Source: USAID YouthPower

FINAL EVALUATION REPORT
EVALUATION OF THE USAID KUNCI WORKFORCE DEVELOPMENT INITIATIVE

Monitoring, Evaluation and Learning Support to
USAID/Indonesia

December 2020

FINAL EVALUATION REPORT

EVALUATION OF THE USAID KUNCI WORKFORCE DEVELOPMENT INITIATIVE

Monitoring, Evaluation, and Learning (MEL) Support to USAID/Indonesia

TABLE OF CONTENTS

TABLES

FIGURES

ACRONYMS

ADS	Automated Directives System
AMELP	Annual Monitoring Evaluation and Learning Plan
APINDO	*Asosiasi Pengusaha Indonesia* – Employer's Association of Indonesia
APP	Anti-Poverty Program
ASEAN	Association of Southeast Asian Nations
BAA	Broad Agency Announcement
BAPPEDA	*Badan Perencana Pembangunan Daerah* – Regional Development Planning Agency
BLK	*Balai Latihan Kerja*
BLKN	*Balai Latihan Kerja Luar Negeri*
CCFI	*Coca-Cola Foundation Indonesia*
CDCS	Country Development Cooperation Strategy
CLA	Collaborating, Learning, and Adapting
COP	Chief of Party
COR	Contracting Officer's Representative
DFAT	Department of Foreign Affairs and Trade (Australia)
DO	Development Objective
EDC	Education Development Center, Inc.
EG	Economic Growth
EOE	Equal Opportunity for Empowerment
EOI	Expression of Interest
EQ	Evaluation Question
ET	Evaluation Team
FCR	Findings, Conclusions, and Recommendations
FMI	Financial Markets International
FY	Fiscal Year
GDA	Global Development Alliance
GEEA	Global Economic Education Alliance
GESI	Gender and Social Inclusion
GIZ	*Deutsche Gesellschaft für Internationale Zusammenarbeit*
GoI	Government of Indonesia
HCP	Human Capacity and Partnerships
HEI	Higher Education Institution
IBL	Indonesia Business Links
ICEFE	Indonesia Council for Economic & Financial Education
IIE	Institute for International Education
IIEF	Indonesian International Education Foundation
IR	Intermediate Result
IRB	Institutional Review Board
IWD	Inclusive Workforce Development
IYF	International Youth Foundation
J2SR	Journey to Self-Reliance
JAPRI	*Jadi Pengusaha mandiRI*
JPIP	Jawa Post Institute of Pro-Otonomi

KII	Key Informant Interview
KKN	*Kuliah Kerja Nyata* – Student Study Service
LIN	Learning and Innovation Network
LKP	*Lembaga Kursus dan Pelatihan*
LOP	Life of Project
LPK	*Lembaga Pelatihan Kerja*
M&E	Monitoring & Evaluation
MEL	Monitoring, Evaluation, and Learning
MELS	Monitoring, Evaluation, and Learning Support
MESP	Monitoring and Evaluation Support Project
Mitra Kunci	Mitra Kunci
MoEC	Ministry of Education and Culture
MoM	Ministry of Manpower
MoU	Memorandum of Understanding
MRUF	Mien R. Uno Foundation
OJK	Otoritas Jasa Keuangan
OU	Operating Unit
P&V	Poor and Vulnerable
PAD	Project Appraisal Document
PI	Project Implementer
PJI	Prestasi Junior Indonesia
POKSI	*Kelompok Aksi*
PSE	Private Sector Engagement
PSLD	Pusat Studi Layanan Disabilitas
PYD	Positive Youth Development
RFI	Request for Information
RFTOP	Request for Task Order Proposals
RKPD	Regional Government Action Plan
RTI	Research Triangle Institute
RWAP	Ready-to-Work Accelerator Program
SI	Social Impact, Inc.
SMK	*Sekolah Menengah Kejuruan* – Vocational High Schools
SOW	Scope of Work
TA	Technical Assistance
ToC	Theory of Change
TL	Team Leader
ToT	Training of Trainer
TