILO procedures that cannot be changed. The MTE team, while not convinced the partners are lacking the technical capacity, does not have the time available to assess these procedures themselves. Possibly, there are capacity constraints in terms of human resources that need to be made available by the partners for reporting purposes, i.e. their reporting burden may be higher than originally anticipated.

Impact

The examination of impact of an intervention includes analysing high-level results/effects, significance of the intervention to those involved, unintendend effects, and transformational change (holistic and enduring changes in systems or norms). At mid-term, the evaluation found no visible impact as outputs and intermediate outcomes have not been reached yet.

Sustainability

Sustainability is understood as the extent to which the net benefits of the SfP programme continue or are likely to continue. The evaluation sought to identify and assess the key conditions or factors that are likely to undermine or contribute to the

persistence of benefits. The sustainability of SfP in Malaysia is not yet visible at MTE. Sustainability of SfP programme results depend on a number of factors, including ownership, institutional infrastructure (sustainable co-ordination body, that includes strong tripartite involvement), strategies for continuity, change in collective mindsets among employers and funding.

Ownership

At the national level, benefits from activities with high relevance such as development of LMIAP and UM-STEM initiative are likely to be sustained after the completion of the programme due to strong ownership by the agencies involved. At the state level, unclear level of ownership and resource availability have been observed. While the implementing partners (KISMEC, SSTC) are likely to sustain the benefits from the SfP programme due to strong level of ownership and resource availability, this cannot be established for the state government agencies and state level tripartite engagement. The MTE interview with key informants found that the Sabah state economic planning unit is not well informed of the programme and involvement has been limited while industry is only indirectly involved in the programme due to lack of resources. Further, state partners have been minimally involved in capacity building and technical assistance activities provided by the programme. The Malaysia beneficiaries list showed that out of 324 beneficiaries engaged for the programme, only four beneficiaries are from Sabah state (2 from Federation of Sabah Industries and 2 from Sabah Economic Development and Investment Authority) while no beneficiaries from Kedah state government and agencies were listed. In addition, the federal level MTUC and MEF mentioned that their state chapters are not involved in the programme. The lack of ownership at state level is also likely to be compounded by the fact that the SfP programme does not focus on state level reform due to resource limitation.

Institutional infrastructure

More importantly, the benefits of the programme can only be sustained when there is strong ownership by the Malaysian government. Although some implementing agencies such Department of Statistics Malaysia, Human Resource Development Corps, and Talent Corps are likely to sustain benefits from the programme, the overall benefits are less likely to spread to the entire TVET/Skills system without a sustainable coordination body to drive the programme forward in a coordinated manner. The NPASC had been conceived by the programme as a key driver for programme sustainability (Inception report p. 85) and it would have played a crucial role as the consultative body to ensure government and industry come on board. This committee would have had the overall responsibilities of coordinating the SfP through a participatory process that involves inter-governmental agencies as well as employers' organisations and workers' organisations. However, the NPASC has been

abandoned at the start of the programme due to incompatible practices between donor and ILO.[67] As a result, the sustainability of this programme has been unduly compromised because the programme has been having challenges engaging key government decision makers to come on board (for example MoHE, see Annual Report p.6).

Strategies for continuity

The pilots (RPL, apprenticeship, inclusiveness and future readiness) at the two skills development institutions (KISMEC and SSTC) in Kedah and Sabah when implemented successfully are envisaged to produce results that include improved employment outcomes, resilience, and adaptability of beneficiaries. Consequently, to ensure sustainability, the results of the pilot will be used to encourage ongoing support from other organisations . As envisaged by the SfP programme, "pilots will be implemented with close monitoring and evaluation, overseen by inter-ministerial committees/working groups, so that outcome of the pilots informs and facilitates the reform at the broader national level through possible expansion and adoption" (institutionalisation; cf. p. 88 of Inception report). The evaluation found no evidence of the pilots being overseen by inter-ministerial committees/working groups, which is crucial for sustainability. Key informant mentioned that the local TVET network has been setup in Kedah but is not active in overseeing the pilots while another key informant mentioned that the local TVET network in Sabah has not been set up. Conflicting information about the activation of the local TVET network is found in the MALAYSIA Annual Report 2021 (paragraph 2, p.3 and last paragraph, p.3) indicating lack of involvement of the local TVET network in SfP or incomplete reporting. Nonetheless, activity 1.1.5 in the MALAYSIA Implementation Plan January 2022 indicates that "evaluation of the pilot implementation and sharing of the findings for possible expansion with potential partners identified through pilot activities via policy dialogues, capacity building workshops and knowledge sharing sessions" are in preparation.

Another strategy for sustainability as mentioned in the Project Document (p.43) includes "anchoring knowledge and capacity building products to national and international institutions through collaboration with universities and academic institutions, relevant organisations, including and the ITC (ILO's global training centre), so that they will be accessible and continue to be utilized and disseminated after the project completion." It remains unclear to the evaluator how this sustainability concept will be operationalised for implementation.

[67] The programme team informed that the donor did not agree with the proposal and referred to respective donor communication.

Funding

High level of industry engagement in SfP is critical to ensure financial sustainability required to continue the benefits of the programme. So far, the evaluation found no evidence of the SfP being able to attract co-financing for the continuation of the programme. This is largely due to intervention being dropped (cost-effectiveness pillar) because of funding cut (cf. Implementation Plan January 2022 and Country Results Framework 2022). This problem is compounded by the lack of value proposition of the programme to attract industry to invest financial and other resources to realize the industry-led TVET as has been pointed out by several key informants.

Change in collective mindset

Nonetheless, several government partners mentioned that sustainability of the programme is likely to be achieved if there is change in collective mindset of the employers to drive industry led TVET. This, however, is not yet evident at the time of this evaluation.

Cross-Cutting Issues

In addition to the six OECD-DAC criteria, the MTE also examined the programme effectiveness in improving cross-cutting issues such as gender, vulnerable people group (B40, PWD), and tripartite collaboration. At midterm, the evaluation cannot yet establish effectiveness in the three cross-cutting areas and offers some suggestions for improvement. The MTE also could not determine how well the programme integrated environmental concerns into skills initiatives due to lack of established evidence.

At midterm, the programme has managed to engage women and youth from the B40 group in Kedah and Sabah. Specifically, 27 youth from the B40 group participated in the apprenticeship pilot programme at KISMEC, 25 youth from the B40 group participated in the future readiness pilot at SSTC and 25 women from the B40 group participated in the inclusiveness pilot at SSTC. The programme is not working with people with disabilities (PWD) as confirmed by the CTA during the internal stakeholder workshop review.

Maximising success in improving gender equality requires meaningfully targeting real gender equality challenges in multicultural and multi-ethnic Malaysia. The discussion of maximising success is anchored on earlier discussion on GESI in the coherence section (page 40-48 of this report). The real challenges for Malaysian women participating and staying in the labour market are due to a patriarchal society where

men are dominating, family factors (responsibilities for caring and supporting family) and factors of organisational culture (structures, processes, practices of organisation). As such, the programme needs to address these kinds of issues in order for the SfP gender equality agenda to add value.

SfP programme is a driver of the DWCP in Malaysia and this should have a positive effect on promoting tripartism, social dialogue and international labour standards. The DWCP in Malaysia focuses on three areas that include rights at work (protecting and promoting rights at work), future of work (strengthening national capacities to meet the needs of current and future work), and labour migration (strengthening labour migration governance). In particular, the SfP programme can contribute to the future of work priority in DWCP Malaysia. The evaluation found that SfP has been a catalyst in bringing different stakeholders together to discuss issues relating to TVET/Skills development. This is confirmed by key informants who viewed such initiative as promising in furthering social dialogue on issues regarding labour standards and skills development.

The programme can help to maximise success of tripartism, social dialogue, and implementation of international labour standards through awareness building and modelling social dialogue engagement. The programme can leverage on its ability at bringing various stakeholders together under one platform to discuss initiatives for SfP to also build awareness on the importance of strong tripartism for improving the country's labour practices, which contributes to overall development in Malaysia. Further, the programme can model effective social dialogue engagement with constituents who participate in SfP workshops in order to promote social dialogue as a mechanism for solving social problems or labour related issues (e.g. wages) in Malaysia.

That being said, the programme is advised to not push for a skills-based wage system at this time considering the relative infancy of social dialogue in Malaysia. Given the resistance of employers to the discussion of skills-based wage system, it might not be the right time to promote such system. As such, it is better for the programme to focus on TVET/skills improvement in the Malaysian system and once successful, to re-engage employers in the skills-based wage system. Employers are more likely to accept this system once they see improved competencies among employees.

Covid-19 Impact

Covid-19 has reduced programme effectiveness by delaying implementation and impacting stakeholder engagement. In Malaysia, the movement control order (MCO), which is a series of national quarantine measures implemented by the federal government in response to the Covid-19 pandemic in the country, has

oscillated between closing and opening the country from March 2020 to November 2021. This go and stop situation has suspended much face-to-face education/training activities, which delayed the SfP pilots in the 2 states as well as reduced effectiveness when training was moved online. In particular, the state of Sabah with its poor internet connection was considerably impacted. Moreover, the MCO has restricted local and international travels, which has an impact on stakeholder engagements. For example, the ILO Deputy Regional Director was not able to travel to Malaysia to support engagement with senior officers at the ministries. Most stakeholders' engagement had to be conducted online, which is less effective than face-to-face engagement. Nonetheless, the SfP programme has been recalibrated to adjust to the impact of Covid-19.[68]

Given the economic fallout from Covid-19, the programme needs to reconsider the capability of industry players particularly the small and medium enterprises (SMEs) in supporting initiatives of the programme. The apprenticeship pilot will need some adjustments to accomodate for the capability for SME to take in apprentices.

MY-4 CONCLUSIONS FOR THE MALAYSIAN COMPONENT

The SfP-MALAYSIA programme is viewed positively by a wide range of stakeholders, has carried out numerous activities, and established some formal and informal partnerships, but progress towards outcomes seems to be hampered by a focus on implementation of discrete activities in lieu of a strategic focus on achieving high-level goals. The conclusions on the programme related to the OECD-DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact are as in the below:

Relevance:

1. The programme is aligned with delivering SDGs and ILO DCWP but partially aligned to national/subnational TVET reform goals.
2. SfP programme partially responds to contextual factors.
3. Assumptions that were made in the past about intervention's relevance were not tested to see if these hold true in current context.
4. The newly adjusted programme design is partially adequate to achieve programme outcomes and impact.

[68] see Inception Report

Coherence:

1.The programme‘s interventions are mostly compatible with other similar interventions in Malaysia except for the gender equality related interventions.

Effectiveness:

1.The programme has implemented about two third of its activities and reached 80 per cent of its output indicators but indicators lack logical fit to results and were pegged at a lower level than the results being measured.

2.There is a strong management partnership between ILO and British HC, which supports programme implementation.

3.Formal and informal partnerships have been established with industry and government partners but higher level decision makers are not on board yet.

4.Partnerships can be strengthened through formalising work-arrangement, joint-work planning, steering groups/committee, and better communication.

5.Stakeholder engagement is partially effective.

6.MREL lacks effectiveness in supporting programme to reach its goals.

7.Risk has been regularly reviewed but not adequately managed.

Efficiency:

1.The programme has been able to deliver results in an economic and timely manner but lacks some operational efficiency.

Sustainability:

1.Strong ownership is likely at the skills development institutions when interventions are relevant; at mid-term, partial relevance is observed.

2.Strong ownership is likely for activities with high relevance at national level (LMIAP, STEM, NSR).

3.A key sustainability mechanism designed for the programme (NPASC) has been abandoned.

4.There are no clear detailed strategies for continuity.

Cross-cutting:

1.The programme has been able to serve youth and women from the B40 group but is not working with PWDs. However, the programme has not been

providing sustenance support needed by the B40 group to participate effectively in the programme.

2.The SfP GESI in relation to gender equality has not been targeting real gender equality issues in Malaysia.

3.SfP programme is a driver of the DWCP in Malaysia and this potentially has a positive effect on promoting tripartism, social dialogue and international labour standards.

4.Tripartism and social dialogue are still emerging in Malaysia.

Covid-19:

1.The programme has been recalibrated to adjust for impact of Covid-19 before implementation.

2.Covid-19 impacted stakeholder engagement and particularly reduces capability of SMEs to participate in the programme.

MY-5 RECOMMENDATIONS FOR THE MALAYSIA COMPONENT

Conclusion	Action	Actor	Timeline	Priority
Relevance				
The programme is aligned with delivering SDGs and ILO DCWP but partially aligned to national/subnational TVET reform goals.	Consider how SfP strategies can be pivoted to align with the current strategies of the MALAYSIA government (see Annex A.5 for some ideas). Consider improving alignment of SfP language use and approach on industry-led skills/TVET with Malaysia's system to leverage on the existing Malaysian structure (National TVET Council, Government-Industry TVET Council (GITC).	ILO, British High Commission, national partners.	June, 2022	High
SfP programme partially respond to contextual factors.	Consider providing sustenance support to the B40 group in the second half of the programme. Link programme activities to 12 MP, meet the Malaysia stakeholders where they are. Consider culturally responsive approach.	ILO, British High Commission, national partners.	June, 2022	High

Conclusion	Action	Actor	Timeline	Priority
Assumptions that were made in the past about intervention's relevance were not tested to see if these hold true in current context.	Test all assumptions, and if they do not hold true, redesign activities, outputs, and outcomes accordingly.	ILO, British High Commission	June, 2022	High
The newly adjusted programme design is partially adequate to achieve programme outcomes and impact.	Articulate the programme goals more clearly. Avoid sums-of-results type or multi-barreled goals, as well as means and ends contained in same logical step. Substitute pedagogy in the Quality pillar goal since the programme is focusing on curriculum instead of pedagogy. Alternatively provide pedagogy as planned.	ILO, British High Commission	June, 2022	High
Coherence				
The programme's interventions are mostly compatible with other similar interventions in Malaysia except for GESI related interventions.	Consider addressing real issues identified in the evaluation for achieving success in GESI (women). Align GESI approach to the Malaysian reality. Option: Consult Wanita Industry Binaan Malaysia (WIBM) for understanding real issues in construction for women.	ILO, British High Commission, national partners.	June 2022	High
Effectiveness				
Indicators lack logical fit to results	Ensure logical fit (horizontal logic). Replace inadequate indicators with more specific-to-target and reliable ones.	Regional MREL	June, 2022	High
Formal and informal partnerships have been established with industry and government partners but higher level decision makers are not on board yet.	Formalise informal partnerships through formal agreements.	ILO and national partners	June, 2022, as soon as possible.	High
	Senior officer from ILO is needed to engage senior officers from ministries (MoHE/MoHR) so they will come onboard, ideally face to face.	Regional Deputy Director, ILO	June-July, 2022	High
Stakeholder engagement is partially effective.	Redouble efforts to co-design, co-manage, and jointly implement the programme during the remaining period so as to maximize relevance and	ILO, national partners	June-July 2022	High

Conclusion	Action	Actor	Timeline	Priority
	effectiveness. Design interventions capitalising on partners '/beneficiaries 'existing knowledge, capacities, resources.			
MREL lacks effectiveness in supporting programme to reach its goals.	Check data analysis. Improve data utility to drive decision for improvement. Build program team capacity on MREL.	Regional MREL, MREL, CTA, implementing partners.	June-July, 2022	High
Risk has been regularly reviewed but not adequately managed.	All experts deployed by ILO for implementing development cooperation programs should receive a training for full understanding of basic development program management tools and their application (including ToC, logframe, MREL) prior to deployment.	CTA, ILO	June-July, 2022	High
Efficiency				
The programme lacks some operational efficiency.	Reduce reporting requirements (time, content, frequencies).	ILO, Hub, British High Commission	June, 2022	High
	Reduce feedback time to implementing partners.	Programme Team	June, 2022	High
	Explore lumpsum payment for incidental expenses or explore innovative ways to provide proof of purchase/ services leveraging on mobile technology.	ILO	When possible	Medium
Sustainability				
There is no clear detailed strategies for continuity.	Develop a detailed sustainability plan that includes financial, academic (curriculum and pedagogy), institutional (strategic plans and policies), technical (solutions and tools) support provided by the programme. This plan should outline specific steps to be taken during implementation to ensure sustainability and describe steps that various partners should take to ensure continuity of the programme results.	ILO & British High Commission,KISMEC,SSTC, other implementing partners	June, 2022	High
Cross-cutting issues				
The SfP-GESI (gender equality) has not	Consider targeting real issues identified in the evaluation for maximising success	ILO & British High Commission,KISME	June-July,2022	High

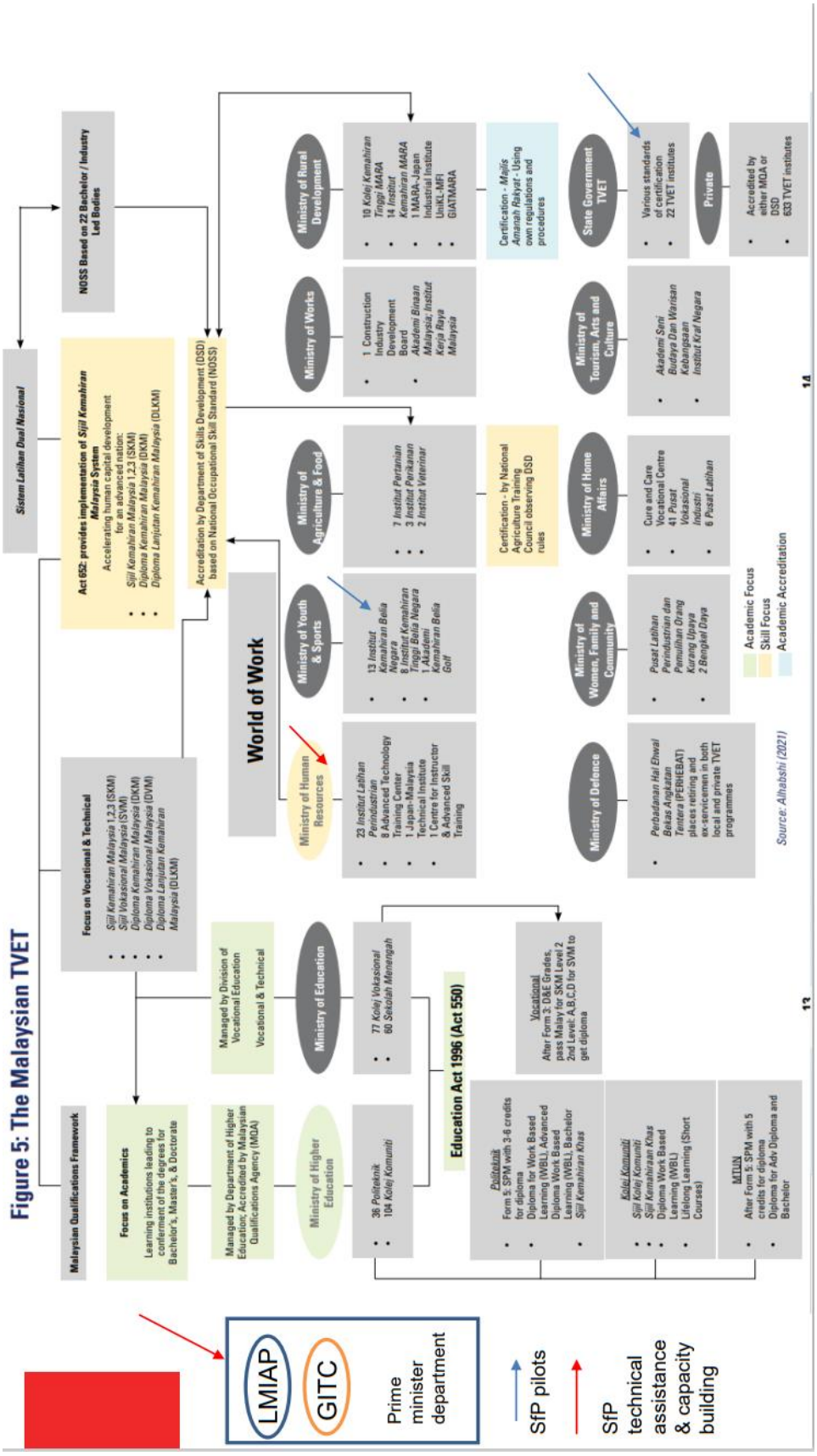
Conclusion	Action	Actor	Timeline	Priority
been targeting real gender equality issues in Malaysia.	in gender equality.	C,SSTC		
Social dialogue is still emerging in Malaysia	Abstain from the skills-based wage system pilot.	ILO & British High Commission, KISMEC,SSTC	June, 2022	High
Covid -19				
SMEs now lack capability and resources to participate in the programme.	Adjust apprenticeship pilot to account for less industry capability to support apprenticeship placement.	ILO, British High Commission, KISMEC,SSTC	June, 2022	High

ANNEX MALAYSIA

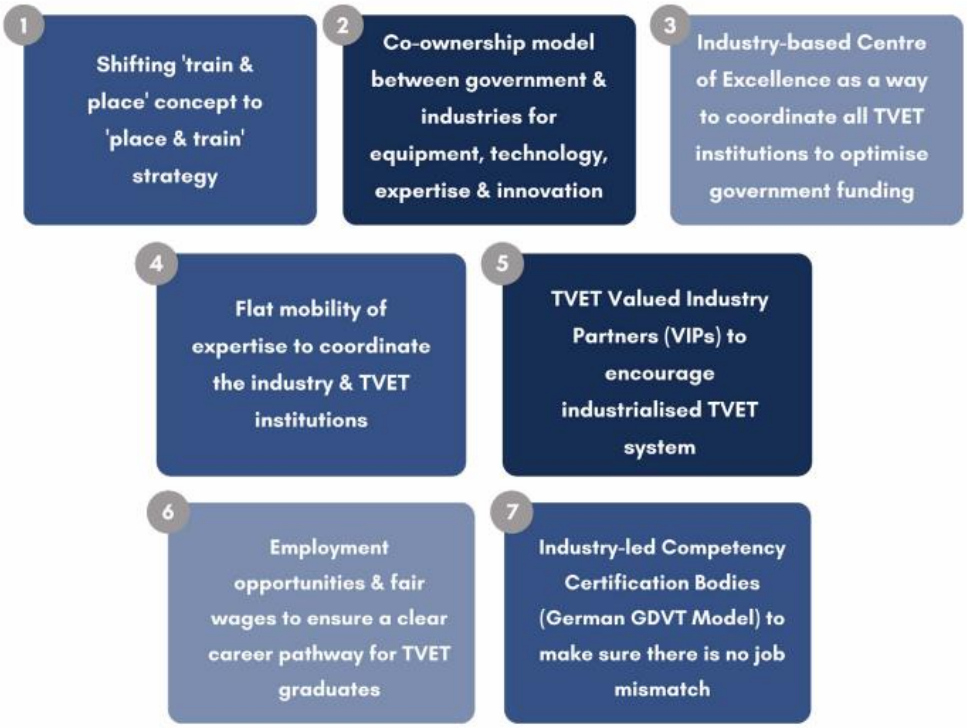
MY-A.01 List of participants in internal stakeholder workshop (2022-04-21)

Name	Function
Boonpala, Panudda	Regional Deputy Director
Prat Tuca, Jordi	Regional Technical and Programme Coordinator SfP
Sakamoto, Akiko	Specialist Skills and Employability
Pringsulaka, Pamornrat	Regional Evaluation Officer
Chowdhury, Sohana Samrin	Regional M&E Officer SfP
Mori, Junichi	Chief Technical Advisor SfP
Alauddin Onn, Shaza Scherazade	Senior National Programme Officer SfP
Rakawin, Leechanava Nichpan	Former Programme Officer (MALAYSIA)
Poungpattana, Rattanaporn	Monitoring and Evaluation Officer
Udomchaiporn, Napaporn	Senior Programme Officer
Chung, Dr.Sylvia Mei Ying	National Evaluator (independent)
Weinmann, Christoph David	Lead Evaluator (independent)

MY-A.02 Structure of TVET system in Malaysia

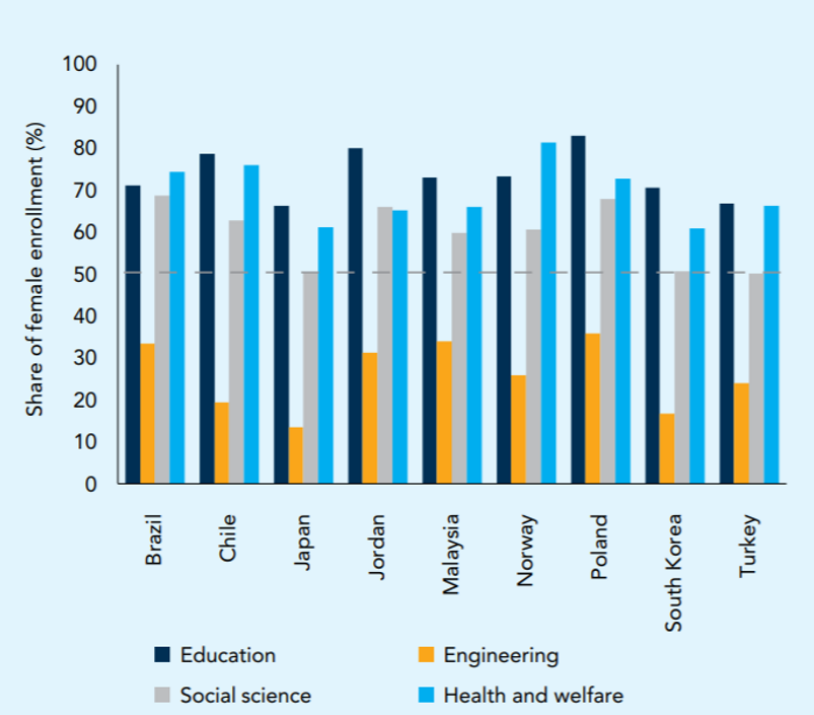


MY-A.03 The 7 strategies for strengthening of industry's role in Malaysia



Source: Nadya & Bush (2022)

MY-A.04 Share of female enrolment in higher education by field of study and country, latest years



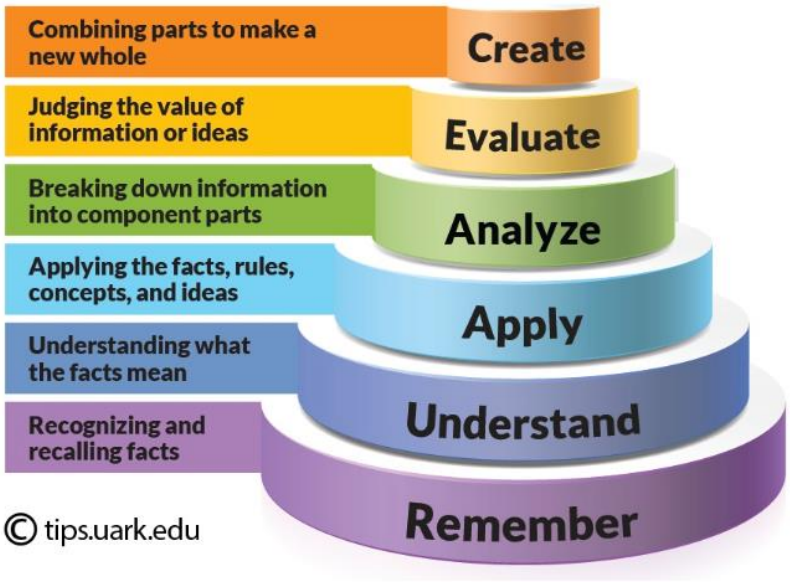
Source: World Bank (2019)

MY-A.05 Maslow and Bloom

Maslow's hierarchy of needs: The hierarchy is a theory of motivation contending that people are driven by a hierarchy of increasingly complex needs (Maslow, 1943). It is often shown as a pyramid, with the basic needs making up the base and the peak being the more complex needs. The five levels are:

- Physiological needs (e.g., water, food air).
- Safety needs (e.g., physical safety, health, financial safety).
- Social needs (e.g., belongingness, social connections, relationships).
- Esteem needs (e.g., recognition, respect, appreciation).
- Self-actualisation needs (e.g., fulfilling your potential, being your best).

Bloom's taxonomy is a classification of the different objectives and skills that educators set for their students (learning objectives). The taxonomy was proposed in 1956 by Benjamin Bloom, an educational psychologist at the University of Chicago. The terminology has been recently updated to include the following six levels of learning. These 6 levels can be used to structure the learning objectives, lessons, and assessments of courses.



MY-A.06 SfP-MALAYSIA sector selection criteria

S4P Malaysia - Criteria in Focus Sector Selection (National Level)

Theme	No.	Criteria	Weight[1]	Grade[2]									Remarks[3]
				Food ssing)		Logistics		Construction		MFG (Textile and Garment)		Palm Oil	
Skills Demand	1	Growth potential for employment	1.5	6	4	6	2	3	2	3	2	3	
	2	Demand for skilled workers for sector growth/upgrading	1.5	4.5	4	6	3	4.5	2	3	2	3	
	3	Potential needs for career progression (within/across sectors)	1	3	4	4	4	4	1	1	1	1	
	4	Level of buy-in for the industry -led TVET model, and presence of industry leadership	1.5	6	4	6	4	6	2	3	1	1.5	
Industry Growth Opportunity	5	Coherence and relevance with national priority (measured by existence of national development plans)	1.5	6	4	6	4	6	2	3	4	6	
	6	Coherence and relevance with government investment priority (measured by committed amount, large national/sub-national projects and timeframe of	1.5	6	4	6	4	6	0	0	4	6	
	7	Percentage contribution to national GDP	1	3	3	3	3	3	3	3	4	4	
	8	National/Sub-national competitive advantage within the ASEAN region	1	4	4	4	4	4	2	2	4	4	
GESI	9	Potential demand for female workers	1.5	6	4	6	2	3	4	6	2	3	
	10	Potential demand for PWD workers	1	3	3	3	1	1	1	1	0	0	
	11	Potential for SMEs inclusion	1.5	6	4	6	4	6	4	6	1	1.5	
	12	Contribution to rural development	1	4	2	2	4	4	1	1	4	4	
Youth	13	Potential demand for youths	1.5	6	4	6	4	6	2	3	2	3	
IR 4.0	14	Plans for technology adoption and upgrading (1-2 years)	1.5	4.5	4	6	2	3	2	3	4	6	
Risk	15	Low risk in human and labour right violation	1.5	4.5	2	3	2	3	1	1.5	0	0	
	16	Low risks in environmental damage (or high motivation to adapt green skills)	1.5	4.5	4	6	3	4.5	1	1.5	0	0	
	17	Low risks in creating conflicts with secondary beneficiaries	1	4	4	4	4	4	2	2	0	0	
	18	Low risk in perceived international/political conflicts	1	4	3	3	4	4	1	1	0	0	
	19	Level of compliance to country's / regional industry regulations (e.g. Competition Law)	1	3	0	0	4	4	1	1	0	0	
		Total	24.5	**88**	65	**86**	62	**79**	34	**45**	35	**46**	
		(Score/Full Score) Rate	98	89.8%		87.8%		80.6%		45.9%		46.9%	

Note

1 Criteria with greater weight criteria (yellow-highlighted) = (Grade) x 1.5

2 Grading of Prospect: Excellent - 4, Good - 3, Reasonable - 2, Poor - 1, Ve- 0

3 Give very brief basis of grading (e.g. % of GDP contribution)

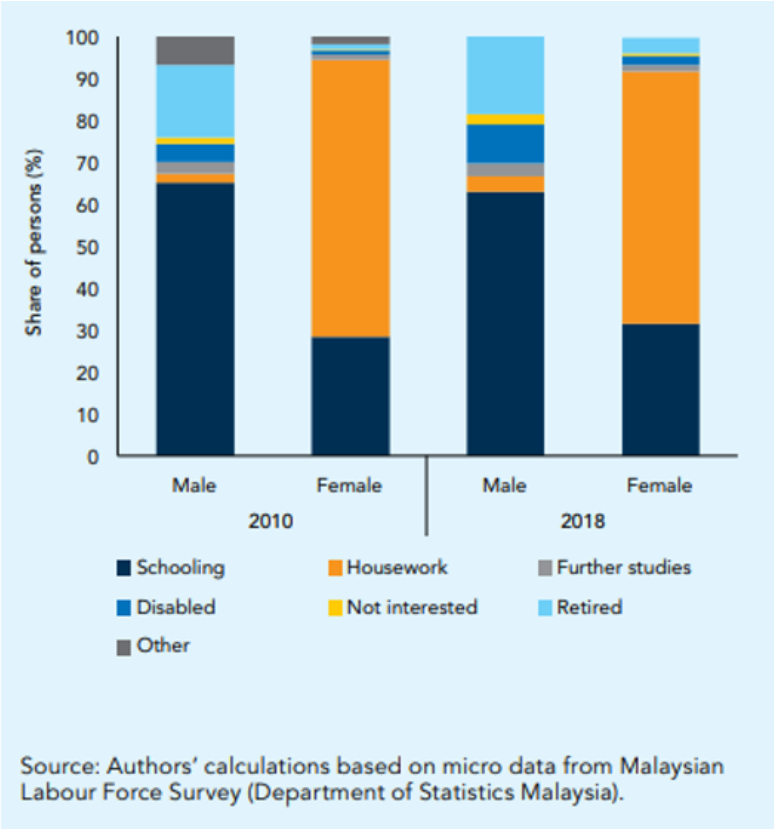
MY-A.07 Selected quotes from stakeholders

With or without this programme, we are moving with this activity.
Pilot helped to enhance already existing activity.
Inefficient process to development of activities, too many discussions and tedious workplan.
Intervention needs to consider culture, regional context, not just technical.
This programme comes with good intention and objectives but limited time.
The programme needs to work on stakeholder engagement to stay relevant.
There's no barrier to capacity building for women.
This state cannot just follow federal government's direction on sectors because different states have different development needs.
We cannot see the direction of the programme.
SfP is not integrated into our programme.
Sector should be selected according to state's needs.
The programme needs to be adapted to suit local needs and more time is needed.
SfP needs to look at emergent things that have great influence on employees, relevant skills required by the industry like automation.
Women's participation in labour force is hampered by lack of supportive conducive environment not because of access to labour market.
The employers in the 2 selected sectors are not sophisticated- realistic approach needed.
Why is SfP not targeting in-demand sectors?
Intervention and processes need to be differentiated.
SfP expectation is too high, must consider local culture.
There's a disconnect to the Malaysian reality.
Programme design seldom mentions local elements, where they [stakeholders,SC] are coming from.
Programme logic incongruent with recipients' environment/reality.
The SfP processes are too meticulous and tedious, we are no professors but practical people.
SfP is not so aligned to the elements of the TVET/Skills system.
Programme needs to provide value proposition to industry.
Questionable if career progression map can work in small medium enterprises.
SfP does not understand TVET agenda.
SfP needs to bring all agencies together for the pilot.
We gave input to ILO but not sure how this benefits us.

Quotes have been minimally edited to protect informants' identity and some of the quotes were translated from Bahasa Malaysia.

All 14 stakeholders mentioned the need to improve relevance/coherence.

MY-A.08 Share of persons out of labour force by reasons for not seeking work, 2010 and 2018



Source: Authors' calculations based on micro data from Malaysian Labour Force Survey (Department of Statistics Malaysia).

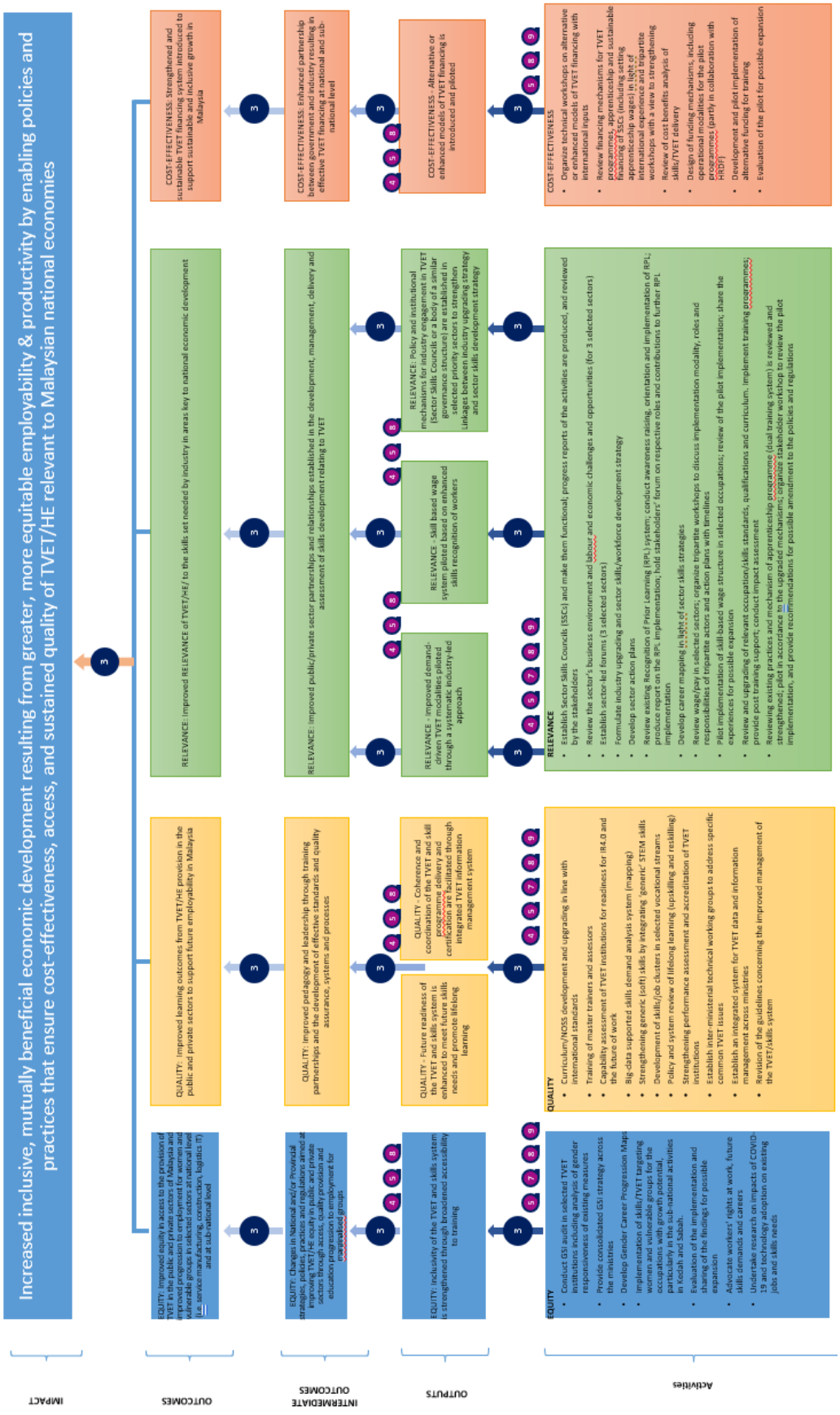
MY-A.09 Findings from e-courses post-survey

Course	Number of respondents	Response rate	New knowledge & skills (agreement)	Relevant content (agreement)	Useful to work (agreement)
Labour Market Information System	70	80%	4.23, SD (0.87)	3.87, SD (0.85)	3.99, SD (0.97)
Skills Development Social Inclusion	10	100%	4.80, SD (0.42)	4.30, SD (0.48)	1.60, SD (0.52)
Sectoral Approaches to Skills Development	6	100%	3.83, SD (0.75)	4.50, SD (0.55)	2.00, SD (0)
STED food processing	18	67%	4.44, SD (0.71)	4.00, SD (1.03)	1.72, SD (0.83)
National Skills Registry	21	23%	4.24, SD (0.70)	3.90, SD (0.63)	1.86, SD (1.01)
Quality Apprenticeship	20	51%	4.15, SD (1.31)	3.90, SD (1.37)	1.60, SD (0.94)

Scale: Level of Agreement in the survey, the Likert Scale used the lowest number of 1.00 which indicates Strongly Disagree and 5.00 indicates Strongly Agree

Source: MREL Survey Report

MY-A.10 SfP-MALAYSIA Intervention Logic



MY-A.11 Lessons Learned

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may beincluded in the full evaluation report.

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	For a programme to promote gender equality in an effective, substantive, and sustainable manner, there is a need to conduct a neutral analysis to fully understand gender inequality issues in the country of concern. Addressing root causes of inequality and discriminatory gender norms must involve both major sexes instead of merely focussing on women. Most importantly, drawing up interventions to address gender equality issues needs to be sensitive to culture and cannot ignore the reality on the ground.
Context and any related preconditions	ILO staff deployed under further FCDO-financed programmes would benefit from the understanding that donor's Gender and Social Inclusion (GESI) concept may sometimes still be influenced by the earlier "women in development" stream. ILO staff should stay away from such concept while embracing gender equality as involving both major sexes. Learning how the locals define gender issues and their solutions to these problems leads to meaningful development initiatives likely to add value to the community.
Targeted users / Beneficiaries	Programme designers, project managers, project officers
Challenges /negative lessons - Causal factors	GESI in the programme has focused on promoting "access" to non-traditional jobs and to STEM training for women (adopting a Western perspective), both of which are non-issues in Malaysia. At the same time it ignored the real issues of structural (e.g. availability of childcare) and regulatory (e.g. protection from work during night hours) challenges for women to participate in the labour market. The program also failed to recognize that despite prevailing structural issues, females in Malaysia are excelling in STEM training at higher levels than in Western high-income countries and that their share of employment in the construction sector is at the same level.
Success / Positive Issues - Causal factors	n.a.
ILO Administrative Issues (staff, resources, design, implementation)	Liaising with existing gender equality advocacy's groups in the construction sector did not occur though it would have clearly benefited program design. Stronger supervision by a gender specialist possibly may have also helped.

MY-A.12 Self-Assessment by SfP-MALAYSIA Team compared to evaluators on 25.04.2022

Criteria	Evaluators	Self-Assessment
Relevance	Moderate / Partial	High / Moderate
Ultimate beneficiaries	Unknown	Moderate
National	Moderate	High
Institutions	Moderate	High
Subnational/State	Low	Moderate
Coherence	Partial	High
Effectiveness	Emerging	-
Efficiency	Partial	Moderate
Impact	Not visible	Moderate
Sustainability	Not visible	Moderate

A.V1-4 Philippines Component Evaluation Report

PHILIPPINES COMPONENT REPORT

[ABBREVIATED VERSION FOR OVERALL REPORT ANNEX]

FINAL

Independent Mid-Term Evaluation

The UK Prosperity Fund Skills Program for South East Asia (the SfP-SEA Program)

October 2019 – March 2023 (42 months)

RAS/20/52/GBR

30/06/2022

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PH-1 EXECUTIVE SUMMARY OF COUNTRY COMPONENT REPORT

This report summarizes the findings of the Mid Term Evaluation (MTE) conducted via virtual meetings between 11 February and 21 April 2022 for the International Labor Organization – United Kingdom (ILO-UK) Program "Skills for Prosperity-Southeast Asia (SfP-SEA) Programme, the Philippines Component" (hereby referred to as the SfP-SEA Philippines or the Project). The SfP SEA programme, which includes the three countries (Indonesia, Malaysia, and the Philippines) received a commitment of GBP 20 million Official Development Assistance (ODA) grant from the UK in October 2019, of which the SfP SEA programme received to date GBP 8.6 million for three countries.

T.1-35 Project Information Table

Project Title:	**Skills for Prosperity-Southeast Asia Project: Philippines Component**		
Project ID: XB Symbol	RAS/19/03/GBR		*at endorsement (Million GBP)*
Administrative Unit	ILO Regional Office for Asia and the Pacific	UK financing: Total SfP SEA	GBP 20 million
Country:	The Philippines	Counterpart: TESDA	NA
P&B Outcomes	Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects	Total Project Cost:	GBP 20 million
Lead Implementing Partner:	Technical Education and Skills Development Authority (TESDA)		
Other Implementing Partners (IP) involved:	Govt: DOLE, DEPED, CHED, DTI, NCIP Employers Organizations (ECOP, PCA, MBC); Labor Organizations (FFW, TUCP, APL)	ProDoc Signature (date project began): October 2019	
		(Operational) Closing Date:	March 2023

Project Description

The main objective of the SfP-SEA Philippines Project is "Increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of Technical and Vocational Education

and Training, Higher Education, English Language Training (TVET/HE/ELT) relevant to national economies.". It was designed to do so by supporting:

- 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 programs 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 labor 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 programs by relevant industries.
- Improved cost-effectiveness of skills development and TVET systems through facilitation of multi-stakeholder co-financing of the systems, integration of fragmented and redundant roles among various government agencies in charge of TVET, and reorientation of financing to meet the needs of vulnerable and disadvantaged groups.

The component results framework identified four (4) outcomes that are expected to happen at end of project and corresponds to four (4) pillars, namely: 1- Equity, 2-Quality, 3-Relevance, and 4-Cost-Effectiveness. Intermediate outcomes and outputs support each pillar outcome with list of activities identified to deliver or produce the outputs.

Technical Education and Skills Development Authority (TESDA) is the lead national government agency partner in the implementation of the SfP Project in the Philippines. TESDA's mandate is to manage and supervise technical education and skills development (TESD) in the Philippines. Other implementing partners includes TVET, skills and training institutions, youth and vulnerable groups in the pilot area (Region 6,7 and 8), employers and workers organizations.

Project Progress Summary

The UK-ILO Memorandum of Understanding (MOU) for the SfP SEA Programme was signed in October 2019. However, there were significant delays during Inception Phase, low level and uncertainty in budget support, slowing progress to date. This was mainly due to:

- COVID-19 affected national economic performance and the policy decisions

following UK ODA review reduced available budgets for ongoing programs;

- Extended duration of the Inception Phase, actual start of implementation was four (4) months later;
- Postponement of project activities due to inadequate budget, i.e. Pillar 4 activities put on hold up to 2021 and some Pillar 2 activities not started on schedule;
- COVID-19 pandemic restricted in-person activities as hard lockdown for the Philippines lasted for two (2) years;
- Adverse effect of Typhoon Rai (Odette) in December 2021 in the pilot regions, limiting or preventing target stakeholders to participate in virtual activities. Communications infrastructures are not yet fully restored to date.

The component is surprisingly effective given all of the setbacks that have occurred as a result of the diverse adjustments i.e. COVID-19 pandemic restrictions with only virtual meetings/activities allowed; extended inception phase; difficult access to the pilot regions affected by the typhoon in 2021, and uncertainty on level of funds available for planned activities. Effectiveness of the SfP Philippines component is of high quality to reach the intermediate outcomes. Outputs delivered from completed activities are being used and contributes to achieve the intermediate outcomes in the 3 pillars. Notable accomplishment is the improved data collection and analysis of Technical and Vocational Education and Training (TVET), and Labor Market Information (LMI) introduced by SfP. The exercise produced high quality and reliable information for area-based analysis of demand for TVET-based LMI data that reflects the needs of the industry.

The Philippines component is efficient in the delivery of outputs from activities implemented and quickly adapted to the restricted environment that did not allow face-to-face activities to happen for almost two years. Meetings, consultations, coordination, and workshop venues shifted to virtual platforms including capacity building activities that comprise the bulk of SfP inputs.

Capacity building using virtual platform has delivered results in an economic and timely manner. The shift to E-courses of International Training Center (ITC) - ILO with larger number of participants is an efficient solution. Feedback from participants on the courses indicates high level of quality of the training courses. The E-courses delivery offered flexibility for participants with regular jobs and able to catch up on missed sessions with the availability of the topics and other learning resources in the e-library and coaching sessions. The E-courses, however, are not as effective as the actual face-to-face trainings according to participants in the policy level trainings

courses. The sharing of experiences and discussions after formal sessions is limited in virtual setting.

Conclusions

The Project is slowly making positive effects in the Philippines TVET system despite the significant delays at midterm. Outputs are being used by TESDA in implementing improvement in the TVET system (quality, access by marginalized groups, and demand driven technical and vocational courses that matches area and industry needs).

Coordination of technical activities at national level through the lead partner (TESDA) and key stakeholders enables implementation with high level of participation from target stakeholders. The difficult work environment brought by COVID-19 pandemic slowed down coordination and implementation but was overcome with the shift to virtual meetings, consultations, workshops, conferences, and training.

The strategy of introducing improvement of processes that involves developing models and conduct of pilot tests for the outputs in the four pillars is important to ensure effectiveness and sustainability. About fourteen (14) pilot models identified in the Implementation Plan are scheduled in the second half of the program. The cumulative delays at midterm will not allow enough time to complete all the pilot models.

The piloting activity is important to be pursued with the active participation of partners in the development and testing of the pilot models. This approach will enable TESDA and other partners to implement the models not fully delivered by SfP Team after Project completion.

Country level management structure works effectively in an informal way. Joint meetings that require collective decision at the policy level, however, are not happening. Other key stakeholders (government, business and labor sector, ILO and UK) are not included in the existing management arrangement.

The program is on the right track and timing in its outputs that contributes to enhance the skills and TVET system coordination and coherence to support human resources development aligned with national economic and inclusive development goals. TESDA proceeded with the practical implementation of an Area Based Demand Driven (ABDD) TVET in April 2021 (TESDA Circular 042, s2021: Implementing Guidelines on the Area-Based and Demand-Driven TVET) as a response to meet the critical needs of industries and employers for skilled workers in a specific area or locality.

TESDA benefits directly from the SfPs outputs on LMI system improvement (data collection and analysis), conduct of tri-partite consultations and preparation of Labor Market Reports. The ABDD TVET implementation covers the Local Government Units (LGU) level, starting with the provinces.

This ongoing nationwide implementation of ABDD TVET that also involves the tripartite sectors (government, labor and employers) is an expressed demand for the outputs and intermediate outcomes of the SfP to demonstrate TVET effectiveness in meeting the skills needs of the industry at the area level.

The Project team demonstrated good performance on activities that are adequately supported with budget, with the CTA making extra effort overseeing activities in a virtual setting. The recent movement of a Senior National Project Officer to another office has reduced the team's capacity to absorb the increasing level of field activities. The availability of budget support for activities during the remaining period of the project will need a full SfP Project Team on the ground to keep up with the planned activities. The hiring of the Senior National Project Officer should be a priority and field assignment for the CTA to reinforce the Project Team's capacity to deliver should be considered.

Recommendations

① CTA to request for a no-cost extension through the ILO CO and ROAP from the UK FCDO to utilize remaining SfP Philippines resources for the completion of activities and outputs necessary to achieve the outcomes in Pillars 1 to 4. Consider the extension of project completion date up to second half of 2024 subject to availability of resources from UK for SfP and commitment of support from TESDA including resources for SfP activities, during the extension period.

② Project team and TESDA with the participation of other stakeholders to prepare an action plan for the activities in the remaining project duration (with proposed extension of project completion date to 2024) necessary to achieve the intermediate outcomes in Pillars 1 to 4.

③ SfP SEA Project Management to accelerate the hiring of replacement Senior National Project Officer to keep up with the expected increase in field level activities. Consider the deployment of the CTA for field assignment to meet the increased pace of implementation during the remaining duration of the project. The SfP team to revisit the agreement that TESDA will provide an office space/field office within the TESDA Regional Office VI compound for the Project team in the Visayas, which was approved by the TESDA Secretary in 2020. This would help strengthen coordination at the local/community level.

④ Project Team in coordination with partners to develop and implement the pilot models planned in all the SfP outputs and incorporate lessons in TESDA policies and implementing procedures (manual and guidelines). For pilot models, not completed, Project Team to prepare guidelines for TESDA implementation.

⑤ TESDA and the Project Team to work out details to mainstream SfP policy level steering within the TESDA Board or under the National TESD Plan Inter-Agency Committee to involve the ILO-CD and UK embassy representatives. The Project Team and the TESDA planning unit would constitute the SfP technical secretariat to provide support in the inclusion of the Project in the agenda of the TESDA Board or the NTESDP-IAC.

⑥ TESDA to mainstream the SfP Project in the agenda of the TESDA Board to directly engage the principal government agencies, private and labor sectors involved in the enactment or revision of policy reforms. SfP progress updates will inform TESDA Board during its regularly meetings and solicit members support proposed reforms in the TVET delivery.

⑦ Reduction of reporting to units not able to contribute to program success while making available brief quarterly progress reports for use in the TESDA management meetings. SfP Project team to provide TESDA the full SfP Quarterly Progress Reports for its regular progress monitoring by outcomes.

PH-2 PHILIPPINES COMPONENT BACKGROUND

The overall objective of this Mid-Term Evaluation (MTE) is to take stock of progress and set out recommendation for changes that need to be made to achieve program results within stipulated time. It applies the Overseas Economic Cooperation and Development – Development Assistance Committee (OECD/DAC) evaluation criteria including relevance and validity of design, coherence, effectiveness including effectiveness of management arrangement, efficiency, impact, and sustainability, as well as assessing gender and other cross-cutting issues.

The Philippines, classified as lower middle-income country, has one of the most dynamic economies in the East Asia Pacific region. Increasing urbanization, a growing middle class, and a large and young population, is creating growing consumer demand supported by a strong labor market and robust remittances. The economy grew by an average annual growth of 6.4% from 2010-2017 with poverty decline

from 23.3% in 2015 to 16.6% in 2018 and is seen to have great potential for higher and more equitable growth.

The increased pace of economic development is constrained by the lack of higher-skilled labor to drive productivity and innovation, a key barrier to prosperity and reduced poverty. There is a prevailing mismatch between what employers are looking for and what job seekers have acquired from the skills development and Technical and Vocational Education and Training (TVET) systems. On the other hand, a lack of relevant and demand-driven skills among TVET graduates has forced them to take low-paid jobs or work in fields irrelevant to their academic credentials with many remaining jobless.

The Philippines TVET sector is recognized as an early adopter of TVET reforms and leading many in the region in implementing contemporary approaches to TVET. Several challenges still remain including: 1) fragmented TVET governance and ineffective policy implementation; 2) weak coordination with industry; and 3) future readiness skills gaps. There is need to harmonize the policies and programs of Department of Education (DepEd) and Technical Education and Skills Development Authority (TESDA) on the implementation of Senior High School (SHS) and Technical, Vocational and Livelihood (TVL) programs to increase employability of trainees. TVET sector must also identify and scale-up effective models of industry engagement to make TVET programs, including SHS and TVL, relevant and responsive to both industry and market needs and broader development priorities.

The strategic framework of the Updated Philippine Development Plan (PDP) (2017-2022), Chapter 10, Human Capital Development Towards Greater Agility laid out the strategies improving quality of higher and technical education and research for equity and global competitiveness. SfP design is aligned with the PDP Outputs that include the following: 1) Set up joint industry and government bodies for TVET quality assurance; 2) Roadmap for academic and technical programs responsive to the demands of Fourth Industrial Revolution; 3) Intensified distance-learning methods to promote learning continuity and retooling; and 4) Maximize government-academe-industry collaborations and international partnerships to ensure alignment of competencies and labor requirements.

The National Technical Education and Skills Development Plan 2018-2022 (NTESDP) provides the details to achieve the outcomes identified in the updated PDP 2017-2022 (PDP). It identified industries/sectors with high economic and employment growth potential that requires the right quantity of qualified workforce. The Department of Trade and Industry (DTI) Inclusive Innovation Industrial Strategy (I3S) also prioritized the growth and development of major sectors/industries for inclusive economic growth.

The priority sectors for SfP intervention identified in the Project Document (ProDoc) were validated during the inception phase to align with the present national policy priorities. The priority sectors are: 1) construction and infrastructure; 2) agriculture and agribusiness; and 3) digital services.

Initially, tourism was identified as a target sector of the SfP project. However, the impact of Covid-19 on the sector and uncertainties when growth restarts, have seen a consensus during consultation to replace tourism with Information Technology-Business Process Management (IT-BPM) including digital economy/services. The Philippines' IT-BPM sector is one of the best-performing and employment-generating activities in the past four years and growth continued even with the pandemic. The IT-BPM sector is also one of the priority sectors in the NTESDP.

The DTI's I3S identified as priority sectors IT-BPM, agriculture, construction, and infrastructure sectors.

SfP Philippines Component Objectives

For the Philippines component, the development objective is stated as: Increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET/HE/ELT relevant to national economies.

The component Development Objectives (DO) links with the SfP-SEA Program goal: 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 the Philippines.

Expected results of the SfP-SEA Program are:

- 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 programs 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 labor 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 programs by relevant industries.
- Improved cost-effectiveness of skills development and TVET systems

through facilitation of multi-stakeholder co-financing of the systems, integration of fragmented and redundant roles among various government agencies in charge of TVET, and reorientation of financing to meet the needs of vulnerable and disadvantaged groups.

- 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.

Philippines Results Framework

The Philippines Results Framework (Annex 4) shows the four pillars (Equity, Quality, Relevance, and Cost-Effectiveness) and the outputs from SfP activities/interventions that are necessary to achieve the Intermediate Outcomes (IO) at the national level.

The four Intermediate Outcome (IO) statements are:

- Outcome 1- Equity: Changes in national and/or provincial strategies, policies, and regulation aimed at improving TVET/HE/ELT equity in public and private sectors through access, quality provision and education progression to employment for marginalized groups.

- Outcome 2- Quality: Improved TVET/HE/ELT pedagogy and leadership through training, partnerships and the development of effective standards and quality assurance systems and processes.

- Outcome 3- Relevance: Improved public/private sector partnerships and relationships established in the development, management, delivery and assessment of skills development relating to TVET/HE/ELT.

- Outcome 4- Cost-Effectiveness: Improved government engagement for TVET/HE/ELT reform at state/ regional/ national level and effective initiatives to improve financing at institutional/ state/ regional and national level.

Observations on the Outcome statements of the Philippines Results Framework

The ProDoc described the relationship of the Theory of Change of the Global UK Skills for Prosperity Program and the Logframe (Implementation Framework) and requirements prescribed for the SfP Southeast Asia program (Annex 5). Detailing of the Philippines logframe used the specified SfP SEA program Intermediate Outcomes that the national programs are expected achieve (at end of project) and contribute to the achievement of SfP SEA program outcomes. Annex 4 shows the SfP SEA Philippines Component Logical Framework.

The Philippines Logframe (at inception) incorporated the prescribed DO and Outcome statements for the Global UK SfP and the SfP SEA programs and laid out the outputs for the Philippines that were informed by analysis of present situation and validated during meetings, consultations, workshops with projects partners (government, employers, labor, and marginalized sectors). The logframe was used for detailing the monitoring and evaluation (M&E) indicators, means for verification, source of data, baseline, targets and assumptions. The vertical relationship of outputs, IO, and outcome appears logical but the horizontal causal relationship is not clearly established. For a project to achieve its end of project outcomes, the implementation of all components is necessary, leaving one important outcome will indicate under-achievement.

On the SfP SEA Philippines IO statements, hereunder are observations that will put the statements in their right context in a logical framework:

a. Outcome 1: This outcome includes 2 steps in logical hierarchy. All levels in a logframe represent a step in the hierarchy i.e. what is behind **"**through" is the next level that should be moved to output level; alternatively IO can be scaled downwards and what is before "through" becomes DO; otherwise we have large attribution gaps directly within the logframe;

b. Outcome 2: This outcome is double barrelled (pedagogy and leadership are 2 completely different things which would require 2 separate IOs instead of a single IO and includes 2 steps in logical hierarchy;

c. Outcome 3: This outcome could be quadruple barrelled (development, management, delivery, and assessment can be very different things and could each require their own IO; only if seen as one holistic concept, this may pass for one IO);

d. Outcome 4: This outcome is double barrelled (engagement for reform and effective initiatives to improve financing are 2 completely different things).

Contributions and Role of ILO, the Project Partners, and Other Stakeholders

The ILO team of skills specialists based in the Regional Office provides technical backstopping support to the SfP Team. Draft Terms of Reference (TOR) for specific SfP outputs to be delivered by partners are referred to the Regional Office teams to incorporate ILO experience and best practice in the competitive selection for partners. This process enhances the technical inputs of the Chief Technical Adviser (CTA).

The national government partners, namely Technical Education and Skills Development Authority (TESDA), Department of Trade and Industry (DTI),

Department of Labor and Employment (DoLE), Department of Education (DepEd), Commission on Higher Education (CHED), National Youth Commission (NYC), and National Commission for Indigenous Peoples (NCIP), that participated in the technical and policy level training have expressed appreciation of the knowledge gained that are relevant to their workplace. The Gender Equity and Social Inclusion (GESI) training provided the participants knowledge on the development of TVET training that considers Persons with Disabilities (PWD), youths, women from poor households and indigenous peoples (IP) to participate and gain relevant skills to enter the job market or engage in livelihood activities. The trained technical staffs from the LMI course have started applying the knowledge gained from the use on labor market data in the Identification of skills the needs of the industry in the subject geographic area.

The employers' sector, Employers Confederation of the Philippines (ECOP) and Makati Business Club (MBC), participated in the exercise that considered LMI data in the assessment of available skilled workforce that meets industry needs, while the labor sector, including Trade Union Congress of the Philippines (TUCP), Federation of Free Workers (FFW) and Alliance of Progressive Labor (APL) welcomed the improvements in the reporting of labor data from protection of workers' rights and promotion of workers' welfare.

SfP SEA Philippines Component Description

The Skills for Prosperity Philippines is a component/project in the SfP-SEA. Project duration is forty one (41) months, of which the implementation duration is thirty one (31) months, managed by the ILO, and funded by the UK's Foreign, Commonwealth and Development Office (FCDO) with the Memorandum of Understanding (MOU) between DFID and ILO signed on 24 October 2019. With the extended time needed to complete the Inception Phase (June 2020), actual start of implementation phase for the SfP Philippines component (and for the entire SfP-SEA Programme) was September 2020.

The SfP Philippines component 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 program 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 (SEA), the program focuses on knowledge sharing.

Covid-19 has severely affected TVET education and training delivery in the Philippines. National public bodies and the private sector now recognize the need for

greater flexibility and innovation in education and training. Learners, TVET providers and employers are facing travel restrictions and foreseeing a new normal when returning to their usual workplaces. There is now an acceptance among government and employers that education and training should go beyond the four walls of a classroom, where the role of the teacher/trainer in the student's learning process considers this new learning scenario.

For the background to the evaluation and the methodology used, refer to the main mid-term evaluation report of the SfP SEA Program of which this country component report forms an integral part.

PH-3 MAIN FINDINGS FOR THE PHILIPPINES COMPONENT

This section presents the main findings of the midterm evaluation of SfP Philippines component. The lead partner, TESDA, is the government agency tasked to manage and supervise technical education and skills development (TESD) in the Philippines and principal direct beneficiary of the improvement of the TVET system improvement to be achieved from use of the project outputs. Also considered as key partners involved in TESD are DOLE, DTI, DepEd, CHED and Department of Agriculture-Agricultural Training Institute (DA-ATI), the employers and the labor sectors. Final beneficiaries of SfP are the marginalized sectors (including women, youth, PWD, IP) that are expected to benefit from improved accessibility of TVET programs offered by TESDA and private institutions.

Relevance and Validity of Design

The SfP Philippines program component is still relevant to beneficiaries, global, country, ILO, FCDO, national institutional needs, policies, and priorities considering the difficult implementation environment brought by the COVID 19 pandemic and the unexpected delays in program start-up or Inception Phase. Moreover, external events, i.e. UK Official Development Assistance (ODA) Review reduced the available funds for the UK ODA portfolio and reduced budget to support implementation of ongoing projects including SfP SEA.

Program design remains relevant to the beneficiaries and addresses the needs, policies and priorities at the institutional and national level as indicated in the National Technical Education and Skills Development Plan (NTESDP) 2018-2022, now on its 4th cycle, and the Updated Philippine Development Plan (PDP) 2017-2022. The

four pillars of SfP Philippines component are in line with the NTESDP strategic thrusts on: 1) global competitiveness and workforce readiness; and 2) social equity for workforce inclusion and poverty reduction. It also supports the strategic framework of the Updated PDP: Human capital development towards greater agility with the results identified: 1) quality of higher and technical education and research for equity and global competitiveness improved and 2) flexible life-long learning opportunities for all ensured.

Program is relevant to the ILO's Decent Work Country Program (DWCP) three (3) country priority for the Philippines particularly Priority 1- Productive, remunerative, freely chosen, green, and sustainable work and employment opportunities available for all Filipino women and men willing to work. This Priority highlights the importance of responsive technical and vocational training programs and the development of a skilled labor force as requisites for decent work; and the need to increase the capacity of micro, small and medium enterprises (MSME) in creating decent work opportunities.

The program design was adjusted during the Inception Phase to incorporate activities that support relevant public and private stakeholders in transitioning to a post-Covid-19 scenario. With the Covid-19 environment, the project design introduced new or modified program outputs e.g. innovation in the use of learner-centered approach; wider use of digital technologies; capacity building of TVET practitioners; handling policy and implementation through e-learning channels.

The Inception Phase also provided opportunities to validate with stakeholders the project focus to achieve the best impact on the national TVET reform process. The project focus formulated was for SfP to "work to create opportunities for inclusive and sustainable growth that will reduce poverty and improve the welfare of or close to the poverty line, along with equity groups and other vulnerable people". Within this context the project outputs and intermediate outcomes were organized into four outcome headings that were equated into the four pillars of the project: equity, quality, relevance and cost effectiveness. The updated Results Framework in Annex A.4 shows the hierarchy of results in the four pillars from outputs, intermediate outcomes, outcome and impact.

The updated program design is sound and expected to contribute to achieve the program's medium-term and long-term outcomes (i.e. improve Philippines' skills development policies and systems and to enhance future readiness of young women and men including those from basic sectors and disadvantaged groups).

In 2021, TESDA proceeded with the practical nationwide phased implementation of an Area-Based Demand Driven (ABDD) TVET. SfP design is made more relevant with the planned inputs directly supporting the priorities of TESDA. SfP design targets to

improve TVET delivery systems and procedures to respond to the skills demand of the industries and employers for increased productivity.

Coherence

The design is coherent to the Philippines TVET program as it enhances institutional capacities of TESDA and other key partners involved in implementation of a TVET system that meets the demands of the industry.

SfP builds on the TVET delivery system, the improvement of policies and procedures, capacity building of national government staff and partners (TESDA, DOLE, DTI, CHED, DEPED, NYC, NCIP), employers' federation, labor sector and making TVET strategies inclusive and equitable.

TESDA Circular No. 042, dated 22 April 2021 mandated the nationwide practical implementation of the ABDD TVET. This approach is set to make the TVET programs more responsive to the critical needs defined by industries and employers for the needed skilled workers in those areas where the industries are actually located.

The SfP Philippines Project team is supporting TESDA counterparts on activities that require technical inputs from ILO expertise and international best practices. TESDA priority activities, to which the SfP is aligned, are supported and mainstreamed, further increasing coherence.

SfP Philippines is bringing in best practice to mainstream lifelong learning principles that will establish the link of TVET to the K12 program of DepEd and the CHED accreditation of life-long learning leading to recognition as an HE achievement. SfP team is assisting DepEd and engaging TESDA in the accreditation of TVE courses of the K12 program to prepare graduates to engage in employment after graduation. The SfP team is also working on the link or pathway that involves lifelong learning gained from formal, non-formal and informal qualifications to recognition as credit grants leading to a college degree award by the CHED.

The role of government, business and the labor sectors in the analysis of labor market demand for skilled workers using the LMI system is being strengthened by SfP through capacity building of labor market planners and data practitioners at the national and local level. SfP activities on LMI supported TESDA in the initial phase of the practical implementation of ABDD TVET that started in April 2021.

Effectiveness (Including Effectiveness of Management Arrangements)

The component is surprisingly effective given all of the setbacks that have occurred as a result of the diverse adjustments i.e. COVID 19 pandemic restrictions with only virtual meetings/activities allowed; extended inception phase; difficult access to the pilot regions affected by the typhoon in 2021, and uncertainty on level of funds available for planned activities. Effectiveness of the SfP Philippines component is of high quality to reach the intermediate outcomes. Outputs delivered from completed activities are being used and contributes to achieve the intermediate outcomes in the 3 pillars. Notable accomplishment is the improved data collection and analysis of TVET and LMI introduced by SfP. The exercise produced high quality and reliable information for area-based analysis of demand for TVET-based LMI data that reflects the needs of the industry.

The program made sufficient progress in reaching the target outputs supported by adequate budget for Pillars 1 and 3. Good quality outputs delivered are starting to contribute to effectiveness of the component at midterm.

Pillar 1 (Equity) accomplishment includes: capacity building for community trainers and employment coordinators on social inclusion in TVET exceeded target (more than 9 times) number of attendees; technical inputs provided to TESDA on gender equity and social inclusion to the ongoing review and updating of the Community Based Training for Entrepreneurship Development (CBTED) Manual; and national partnership with the NGO Project Inclusion Network (PIN) to support social inclusion in TVET. For Pillar 3 (Relevance), accomplishments include capacity building conducted for labor market planners, master trainers in 7 regions on learner-center approaches, workshops on skills demand analysis, set of data on skilled labor force demand in 3 regions produced.

SfP Philippines activities demonstrated the process of improving the quality of LMI collected and use of the information in identifying area-based priorities for TVL trainings that match the need of industries. The activities conducted include the series of capacity building workshops for labor market planners and data practitioners at the national and sub-national levels including the analysis of labor market demand for skilled labor force in the application of LMI. Stakeholders from the employer sector, labor and government sector provided positive feedback on the improved process that actively used LMI data in identifying priority TVL trainings that meet the needs of industries. LMI data is gathered and updated annually by the Philippine Statistical Authority (PSA) but not regularly used in the analysis of labor market demand.

TESDA nationwide TVET program delivery reform, ABDD-TVET started in 2021 that targets to meet the critical needs of the industries and employers in an area, guided by the government's national goals and priorities. SfP provides inputs in the implementation and continues to coordinate with the concerned TESDA offices working on ABDD TVET by mainstreaming SfP outputs involving improvement of components TVET system delivery. As an example, the SfP pilot regions (VI, VII & VIII) were guided by the SfP team during the skills mapping exercise that involved stakeholder LMI System for preparing the skills mapping reports. The skills mapping exercise is an important activity that provides area perspective for ABDD TVET.

Program adjustments or cuts in planned activities arising from reduced funding support threatened program effectiveness. Most of Pillar 4 activities were put on hold status while Pillar 2 activities planned in the first quarter of 2021 could not be started due to too small release of funds.

The revised results framework shows consistency in the four pillars in contributing to the planned intermediate outcomes and outcomes (vertical logic) improving its effectiveness. The country results framework was revised/adjusted (scaling down targets on activities) that are affected by the reduced budget support.

Program adjustments or cuts in planned activities arising from reduced funding support threatened program effectiveness e.g. Pillar 4 activities put on hold status.

As can be seen, pillars are independent of each other and not connected by the logframe logic as suggested by the usage of a CRF because putting Pillar 4 on hold did not affect the implementation in any other pillar. From this perspective, there is no specific program logic contained in the result framework, but the different IOs or pillars are rather treated as if they were different budget lines for booking expenditures. Whether this is in line with best practices is doubtful even if it provided the flexibility to implement budget cuts. (ILO program formulation does require a sound logframe, even if not overly rigid.)

The program was quick to adapt to use of virtual platform (meetings, consultations, e-courses) however, the level of effectiveness of completed activities falls short to in-person activities. The pandemic on balance thus reduced the program effectiveness.

While the program had delivered significant outputs in the 3 pillars, it is still early to see effectiveness at the Outcome level with ongoing activities still focused on introducing improvement of the Philippines TVET system and capacity building of partners and stakeholders.

The program is mainstreaming the improvement in the TVET system by working closely with counterparts at the technical level making the program outputs effective

to achieve the planned outcomes. Involvement of partners and stakeholders from other government agencies, labor sector, business sector and NGOs are facilitated by the TESDA SfP Project Management Team members. As mentioned by a former TESDA Regional Director during one of the meetings, the regional skills mapping facilitated by SfP demonstrated the value of LMIS in the alignment of local skills with industry (mango industry) needs.

During project start up, the management arrangement for SfP was organized by TESDA (Project Steering Committee and Project Management Team) to coordinate and implement activities at the national and field level. Regular program coordination through the PSC is not working as planned but did not prevent the SfP program team to implement activities.

SfP team works through the TESDA units that comprise the Project Management Team members in coordinating activities within TESDA and with partners stakeholders (NGAs, Employers Associations, Labor Organizations, and other sectors). The national government focused on managing the pandemic and the massive rehabilitation work in the areas damaged by typhoon Rai (Odette), that included the three (3) pilot regions, which prevented the convening of the SfP Project Steering Committee and regular meeting of the TESDA SfP Project Management Committee. During the first two (2) years of the pandemic, only senior managers of government offices were allowed to report in person in their respective offices and virtual settings for meetings and activities served as alternate venue.

The engagement of the partners at the national level is facilitated through frequent contacts (calls, virtual meetings/consultation) using “informal channels“ in the absence of an active tripartite SfP program coordinating body. This was leading to results but is not enough for ensuring eventual institutionalization of outputs and outcomes.

As evidenced in the meetings with the TESDA Communities and LGU Services, at the regional/field level, there is strong technical level engagement of partners in the implementation of activities. TESDA through the Regional Technical, Vocational and Skills Planning Committee (RTVSPC) coordinates implementation of SfP field activities with partners and stakeholders and with provincial LGUs through the Community Training and Employment Coordinators.

The Covid-19 protocols now allow limited in-person activities. Program effectiveness is expected to improve with face-to-face meetings, trainings, and consultation at the field level following prescribed health protocols. Implementation of SfP activities at the field level is picking up, with the development of pilot models and implementation that involves close coordination with stakeholders. Engagement of

the SfP team in person or face-to-face meetings is happening and will become a new normal (observing health protocols).

Constraints/Challenges and Areas in Need of Further Attention

The program is catching up in mainstreaming the TVET education needs of under-represented groups (women, youths, PWDs, Indigenous Peoples and other marginalized groups) in the policies, guidelines and procedures in identifying and planning TVL courses that meet the needs of the industries. Coordination meetings are conducted to gather feedback and concurrence with the planned activities and outputs that mainstreams the interest of under-represented groups.

However, there is need to strengthen industry involvement to reduce the skills mismatch through the active use of LMI in planning the skills needs of the industries. This will involve more frequent meetings of the tripartite coordination bodies i.e. government, labor and employer sectors.

The program is diligent in updating the risk register thus the risks are actively monitored and managed. One emerging risk was identified during the reporting in 2021 i.e. typhoon Odette caused unforeseen disruptions in the conduct of program activities including those delivered online (damaged connectivity) and delays due to changing priorities of program partners. The Philippine Government declared the regions of MIMAROPA, Western Visayas, Central Visayas, Eastern Visayas, Northern Mindanao, and Caraga under a “state of calamity” for a period of one year. To continue with planned activities, TESDA assisted the participants upon request of SfP team in accessing online activities.

Monitoring Reporting Evaluation and Learning (MREL)

The program has complied with the MREL requirement by completing the prescribed templates. The MREL Specialist leads the team in addressing the MREL requirement and in preparing the annual and quarterly consolidated reports. MREL documents prepared includes Philippines MREL Plan Narrative, MREL Data Flow, SfP Philippines Theory of Change, Country Results Framework.

The SfP management team at the regional and UK Global Skills Hub are the principal users of the MREL reports. At the country level, the MREL (quarterly and annual progress) reports are shared with the lead partner, TESDA. Other reports shared with project partners includes activity reports by SfP Project team, on request by partners. There is little evidence of active use of the MREL information for decision making at the project partners level since the quarterly and annual reports come in late, after being reviewed and cleared by the UK Global Skills Hub.

Although by ILO standard results-based management does not look at project activities but rather at the achievements they bring about, the Country Results Framework (CRF) presents detailed information on the indicators, mainly activities and targets and if progress is updated regularly, every quarter, will be useful to program management's progress review meetings at the country level. Sharing the information with the national government counterparts, currently very limited, will be a good practice to encourage greater involvement of partners. MREL's effective use in monitoring early impact is not yet demonstrated.

SfP Project Management Team

The Project team demonstrated good performance on activities that are adequately supported with budget, with the CTA making extra effort overseeing activities in a virtual setting. The pandemic restrictions prevented his onboarding in the field but was efficiently working remotely. Two years into the project, field restrictions are now relaxed with the progress in management of the pandemic. In person activities is now the becoming the dominant method for meetings, workshops, conferences and trainings subject to health protocols.

The recent movement of the Senior National Project Officer to another office has reduced the team's capacity to absorb the increasing level of field activities. The availability of budget support for activities during the remaining period of the project will need a full SfP Project Team on the ground to keep up with the planned activities. The hiring of the Senior National Officer should be fast-tracked and the possibility for the CTA to engage in field assignments to reinforce the Project capacity to deliver should be considered.

Efficiency

The Philippines component is efficient in the delivery of outputs from activities implemented and quickly adapted to the to the restricted environment that did not allow face to face activities to happen for almost two years. Meetings, consultations, coordination, and workshop venues shifted to virtual platforms including capacity building activities that comprise the bulk of SfP inputs.

Capacity building using virtual platform has delivered results in an economic and timely manner. The shift to E-courses of ITC ILO with larger number of participants is an efficient solution. The flexible learning approach of the E-courses allowed participants with regular task in their workplaces to catch up on sessions they have missed and engage their co-participants in group discussions which are part of the teaching modules. The participants can also access training materials through the e-library for topics they have missed or need to review. The National Youth

Commission (NYC) participant appreciated the E-course flexibility as she was able to catch-up with missed sessions or group discussions, while also engaged in regular office work and completed the course requirements.

Workshops, coordination meetings and consultations recorded high attendance level from target partners compared to in-person meetings. The knowledge sharing sessions on social inclusion during the conduct of the National Congress of Community Training and Employment Coordinators (CTECs) last April 2021 was attended by 916 CTECs from all over the country. Some of the virtual consultations and capacity building activities that targets the pilot regions allowed other technical staffs of TESDA and other partners to participate.

The program implementation is cost conscious e.g. focusing on implementing priority activities in the 3 pillars and exploring ways of engaging partners/specialists, with limited funds available. In some cases, TORs for TAs were split into phases to fit into available budget. For Pillar 2 activities that were affected by the low budget, catch up plans were prepared by the team to fast track activities as soon as sufficient fund support is made available. Affected outputs in Pillar 2 were: Output 2.2.1- Number of targeted research and analysis interventions delivered; Output 2.1.2- Number of existing competency standards enhanced by the SFP-SEA and based on occupational standards; and Output 2.1.3- Number of national TVET trainers/learning facilitators trained by the SfP-SEA who are nationally certified.

The ILO team seized the opportunity to boost individual capacities and to develop the skills of National Program Officers (NPOs). Each NPO is assigned a pillar to lead/manage and closely coordinates with other NPOs on activities that involve partners/stakeholders from other pillars. This arrangement including the frequent virtual meetings with the CTA allowed more efficient implementation of activities and delivery of outputs.

The CTA is currently overseeing activities through coordination meetings using online platform. This is the most efficient solution given the travel restrictions in place. Technical backstopping support is accessible and could be mobilized as needed for planned activities.

Tripartite consultations for the improvement of LMI system is efficient in engaging all the target stakeholders. Output 3.1- Strengthened TVET and labor market information system, data collection and analysis which involved capacity building of stakeholders is on track. TVET policymakers, technical vocational institute administrators were provided with knowledge and skills for the analysis of statistical data and application of the methodology for analysis of short-term demand for skilled workforce. A total of 346 participants from six (6) institutions namely: TESDA, DOLE, PSA, CHED, Public Employment Service Offices (PESOs), and selected TVET

institutions in the Visayas region attended the training. The online training-workshops included participants from other regions outside the Visayas, effectively expanding the influence of the Program's capacity-building interventions under Output 3.1., thereby also increasing effectiveness. The knowledge-sharing forum held in Q4/2021 engaged a total of 80 participants from national government agencies, employers' and workers' organizations, civil society organizations, CTECs, and TVET institutions in the Visayas regions.

The VfM measurement introduced by SfP provides a different approach to standard procedures but appears tedious considering the intricacies of capacity building programs. The VfM indicators covering economy, efficiency, effectiveness and equity reported in the SfP Annual Report indicate good VfM performance. The program is cost conscious and adhered to established ILO procurement procedures that likewise promote economic, efficient, effective and equitable use of resources.

The management arrangement originally initiated by TESDA to coordinate SfP activities at the national level did not function as planned due to mobility restrictions from the pandemic and TESDA's focus on rehabilitation work of typhoon damaged areas in the Visayas regions. Although coordination at the technical level continued that allowed the SfP team to coordinate the planning and implementation of activities with TESDA focal persons and partners from other government agencies, employers and labor federation, women, youths, PWDs, Indigenous Peoples and other marginalized groups. The pandemic and the disruption from the typhoon Rai that adversely affected the pilot regions in the Visayas prevented the convening of TESDA SfP Project Steering Committee.

The reporting required of SfP is extensive and appears not to be of any use at the national level for overall coordination of activities. The reports mainly supported the information needs of the regional and global SfP program coordinators.

SfP met the prescribed progress reporting, with the MREL Specialist, assisting the team in the compiling and organizing the information and preparation of reports in the templates provided by SfP Regional and Global Program Coordinators. On balance, MREL has mainly increased the share of management relative to implementation of program activities.

The program established links and coordinates with other programs in the TVET sector to enhance efficiency and effectiveness. To facilitate activities that supports Output 3.3- Enhanced TVET training design towards a learner-centered approach, SfP collaborated with the ILO Women in STEM project to integrate the review of the over-all environment for TVET training delivery into their training needs analysis (TNA) instead of conducting a stand-alone review. The review is meant to be the basis for capacity-building of TVET trainers on the use of learner-centered

approaches. Through integrating it with the TNA, the activities are fast tracked, allowing the Program to commence with capacity-building interventions with the support of a team of experts from the Center for Integrated STEM (CISTEM).

Another ILO project that SfP collaborates in support of Output 2.1 is the “Building Back Better Jobs Safely”, funded by the Government of Japan, for the capacity-building of TESDA and Community Training and Employment Coordinators (CTEC) staff on skills and entrepreneurship development. SfP has leveraged ILO expertise through the participation of specialists based in Manila, Bangkok and Geneva for technical assistance on the implementation of the ILO methodologies – Community-Based Training for Rural Economic Empowerment (CBTREE) and e-SIYB (Start and Improve Your Business).

The SfP program is actively leveraging its resources with other TVET related interventions to maximize impact and catch up on activities affected by funding constraints. However, as of midterm, the remaining time is not sufficient to achieve the program outputs and outcomes within the remaining timeframe even if the original level of resources committed were quickly made available.

Impact

It is too early to observe program impact, considering the final beneficiaries are expected to be reached towards the project closure. Currently, there is no. observable impact.

The program outputs delivered at midterm that are likely to bring impact through increased capacity of the skills/TVET system institutions in provision of quality skills development and trainings include the following: 1) participants that completed capacity building programs are directly involved in TVET decision making/policy guidance; and 2) technical level officials and staffs are involved in the improvement of guidelines and procedures for TVET program delivery as well as trainers handling the TVET courses.

Important outputs to be delivered in the second half of SfP will involve the finalization and implementation of TVET pilot models in the following areas: 1) multi-party partnership models in selected areas and target sector/s; 2) online blended system for competency assessment and certifications; 3) application of methodology for analysis of demand and supply for skilled labor; 4) lifelong learning models and practices; 5) pilot application of learner-centered methodologies targeting marginalized groups; and 6) enhanced public-private mechanism for TVET financing and delivery at the community level, reactivating Pillar 4 after cancelling the activities. Lessons from the pilot activities will improve TVET delivery system and

methodologies as well as influence other partners and stakeholders by knowledge sharing from the pilot models that will be conducted by the program. The expected or achieved effects on the use of pilot test results appears achievable to contribute to the achievement of SfP program impacts.

Considering the lost time during the first half of the program, it is important that the planned pilot models to be implemented should be prioritized to focus on the areas that will bring significant impacts. Some of the pilot models that will not be implemented may be considered for onward implementation in the annual workplan and budget of TESDA and partners.

Sustainability

There is high likelihood of sustainability of SfP program outputs and outcomes at the institutional level. TESDA, as SfPs lead partner, is the principal beneficiary of the improvement of the TVET system in the area of equity, quality, relevance and sustainability. The Project Team works with the respective offices within TESDA for the implementation of activities that will improve TVET regulations and delivery systems. Engagement of stakeholders from government, employers, labor and marginalized sectors is done in consultation with the TESDA officials and technical focal persons to solicit sustained involvement in tri-partite partnership to make TVET responsive to the needs of the industries and improve its accessibility to the marginalized sector (PWD, IPs, youths, women in poor households).

TESDA provides overall policy direction, develop programs and standards towards quality technical education and skills development. Annual budget requirement of TESDA and the other government agencies involved in TVET-related activities namely: DOLE, DTI, DepEd, CHED are provided under the annual General Appropriations Act.

Annual financial support after program completion is assured with the outputs and outcomes to be supported by regular annual budget of the government agencies. Moreover, the local government units that will be involved in the TESDA-led roll out of the Area Based Demand Driven TVET will have respective budget from their annual budget.

Consultations, meetings and capacity building activities completed had high level of participation that indicates genuine interest/motivation to own the project.

By including/engaging key government partners in TVET (DTI, DOLE, DepEd, CHED, NCIP, provincial LGUS), worker organizations, employers, industry associations and the basic sectors (women in poor households, PWDs, youths, indigenous peoples) likelihood to reach sustainability is increased.

Outputs as of midterm on capacity-building activities under Output 3.1: TVET and labor market information system, data collection and analysis was timely to support the implementation of the area-based demand-driven TVET. The workshops on analysis of market demand for skilled workforce and on demand-driven planning effectively improved TVET planning based on reliable data and analysis of labor market information.

Looking forward, the improvement in the TVET system from completed outputs notably the lessons from the pilot models to be incorporated in the TESDA guidelines, manuals and policies will further increase likelihood of program sustainability.

Cross-Cutting Issues

The program mainstreams GESI components in the activities and outputs that involves government agencies/offices, industry association and labor association, union partners and partners tapped for collaboration. It is an integrated approach expanding the usual Gender and Development (GAD) perspective recognizing gender as a cross-cutting issue influencing all development activities as mandated by R.A. 9710-Magna Carta for Women and another law R.A 7277-Magna Carta for Disabled Persons that provides for the rehabilitation, self-development, and self-reliance of disabled persons and their integration into mainstream society.

The program engaged the agencies mandated to promote the inclusion of marginalized groups i.e. National Anti-Poverty Commission (NAPC), Philippine Commission on Women (PCW), National Council on Disability Affairs (NCDA), NCIP and NYC. Key persons from said agencies participated in meetings, consultations, FGDs and capacity building on gender equity and social inclusion.

The gender equity and social inclusion is mainstreamed in the activities by: (a) disaggregating data by sex and other marginalized groups (e.g. persons with disability, level of income of beneficiaries); and (b) focusing interventions on areas with more potential to impact on economic status of women and other marginalized groups. The program MREL system incorporated the results of mapping available data sources in consultation with TESDA counterpart staff.

Recommendations from completed TA outputs provide measures addressing issues of accessibility by vulnerable groups of TVET services. GESI and social inclusion was picked up by the partners.

The program also continues to advocate with the ILO's constituents for equitable gender outcomes by highlighting the provisions of ILO's equality Conventions and Recommendations.

The GESI action plan initially prepared committed to a Transformation level target with corresponding activities and budget requirement. With the delays at midterm, reduced funding support, activities to mainstream GESI in SfP outputs would benefit from a review of the approach and correspondingly plan activities.

TVET equity is a mandate of TESDA-NTESDP 2016-2022 and reinforced by the Abot Lahat (Reaching All) campaign, challenges remain as to how the social inclusion principles are operationalized in the agency's policies and programs. Activities under Pillar 1 informed TESDA and other stakeholders on how to strengthen multi-party partnership as mechanism for ensuring the inclusion marginalized groups in the TVET system in the Philippines.

The DWCP 2020-2024 signed between the ILO and the Philippine Government and social partners serves as an instrument to stakeholders' commitment to the achievement of the SfP program's objectives. SfP supported the capacity building of tripartite constituents (government, employers and workers) on skills development i.e. sectoral approaches, social inclusion in TVET, labor market information analysis to build capacities and strengthen their involvement in the program.

The ILO's Skills and Employability Team based in ILO Regional Office provided inputs through the review of Terms of Reference (TOR) for the engagement of partners for SfP activities.

Covid-19 Impact

The program continues to experience challenges brought by COVID-19 pandemic crisis. New ways of doing things were found e.g. adapting to a teleworking regime to implement activities with partners and relevant stakeholders.

With the forecast that the Philippine economy will remain on a steady growth path in 2022, and the acceleration in the government's coronavirus disease (COVID-19) vaccination program and sharp drop in COVID-19 cases, TESDA has begun promoting the use of blended and flexible learning modalities. TESDA also provide support for trainees and scholars in the form of training allowance for data or internet, one-year accident insurance, and health-protective equipment. The Program explores collaboration with TESDA and partners to promote and implement safe 'return-to-training' models and strategies.

Covid-19 economic impact in the UK was mentioned to explain the reduced availability of funding to support SFP. Following the ODA Review and need to prioritize spending for the unprecedented emergency caused by the coronavirus

pandemic, the government decided to temporarily reduce 2021 funding to ongoing development projects. Some projects were discontinued or terminated while SfP continuity was uncertain beyond 2021. During this MTR, the team was informed budget support will be available to complete the program.

The SfP team focused the resources on priority activities necessary to deliver the outputs in the three pillars to achieve the intermediate outcomes. Pillar 4 activities were put on hold from project start while Pillar 2 activities scheduled to start in the first quarter of 2021 were delayed.

PH-4 CONCLUSIONS FOR THE PHILIPPINES COMPONENT

The program is slowly making positive effects in the Philippines TVET system despite the significant delays during the inception phase, and low funding support for planned activities in Pillar 4 (cost-effectiveness) and Pillar 2 (quality). Program inputs (activities) are contributing to the improvement of the TVET system quality and effectiveness. The lost time from the extended inception phase and postponement to later dates of some activities due to inadequate budget will not allow full delivery of the outputs and achievement of the outcomes by the time the program is currently scheduled to end. Moreover, the transition to new national leadership/administration, devolution and COVID-19 recovery efforts greatly affected the delivery of project outputs.

Coordination of technical activities at national level through the lead partner (TESDA) and key stakeholders enables implementation with high level of participation from target stakeholders. The difficult work environment brought by COVID-19 pandemic slowed down coordination and implementation but was overcome with the shift to virtual meetings, consultations, workshops, conferences, and training.

The new normal way on conducting activities that is more effective in the delivery of outputs is now allowed. The team and the principal stakeholder are in a position to review activities planned for the second half of the program, consider time and resources available to deliver important outputs for the achievement of outcomes in the 4 pillars. TESDA and the SfP team, in its planning of remaining activities, to consider realignment of indicators and program milestones in the CRF. It would be important to have a full project team on the ground to keep up with the expected high level of deliverables during the remaining duration of the project.

The strategy of introducing improvement of processes by developing models and conducting pilot test for all the outputs in the four pillars is important to ensure effectiveness and sustainability of the program. The active participation of partners in the development of the pilot models will equip the partners to implement the models that cannot be tested by the program anymore during the remaining time.

Country level management structure works in an informal way, joint meetings that require collective decision at the policy level are not happening. Other key stakeholders (government, business and labor sector, ILO and UK) are not included in the existing management arrangement. The management structure proposed in the Inception Report, National Project Advisory and Steering Committee (NAPSC), was not organized. The proposed NAPSC composition that involves senior level representatives of national government agencies, employers and labor organizations and other stakeholders with ILO and UK as co-chairs would be difficult to convene.

The TESDA Board is an appropriate venue for informing the SfP program stakeholders and decision makers at the policy level that will contribute to high likelihood of sustainability of SfP results. The TESDA Board is a multi-party body overseeing technical education and skills development, composed of representatives from government, employers, labor and private sectors. The TESDA SfP Project Management Team could include in the regular meetings of the TESDA Board progress updates on SfP activities and outputs and propose policy recommendations re TVET outputs of SfP for approval/adoption.

The program is on the right track and timing in its outputs that involves improvements in the nationwide implementation of Area-Based Demand-Driven TVET. There is an expressed demand from partners on the outputs and intermediate outcomes of the program with TESDA‘s implementation of the TESDA reform program. The program will have wider impact in terms of improving TVET effectiveness in meeting the needs of the industry at the area level.

MREL reports shared with TESDA as lead partner are the SfP Quarterly and Annual Progress Reports. Other reports shared by the project team with project partners includes activity reports, mostly on request. There is little evidence of active use of the MREL information for decision making at the project partners level since the quarterly and annual reports come in late, after being reviewed and cleared by the UK Global Skills Hub.

PH-5 RECOMMENDATIONS FOR THE PHILIPPINES COMPONENT

① CTA to request for a no-cost extension through the ILO CO and ROAP from the UK FCDO to utilize remaining SfP Philippines resources for the completion of activities and outputs necessary to achieve the outcomes in pillar 1 to 4. Consider the extension of project completion date up to second half of 2024 subject to availability of resources from UK for SfP and commitment of support from TESDA including resources for SfP activities, during the extension period.

② Project team and TESDA with the participation of other stakeholders to prepare an action plan for the activities in the remaining project duration (with proposed extension of project completion date to 2024) necessary to achieve the intermediate outcomes in Pillars 1 to 4.

③ SfP SEA Project Management to accelerate the hiring of replacement Senior National Project Officer to keep up with the expected increase in field level activities. Consider the deployment of the CTA for field assignment to meet the increased pace of implementation during the remaining duration of the project. The SfP team to revisit the agreement that TESDA will provide an office space/field office within the TESDA Regional Office VI compound for the Project team in the Visayas, which was approved by the TESDA Secretary in 2020. This would help strengthen coordination at the local/community level.

④ Project Team in coordination with partners to develop and implement the pilot models planned in all the SfP outputs and incorporate lessons in TESDA policies and implementing procedures (manual and guidelines). For pilot models, not completed, Project Team to prepare guidelines for TESDA implementation.

⑤ TESDA and the Project Team to work out details to mainstream SfP policy level steering within the TESDA Board or under the National TESD Plan Inter-Agency Committee to involve the ILO-CD and UK embassy representatives. The Project Team and the TESDA planning unit would constitute the SfP technical secretariat to provide support in the inclusion of the Project in the agenda of the TESDA Board or the NTESDP-IAC.

⑥ TESDA to mainstream the SfP Project in the agenda of the TESDA Board to directly engage the principal government agencies, private and labor sectors involved in the enactment or revision of policy reforms. SfP progress updates will inform TESDA Board during its regularly meetings and solicit members support proposed reforms in the TVET delivery.

⑦ Reduction of reporting to units not able to contribute to program success while making available brief quarterly progress reports for use in the TESDA

management meetings. SfP Project team to provide TESDA the full SfP Quarterly Progress Reports for its regular progress monitoring by outcomes.

ANNEX PHILIPPINES

PH-A.01 List of Participants to the SfP SEA MTE Validation Workshop

Name	Organization	Function	Type of meeting
1.Ms. Jacqueline ALI	Technical Education and Skills Development Authority (TESDA)	Supervising TESD Specialist	videoconference (Zoom™)
2.Ms. Bernadette AUDIJE	Technical Education and Skills Development Authority (TESDA)	Supervising TESD Specialist	videoconference (Zoom™)
3.Ms. Esther BABALO	TESDA	Provincial Director	videoconference (Zoom™)
4.Ms. Sue BALLES	TESDA	Chief, ROD	videoconference (MS Teams™)
5.Ms. Rosalina CONSTANTINO	TESDA	Executive Director	videoconference (Zoom™)
6.Mr. Renato Jr. Dela CRUZ	TESDA Region 8	Acting Regional Director/ Provincial Director	videoconference (Zoom™)
7.Ms. Maria Susan Dela RAMA	TESDA	Executive DIrector, Certifications Office	videoconference (Zoom™)
8.Ms. Gelyn LEE	TESDA	TESD Specialist II	videoconference (Zoom™)
9.Ms. Sonia LIPIO	TESDA	Executive Director	videoconference (Zoom™)
10.Mr. Julius CAINGLET	Federation of Free Workers (FFW)	Vice-President, Research, Advocacy & Partnerships, ITCILO Training participant	videoconference (Zoom™)
11.Ms. Naweywey MURPHY	TESDA Central Office	Director-In-Charge, Community and Local Government Unit Services	videoconference (Zoom™)
12.Ms. Agnes PANEM	TESDA Central Office	Chief, TESD Specialist	videoconference (Zoom™)
13.Ms. Yasmin Ann PIMENTEL	TESDA	Senior TESD Specialist	videoconference (Zoom™)
14.Ms. Jackie Lou RUBIO	TESDA Planning Office	Senior TESD Specialist, Project Development Division	videoconference (Zoom™)
15.Mr. Antonio ASPER	Federation of Free Workers (FFW) - ITUC	Senior Vice President for Political and External Affairs	videoconference (Zoom™)
16.Ms. Grace BALDOZA	National Anti-Poverty Commission (NAPC)	Participant, ITCILO Social Inclusion Course	videoconference (Zoom™)
17.Ms. Grace BALDOZA	Department of Labor and Employment (DOLE)	Division Chief, Labor Market Information, Research and Career Guidance Advocacy	videoconference (Zoom™)

Name	Organization	Function	Type of meeting
		Division, Bureau of Local Employment (BLE).	
18.Ms. Katherine BRIMON	ILO- SfP Project Team	Senior Project Officer	videoconference (Zoom™)
19.Mr. Rowell CAPISTRANO	Department of Education	Supervising Education Program Specialist, Bureau of Curriculum Development	videoconference (Zoom™)
20.Ms. Ma. Zarrah Mae CASTRO	ILO-SfP Project Team	Admin/Finance Assistant	videoconference (Zoom™)
21.Ms. Sohana Samrin CHOWDHURY	ILO	Regional M&E Officer for SfP-SEA Programme	videoconference (Zoom™)
22.Ms. Jana Marie CULLA	Project Inclusion Network	Partnerships and Policy Advocacy Coordinator	videoconference (Zoom™)
23.Ms. Ednalyn DIAZ-GULANE	ILO SfP Team	Admin Assistant	videoconference (Zoom™)
24.Mr. Cezar DRAGUTAN	ILO SFP Team	Chief Technical Advisor	videoconference (Zoom™)
25.Ms. Martha Mildred ESPANO	ILO SfP Team	Project Operations Officer	videoconference (Zoom™)
26.Mr. Khalid HASSAN	ILO CO Philippines	Country Director	videoconference (Zoom™)
27.Mr. Jordi PRAT TUCA	ILO	Regional Technical and Programme Coordinator	videoconference (Zoom™)
28.Mr. Jonathan TOGONON	TESDA	Acting Provincial Director	videoconference (Zoom™)
29.Mr. Dominique RUBIA-TUTAY	Department of Labor and Employment	Asst. Secretary	videoconference (Zoom™)
30.Rattanaporn POUNGPATTANA	ILO ROAP	Monitoring and Evaluation Officer	videoconference (Zoom™)
31.Felicisimo Jr. DAVID	Independent	National Evaluator	videoconference (Zoom™)
32.Mr. Christoph David WEINMANN	Independent	International Evaluator, Team Lead	videoconference (Zoom™)

PH-A.02 Technical Education and Skills Development Authority (TESDA) Mandate

The Technical Education and Skills Development Authority (TESDA) is the government agency tasked to manage and supervise technical education and skills development (TESD) in the Philippines. It was created by virtue of Republic Act 7796, otherwise known as the "Technical Education and Skills Development Act of 1994". The said Act integrated the functions of the former National Manpower and Youth Council (NMYC), the Bureau of Technical-Vocational Education of the Department of Education, Culture and Sports (BTVE-DECS) and the Office of Apprenticeship of the Department of Labor and Employment (DOLE).

Overall, TESDA formulates manpower and skills plans, sets appropriate skills standards and tests, coordinates and monitors manpower policies and programs, and provides policy directions and guidelines for resource allocation for the TVET institutions in both the private and public sectors.

Today, TESDA has evolved into an organization that is responsive, effective and efficient in delivering myriad services to its clients. To accomplish its multi-pronged mission, the TESDA Board has been formulating strategies and programs geared towards yielding the highest impact on manpower development in various areas, industry sectors and institutions (https://tesda.gov.ph/About/TESDA/12)

The agency operates under the interim organizational structure (October 2021) is shown in the link above. Under the present interim structure, the technical offices were grouped into four offices: 1) Policy and Planning, 2) TESD Operations, 3) Partnerships and Linkages, and 4) Communities and Local Government Unit (CLGU) services. TESDA head is the Director General that coordinates and implements the mandate of the agency. Four Director General were designated to head the offices under the interim organizational structure.

TESDA Board Composition

Agency	Designation	Official Permanent Representative
Secretary, Department of Labor and Employment	Chairperson, TESDA Board	Undersecretary for Employment, Human Resource, Financial and Administrative Services Cluster
Director General, Technical Education and Skills Development Authority	Alternate Ex-Officio Chairperson, TESDA Director General	DDG for Policies and Planning
Secretary, Department of Education	Co-chairperson, TESDA Board	Usec for Curriculum and Instructions
Secretary, Department of Trade and Industry	Co-chairperson, TESDA Board	Undersecretary of Competitiveness and Innovation Group (CIG)
Secretary, Department of Agriculture	Member	Undersecretary for Operations

Agency	Designation	Official Permanent Representative
Secretary, Department of Interior and Local Government	Member	Undersecretary for Operations
Secretary, Department of Science and Technology	Member	Undersecretary for Scientific and Technical Services
Secretary, Commission on Higher Education	Member	Commissioner, Commission of Higher Education
Federation of Free Workers (FFW)	Member, Labor Sector	
National Union of Workers in Hotel Restaurant and Allied Industries (NUWHRAIN)	Member, Labor Sector	
National Land Transportation Council	Member, Labor Sector	
Council of Teachers and Staff of Colleges and Universities of the Philippines	Member, Labor Sector	
Philippine Commission on Women (PCW)	Member, Employer Sector	
Chamber of Furniture Industries of the Philippines	Member, Employer Sector	
Federation of Filipino-Chinese Chamber of Commerce and Industries, Inc.	Member, Private Sector	
Mindanao, Aboitiz Equity Ventures, Inc.	Member, Private Sector	
Technical-Vocational Schools Association (TVSA)-Quezon City	Member, Private Sector	

Technical Committees of the TESDA Board

The TESDA Board is supported by technical committees that meets to discuss specific concerns related the formulation of manpower development strategies, policies, programs including guidelines for resource allocation for the TVET institutions in both the private and public sectors.

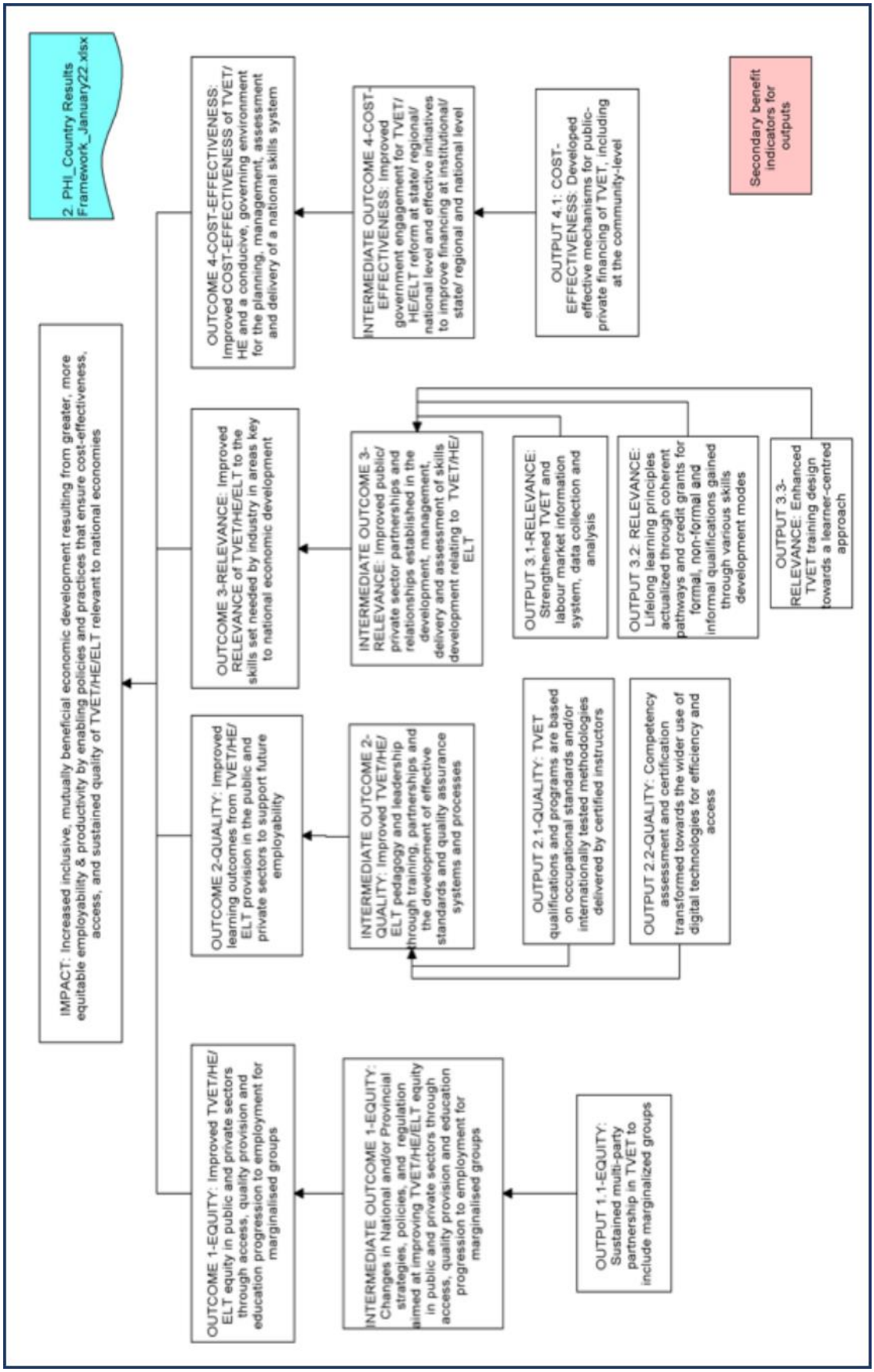
The TESDA Board committees are:

1.Executive Committee
2.Direction Setting Committee
3.Standards Setting and Systems Development Committee
4.Support to TVET Provision Committee
5.Institutional Capacity Building Committee
6.Finance Committee
7.Ethics and Protocols Committee

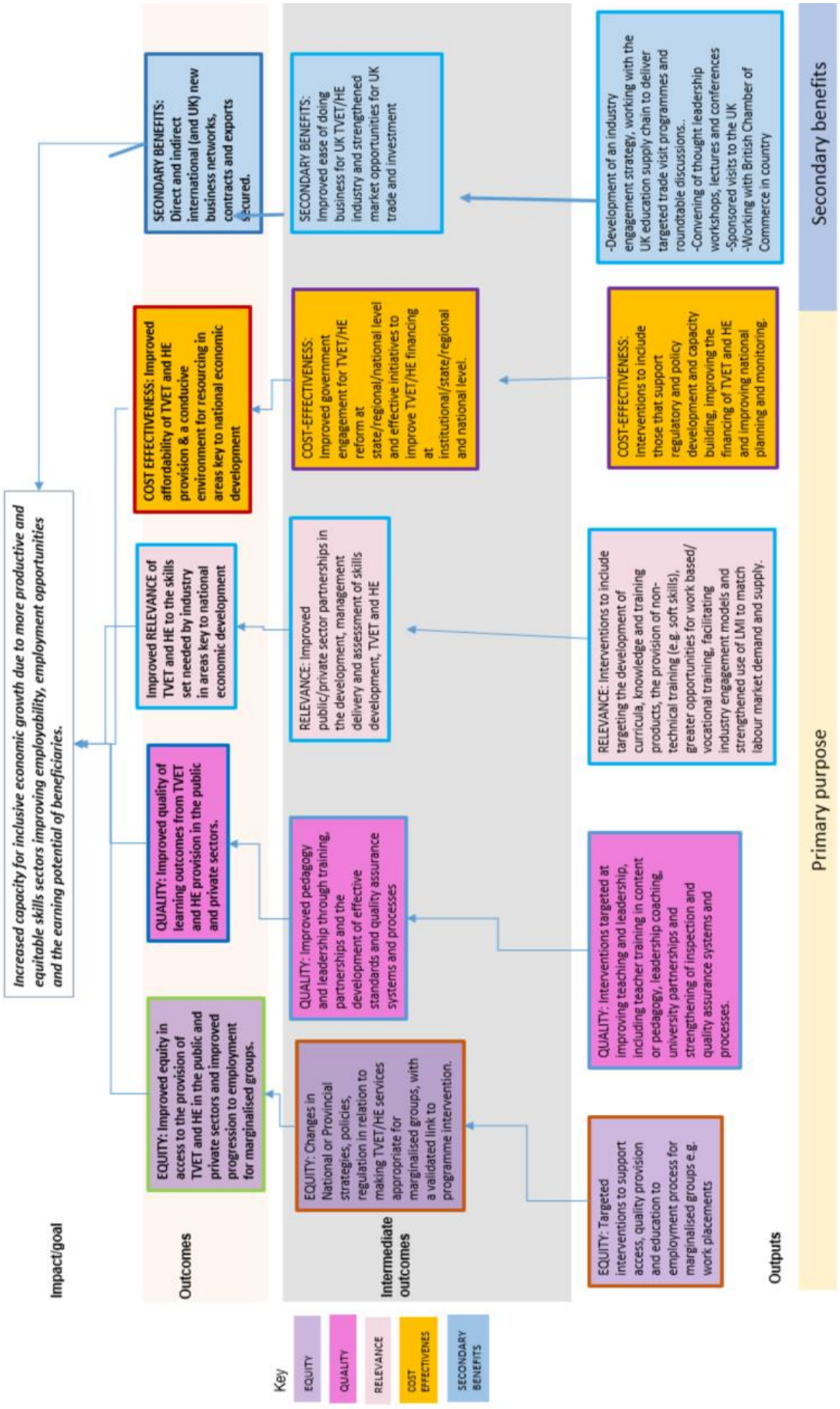
TESDA core business covers: 1) direction setting, 2) Policies, plans and information, 3) Pro-active job matching process, 4) Standards setting and systems development, 5) Support to TVET provision and 6) Institutional capacity building.

Details are described in the link : https://tesda.gov.ph/About/TESDA/86

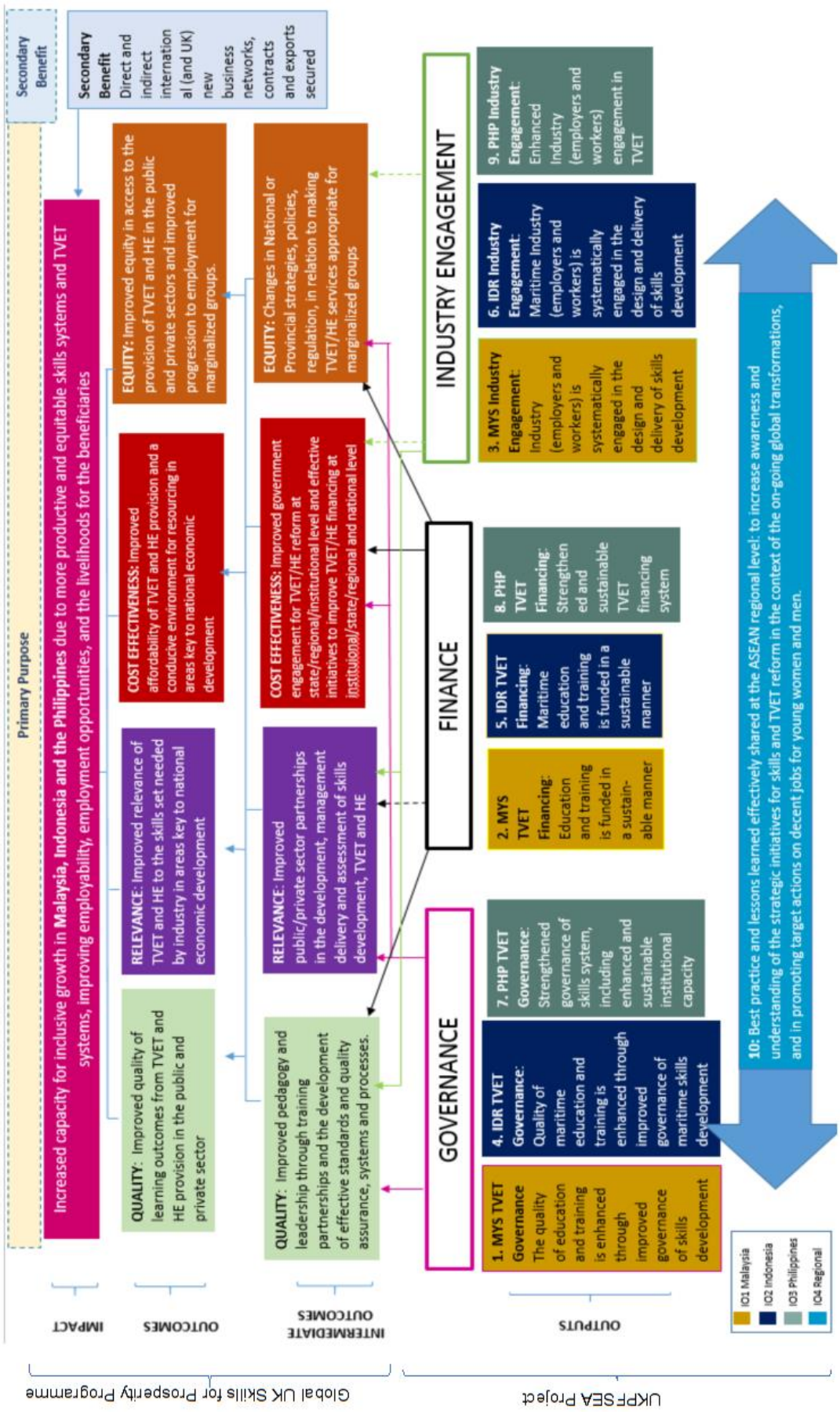
PH-A.03 SfP Philippines Results Framework



PH-A.04 Global TOC for the UK Skills for Prosperity Programme



PH-A.05 Implementation Framework for UKPFSEA Project



A.V1-5 List of persons met

Name	Organization	Function	Type of meeting
Mr. Kebur AZBAHA	British High Commission Kuala Lumpur	Counsellor, Head of Prosperity and Economics Team	videoconference (MS Teams™)
Dr. Akiko SAKAMOTO	ILO ROAP	Specialist Skills and Employability	videoconference (Zoom™)
Mr. Jordi PRAT TUCA	ILO ROAP	Regional Technical and Programme Coordinator	videoconference (Zoom™)
Ms. Sohana Samrin CHOWDHURY	ILO ROAP	Regional M&E officer	videoconference (Zoom™)
Mr. Srinivas B REDDY	ILO HQ	Chief Skills and Employability Branch	videoconference (Zoom™)
Parth Ajit KANITKAR	ILO HQ	PARDEV Donor Relations Officer	videoconference (Zoom™)
Mr. Patrick DARU	ILO HQ	Head of Operations Global Programme on Skills and Lifelong Learning	videoconference (MS Teams™)
Mr. Sietse BUIJZE	ILO HQ	BUDFIN Head	videoconference (Zoom™)
Ms. LU Enchao	ILO HQ	BUDFIN Senior Finance Officer	videoconference (Zoom™)
Ms. Tracy FERRIER	Skills for Prosperity Hub	Team Lead	videoconference (Zoom™)
INDONESIA			
Ms. Michiko MIYAMOTO	ILO Country Office	Director	Videoconference (Zoom™)
Ms. Mary KENT	SfP-SEA Project - Indonesia Team	CTA	Videoconference (Zoom™) & face to face
Mr. Muce MOCHTAR	SfP-SEA Project - Indonesia Team	NPO (Central & East Java)	Videoconference (Zoom™) & face to face
Mr. Irfan AFANDI	Indonesia SfP-SEA Project Team	NPO (North Sulawesi)	Videoconference (Zoom™) & face to face
Mr. Ferdinand Leohansen SIMATUPANG	SfP-SEA Project - Indonesia Team	NPO (Riau Islands)	Videoconference (Zoom™) & face to face
Ms. Popon ANARITA	SfP-SEA Project - Indonesia Team	MREL focal point	Videoconference (Zoom™)
Mr. Dan Montgomery HUNT	British Embassy Jakarta	Political Counsellor	Videoconference (Zoom™)
Ms. Halida NUFAISA	British Embassy Jakarta	Education and Skills Adviser	Videoconference (Zoom™)
Mr. Beny BANDANADJAJA	MoECRT	Director of Vocational Higher Education and Professional	Videoconference (Zoom™)
Mr. Firman	CMoMI	Head of Maritime Service	Videoconference

Name	Organization	Function	Type of meeting
IBNUSINA		Management Unit	(Zoom™)
Mr. Hitono PRIO	CMoEA	Head of Industry Cooperation and Institutional Development Unit	Videoconference (Zoom™)
Ms. Nazala	CMoEA	Economic analyst	Videoconference (Zoom™)
Ms. Mareyke ALELO	Politeknik Negeri Manado (Polimanado)	Director	Face to face
Ms. Diana RONDONUWU	Polimanado	Project Team Leader	Face to face
Mr. Robert	Polimanado	Project Team 1	Face to face
Ms. Maragaretha WAROKKA			
Ms. Dina TENDA			
Ms. Deisy ANDIH			
Ms. Yolanda			
Ms. Bernadain POLII			
Ms. Dian			
Mr. Yongky	Polimanado	Project Team 2	Face to face
Mr. Benny			
Mr. Stephen			
Ms. Desi			
Ms. Merry			
Mr. Rajab			
Ms. Ivo LETTY	Polimanado		
Mr. Arthur	Polimanado	LED Training participants	Face to face
Ms. Heidy			
Mr. Joli TURANGAN			
Mr. I Putu Anom DARMAYA	Sintesa Peninsula Hotel, Manado & Chairman of Hotel General Manager Association	Vice Chairman of Polimanado Tourism Advisory Board	Video call (WhatsApp™)
Mr. Odie	Budo Village	LED beneficiaries	Face to face
Mr. Marcel			
Ms. Elisabeth			
Ms. Letti			
Ms. Yulianis			
Mr. Hani Lorens SINGA			
Mr. Roy	Tiwoho Village	LED beneficiaries	Face to face
Mr. Kisman			
Ms. Seha			
Ms. Irma			
Ms. Ivon	Marinsow Village	LED beneficiaries	Face to face
Ms. Shirley			
Ms. Olfi			
Ms. Feibe			
Ms. Suriaty			
Ms. Yokibet KAMEYA			
Mr. Minus ANTONI			

Name	Organization	Function	Type of meeting
Ms. SELVI	Pulisan Village	LED beneficiaries	Face to face
Ms. LORIANA			
Ms. Pola SALIKODE			
Mr. Akhmad NURIYANIS	Politeknik Maritim Negeri Indonesia (Polimarin)	Director	Face to face
Ms. Sri Tutie RAHAYU	Polimarin	Former Director	
Mr. Agung SAPUTRA	Polimarin	Project Manager	Face to face
Ms. Iqlima Dian HANDAYANI	Polimarin	MREL	Face to face
Mr. Deri HERDAWAN	Polimarin	English Coordinator	Face to face
Mr. Marcel	Polimarin	English Coordinator	Face to face
Ms. Ari Ani DYAH	Polimarin	GESI Coordinator	Face to face
Ms. Echi	Polimarin	GESI Coordinator	Face to face
Mr. JUWARLAN	Polimarin	English course participant	Face to face
Mr. Rahman	Polimarin	English course participant	Face to face
Mr. Lord ANGELO	Polimarin	Student	Face to face
Mr. Nurfalah RAMADHAN			
MR. JONATHAN			
Mr. Gatot Cahyo SUDEWO	Chairman of Consortium of Indonesia Manning Agencies (CIMA)	Member of Industry Advisory Board	Videoconference (Zoom™)
Mr. Eko JULIANTO	Politeknik Perkapalan Negeri Surabaya (PPNS)	Director	Face to face
Mr. Anis MUSTAGHFIRIN		Vice Director 1	
Mr. Mardi SANTOSO		Vice Director 2	
Mr. Arie INDARTONO		Vice Director 3	
Mr. Putu	PPNS	Project Manager	
Mr. MIFTACHUDIN		Project Team	Face to face
Ms. Rina			
Ms. Dian			
Ms. Desi			
Mr. Rikat Eka PRASTYAWAN			
Mr. Agun			
Mr. Danis			
Ms. Nurul			
Mr. Hendri BUDI	PPNS	Participant of lecturer internship	Videoconference (Zoom™)
Mr. SUMARDIONO			
Mr. Kharis			
Mr. Dwi			
Mr. Wahyu CHANDRA			
Mr. Leonanda EKA			
Mr. RENATO			

Name	Organization	Function	Type of meeting
Mr. Mohammad ICHSAN	PPNS	Student	Videoconference (Zoom™)
Mr. FENDI			
Ms. CHAURINE			
Mr. Rafir TENDRI			
Ms. Aulia SAFANA			
Ms. Aulia ROBBANI			
Mr. Eko Agus TRISWANTO	Director of SMK PAL	SMK	Videoconference (Zoom™)
Mr. Eko Budi AGUS	Director of SMK 3 Guguran	SMK	Videoconference (Zoom™)
Ms. AMBIKA	HRD Manager of PT. PAL	Industry Advisory Board member	Videoconference (Zoom™)
Ms. Anita Puji UTAMI	President Director of PT Adi Luhung	Industry Advisory Board member	Videoconference (Zoom™)
Mr. Uuf BRAJAWIDAGDA	Politeknik Negeri Batam (Polibatam)	Director	Face to face
Ms. Dian MULYANINGTYAS	Polibatam	Project team leader	Face to face
Ms. Dwi KARTIKASARI	Polibatam	Project Team	Face to face
Ms. YULINDA			
Mr. Fandy Bestario HARLAN			
Mr. Muhammad Ikhlash			
Mr. Adhitomo WIRAWAN			
Mr. Sugeng RIADI	Polibatam	D2 Fast-Track	Face to face
Ms. Meta	Polibatam	Information System Team	Face to face
Mr. Suparja			
Mr. Gilang			
Mr. Iqbal			
Mr. Saefullah	Polibatam	Students (D4 Program)	Face to face
Ms. Regita Natasya			
Ms. Chantika			
Ms. Nyimas			
Ms. Salsabilla			
Ms. Nur ANISA			
Ms. Angel AURORA			
Mr. Heru ISKAN			
Ms. Angel AURORA			
Mr. Heru ISKAN	Office Manager of PT. Kintetsu World Express	Member of Polibatam Advisory Board	Videoconference (Zoom™)
Mr. Tonny PANGARIBUAN	KPI (Kesatuan Pelaut Indonesia / Indonesia Seafarers Union)	Chairman	Videoconference (Zoom™)
Ms. Mifta NADYA		Member	
Ms. Debby CAROLINE		Member	

Name	Organization	Function	Type of meeting
Mr Colm DOWNES	British Council	Director of English, Education and Society	Videoconference (Zoom™)
Ms. Carla GETHIN	City of Glasgow College	Director, Business and International Partnerships	Videoconference (Zoom™)
Mr. Ranjith Sankaranarayanan	City of Glasgow College	Project Manager	Videoconference (Zoom™)
Ms. Clair GREENAWAY	University of Gloucestershire	Academic Course Leader for Events Management and International Hospitality and Tourism Management	Videoconference (Zoom™)
Mr. Adesh JOSHI	Solent University	Pro Vice-Chancellor Research and Knowledge Exchange	Videoconference (Zoom™)
Mr. Rafet KURT	Strathclyde University	Maritime Human Factors Centre (MHFC) Department of Naval Architecture, Ocean & Marine Engineering	Videoconference (Zoom™)
Ms. Eva GIAGLOGLOU			
Ms. Siti TANIYA			
Mr. Sefer ANIL			
Mr. Reggy SARMITA	Klabat University	Project team	Face to face
Ms. Rini RANTUNG			
Mr. Indrajit TALIWONGSO			
[name known to evaluators]	[organization known to evaluators]	supplier	Videoconference (Zoom™)
MALAYSIA			
Ms. Panudda Boonpala	ILO ROAP	Regional Deputy Director	videoconference (Zoom™)
Dr. Junichi Mori	ILO	Chief Technical Advisor	videoconference (Zoom™)
Mr. Mohd Afzanizam bin Mohd Badrin	ILO	Senior National Programme Officer	videoconference (Zoom™)
Ms. Shaza Scherazade binti Alauddin Onn	ILO	Senior National Programme Officer	videoconference (Zoom™)
Ms. Rakawin Leechanava Nichpan	ILO	Former Programme Officer (MALAYSIAS)	videoconference (Zoom™)
Dr. Khahirol bin Mohd Salleh	ILO	MREL Focal Point (External Consultant)	videoconference (Zoom™)
Ms. Izza binti Ismail	British High Commission	Deputy Team Lead; Education & Skills Adviser	videoconference (Zoom™)
Ms. Hana binti Hassan	British High Commission	Programme Manager	videoconference (Zoom™)
Dr. Ir. Azmi bin Ahmad	Ministry of Youth & Sports	Deputy Director (Skills)	videoconference (Zoom™)
Ms. Jennifer	Sabah Skills and	Manager	videoconference

Name	Organization	Function	Type of meeting
Micheal	Technology Centre (SSTC)		(Zoom™)
Mr. Kamal Harmoni bin Kamal Ariff	Kedah Industrial Skills and Management Development Centre (KISMEC)	Assistant General Manager	videoconference (Zoom™)
Prof. Mr. Johnny Sung	n.a.	International Consultant	videoconference (Zoom™)
Datuk Hj. Shamsuddin bin Bardan	Malaysian Employers Federation (MEF)	Executive Director	videoconference (Zoom™)
Ms. Nurhuda binti Abdullah Sani	Sabah State Economic Planning Unit	Officer	videoconference (Zoom™)
Mr. Sylvester Chua	Federation of Sabah Industry	Deputy President	videoconference (Zoom™)
Ms. Loh Mei Ling	Master Builders Association Malaysia (MBAM)	Executiuve Director	videoconference (Zoom™)
Mr. Foo Chek Lee	Master Builders Association Malaysia (MBAM)	Immediate Past President	videoconference (Zoom™)
Ms. Chai Min Fung	Master Builders Association Malaysia (MBAM)	Senior Manager	videoconference (Zoom™)
Ms. Lee Siew Mei	Master Builders Association Malaysia (MBAM)	n.a	videoconference (Zoom™)
Puan Azmiah binti Abdual Rahman	Wanita Industry Binaan Malaysia (WIBM)	Secretary WIBM	videoconference (Zoom™)
Prof. Wan Maimun binti Wan Abdullah	Wanita Industry Binaan Malaysia (WIBM)	President WIBM	videoconference (Zoom™)
Puan Noorzihan	Wanita Industry Binaan Malaysia (WIBM)	Member WIBM, Contractor	videoconference (Zoom™)
Puan Norel Leen binti Rais	Wanita Industry Binaan Malaysia (WIBM)	Member WIBM, Contractor	videoconference (Zoom™)
Ms. Hema Thiruchelvam	Federation of Malaysian Manufacturers (FMM)	General Manager (Business Environment)	videoconference (Zoom™)
Dr. Shanmuga Vivekananda A/L Nadarajan	Federation of Malaysian Manufacturers (FMM)	General Manager (FMM Institute)	videoconference (Zoom™)
Dr. Mas Sahidayana Mokhtar	Universiti Malaya STEM Centre	Head of Department	videoconference (Zoom™)
Mr. Kamarul Baharin Mansor	Malaysian Trades Union Congress (MTUC)	Secretary General	videoconference (Zoom™)

Name	Organization	Function	Type of meeting
Mr. Raveendra a/l Kumar	Malaysian Trades Union Congress (MTUC)	Financial Secretary	videoconference (Zoom™)
Mr. Khairi bin Man and colleagues	Malaysian Trades Union Congress (MTUC)	Vice President (Private Sector)	videoconference (Zoom™)
Puan Noor Azura binti Hasran	HRD Corp	Assistant Vice President	videoconference (Zoom™)
Puan Mahuran binti Saro Sariki	Talent Corp	Head of Department	videoconference (Zoom™)
Ms. Meena a/p Ramalingam	Ministry of Human Resources (MOHR) Cawangan Pembangunan, KPI & Antarabangsa Bahagian Perancangan, Pembangunan dan Penyelidikan Jabatan Pembangunan Kemahiran	Deputy Director	videoconference (Zoom™)
Puan Siti Normah binti Abas	Department of Statistics Malaysia (DOSM), Malaysian Bureau of Labour Statistics (MBLS)	Principal Assistant Director MBLS	videoconference (Zoom™)
Ms. Siti Nurliza binti Samsudin	Department of Statistics Malaysia (DOSM), Malaysian Bureau of Labour Statistics (MBLS)	Assistant Director MBLS	videoconference (Zoom™)
Puan Nur Layali binti Mohd Ali Khan	Department of Statistics Malaysia (DOSM), Malaysian Bureau of Labour Statistics (MBLS)	Principal Assistant Director MBLS	videoconference (Zoom™)
Mr. Afif Shihabuddin	Department of Statistics Malaysia (DOSM), Malaysian Bureau of Labour Statistics (MBLS)	Assistant Director MBLS	videoconference (Zoom™)
Persons contacted in Malaysia who were not available to participate in mid-term evaluation: Mr. Megat Yusman bin Megat Jamaludin, Deputy Director [Economic Planning Unit, Labour Market], Ms. Noor Haryantie binti Noor Sidin, Principal Assistant Secretary, [Ministry of Human Resource, International Division], Ms. Esmaria, officer, Lembaga Pembangunan Industri Pembinaan Malaysia [CIDB].			
PHILIPPINES			
Ms. Rosanna	Technical Education	Deputy Director General for	videoconference

Name	Organization	Function	Type of meeting
URDANETA	and Skills Development Authority (TESDA)	Policy and Planning & Project Manager, TESDA SfP Project Management Team	(Zoom™)
Mr. Diosdado SAN ANTONIO	Department of Education (DepEd)	Undersecretary for Curriculum and Instruction	videoconference (Zoom™)
Ms. Lily Frieda MILLA	Commission of Higher Education	OIC Executive Director	videoconference (Zoom™)
Ms. Dominique RUBIA-TUTAY	Department of Labor and Employment	Assistant Secretary and concurrent Director, Bureau of Local Employment	videoconference (MS Teams™)
Ms. Charlyn JUSTIMBASTE	TESDA	Acting Assistant Executive Director and Concurrent Division Chief, Project Development Division (PDD-PO)	videoconference (Zoom™)
Ms. Imelda TAGANAS	Consultant	Former TESDA Executive Director, Qualifications and Standards Office (QSO)	videoconference (Zoom™)
Mr. Gaspar GAYONA	TESDA Region 8, Consultant	Former Director, TESDA Region 8	videoconference (Zoom™)
Mr. Jim NEMENO	Project Inclusion Network	Operations manager and working with marginalized groups	videoconference (Zoom™)
Mr. Earl Christopher SEGALES	Philippine Constructors Association (PCA) Foundation	Participant, ITCILO training on Sectoral Approaches to Skills Development.	videoconference (Zoom™)
Mr. Julius CAINGLET	Federation of Free Workers (FFW)	Vice-President, Research, Advocacy & Partnerships, ITCILO Training participant	videoconference (Zoom™)
Ms. Susan CARANDANG	National Economic Development Authority (NEDA)	Chief Economic Dev't Specialist	videoconference (Zoom™)
Mr. Isidro Antonio ASPER	Federation of Free Workers (FFW)	Senior Vice-President for External Affairs, TESDA Board member	videoconference (Zoom™)
Ms. Ninian SUMADIA	National Anti Poverty Commission (NAPC)	Youth Basic Sector Council representative	videoconference (Zoom™)
Ms. Dinna ESMAS	TESDA Communities and Local Government Unit Services (CLGUS)	Participant, ITCILO Social Inclusion Course, Former TESDA Director	videoconference (Zoom™)
Ms. Jemellee AGUILAR	National Council for Disability Affairs (NCDA	Participant, ITCILO Social Inclusion Course	videoconference (Zoom™)
Ms. Ma. Laarni JADLOC	National Anti-Poverty Commission (NAPC)	Participant, ITCILO Social Inclusion Course	videoconference (Zoom™)
Ms. Grace BALDOZA	Department of Labor and Employment (DOLE)	Division Chief, Labor Market Information, Research and Career Guidance Advocacy Division, Bureau of Local Employment (BLE).	videoconference (Zoom™)
Mr. Jose Roland MOYA	Employers' Confederation of the	Director General, Stakeholder of SfP project for employers and	videoconference (Zoom™)

Name	Organization	Function	Type of meeting
	Philippines (ECOP)	Business sector	
Ms Jelermina Abigail Roxas – GOROSPE	Employers' Confederation of the Philippines (ECOP)	Advocacy, Research, and Communications Manager	videoconference (Zoom™)
Allenia Nina CHUA	DOLE Region 6	TSSD Chief, Planning Officer	videoconference (Zoom™)
Mr. Norman UYVICO	DOLE Region 6	Regional Director	videoconference (Zoom™)
Mr. Renato T. Dela CRUZ	TESDA Regional Office 8	TESDA Region 8 Asst. Regional Director-SfP Focal Points	videoconference (Zoom™)
Mr. Lorenzo Emanuel Guillermo-GAMUROT MS. Bernadette AUDIJE Ms. Cherry L. TORALDE Mr. Howard Mark N. PLETE Ms. Evangeline COSEP Samuel CALADO Ms. Edwin MAGLALANG	TESDA Quality and Standards Office (QSO)	Executive Director and technical staffs and sector specialists (Infra-construction, Agriculture, Information Technology)	videoconference (Zoom™)
Mr. David B. BUNGALLON	TESDA NITESD	Executive Director	videoconference (Zoom™)
Mr. Gamaliel VICENTE, Jr.	TESDA Region 7	Executive Director, - SfP Focal Point	videoconference (Zoom™)
Mr. Glen MURPHY	TESDA Communities and Local Government Unit Services	Director	videoconference (Zoom™)
Atty. Dax VILLARUEL	DOLE Region 6	OIC Asst Regional Director	videoconference (Zoom™)
Ms. Denise Marie ALBARINA -	DOLE Region 7	Regional Director Region 7	videoconference (Zoom™)
Ms. Maria Susan Dela RAMA	TESDA Certifications Office	Executive Director	videoconference (Zoom™)
Ms. Rosalina CONSTANTINO Ms. Charlyn JUSTIMBASTE Ms. Katherine Amor ZARSADIAS	TESDA Region 6	Executive Director Asst Executive Director SfP Focal point	videoconference (Zoom™)
Mr. Khalid HASSAN	ILO CO Philippines	Country Director	videoconference (Zoom™)
Ms. Jemellene BALUYOT	British Embassy	Education and Skills Adviser	videoconference (Zoom™)
Mr. Cezar DRAGUTAN	ILO - Skills for Prosperity Program (SfP)- Philippines	Chief Technical Adviser	videoconference (Zoom™)
Ms. Katherine BRIMON	ILO - Skills for Prosperity Program	National Officer	videoconference (Zoom™)

Name	Organization	Function	Type of meeting
	(SfP)- Philippines Project Team		
Mr. Eduardson FLORES	ILO - Skills for Prosperity Program (SfP)- Philippines Project Team	National Officer	videoconference (Zoom™)
Ms. Ednalyn GULANE	ILO - Skills for Prosperity Program (SfP)- Philippines Project Team	Finance and Administrative Officer	videoconference (Zoom™)
Ms. Martha Mildred ESPANO	ILO - Skills for Prosperity Program (SfP)- Philippines Project Team	National Officer	videoconference (Zoom™)
Ms. Mae Zarah CASTRO	ILO - Skills for Prosperity Program (SfP)- Philippines Project Team	Asst. Finance and Administrative Officer	videoconference (Zoom™)
Mr. Jesus DIZON	Skills for Prosperity Program (SfP)- Philippines Project Team	MREL Specialist	videoconference (Zoom™)

A.V1-6 Lessons learned

ILO Lesson Learned Template

Project Title: The UK Prosperity Fund Skills Programme for South East Asia (the SfP-SEA Programme)
Project TC/SYMBOL: RAS/20/52/GBR

Name of Evaluator: Christoph David Weinmann
Date: 10/2022

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Skills and TVET development take time, and quick impact cannot reaonably be expected during, e.g. during 3-4 year program periods. Programs or ILO as an organization need to either envisage long-term engagement with the respective systems (e.g. one decade in several phases) or focus on very specific tasks which are well aligned with recipient country systems and can be accomplished during such a relatively short period. Where implementation periods are shorter, expectations should be adjusted accordingly and the demand on very specific planning is of paramount importance to success. Only rather meticulous planning will lead to success. The likelihood for achieving “quick wins“ is not very high and there is little guarantee of sustainability where project implementation are of short duration.
Context and any related preconditions	Skills and TVET systems are complex and involve multiple stakeholders (including ILO constituents). Even changing specific curricula is a time consuming process which often needs to be negotiated. Where overall changes to the organization of the systems are intended, the processes are not any less complex.
Targeted users / Beneficiaries	Programme designers, project managers, project officers

Challenges /negative lessons - Causal factors	The Programme worked with a given donor's general theory of change that was not submitted to a rigorous logframe analysis that usually would provide a more solid basis for implementation. This has led to numerous gaps between the different levels of program design (activities, outputs, outcomes) which were "bridged" by assumptions (including even about stakeholder participation) that did not sufficiently hold true and led to deficits during implementation.
Success / Positive Issues - Causal factors	Where cooperation was already long established between ILO and the stakeholders, gaps could be informally bridged for a while (Philippines), but not forever -- ultimately proper program design needs to be agreed with the constituents of the respective countries.
ILO Administrative Issues (staff, resources, design, implementation)	It will be important to ensure that program managers and ILO staff involved in the technical preparations of logical frameworks are not only qualified in skills and TVET but also sufficiently trained (including regular refresher trainings) in program design and planning because these skills are indispensable for drawing up program designs that work and are not overly difficult to draw up in fields like skills and TVET. It is also good practice to develop these program designs jointly with the stakeholder institutions to achieve sustainable results.

ILO Lesson Learned Template

Project Title: The UK Prosperity Fund Skills Programme for South East Asia (the SfP-SEA Programme)
Project TC/SYMBOL: RAS/20/52/GBR

Name of Evaluator: Christoph David Weinmann
Date: 10/2022

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text

Brief description of lesson learned (link to specific action or task)	It is an error to abstain from program steering committees for programs of sizeable budget. If the donor insists, negotiate strongly to secure this fundamentally important mechanism for achieving alignment with and committment by the recipient country institutions. Informal contacts will not be sufficient to properly bridge the resulting gaps
Context and any related preconditions	In order to properly anchor any program activities in partner countries, partner country participation and leadership is central for success. The country being in the “driving seat“ is the situation which should be achieved and which also is in line with the Paris Declaration on the Effectiveness of Aid.
Targeted users / Beneficiaries	Programme designers, project managers, project officers
Challenges /negative lessons - Causal factors	The donor in the program reserved the right to veto program steering committee decisions from donor headquarters. They also wanted to co-chair the steering committee meetings. This led to an impasse where the steering committees were not put in place.
Success / Positive Issues - Causal factors	Where cooperation was already long established between ILO and the stakeholders, gaps could be informally bridged (Philippines) but the government also felt that informality was not the right way forward.
ILO Administrative Issues (staff, resources, design, implementation)	When negotiating and managing programs with constituents or other stakeholders, ILO staff need to ensure that Paris Declaration principles are being respected for the benefit of the program. Steering committees are long established best practices with ILO that serve this purpose. It is important that ILO staff defend this important mechanism vis-à-vis the donor‘s natural interest of oversight and budget control so as to not forfeit the effectiveness that comes with this mechanism.

ILO Lesson Learned Template

Project Title: The UK Prosperity Fund Skills Programme for South East Asia (the SfP-SEA Programme)
Project TC/SYMBOL: RAS/20/52/GBR

Name of Evaluator: Christoph David Weinmann
Date: 10/2022

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	It is important to strike a reasonable balance between the wish for monitoring and its cost. This is a basic principle of all controlling or monitoring and evaluation systems. Where information is monitored that is not directly relevant to program performance, this reduces efficiency.
Context and any related preconditions	The Programme had to attend to several fields of monitoring that were requested by the donor. While it collected the relevant information, processed it, and submitted it to the donor, feedback on the results of the monitoring was minimal, useless, and/ or very late.
Targeted users / Beneficiaries	Project managers, project officers, M&E officers
Challenges /negative lessons - Causal factors	The donor in the program used monitoring methods which only partly relevant to program implementation. The program supplied the information and spent resources on collecting the same which ultimately was technically not required (not justified). In particular the collection of value-for-money information was irrelevant. It should be noted that cost of collection also accrue to the beneficiaries and the beneficiary country.

Success / Positive Issues - Causal factors	N.a.
ILO Administrative Issues (staff, resources, design, implementation)	When negotiating and managing programs with donors, ILO should embrace the collection monitoring and evaluation information. However, it should also actively advise the donor on which information to collect and which not collect in order to achieve a good balance between the benefits of M&E and its cost. In these calculations, M&E costs accruing with beneficiaries need to also be accounted for.

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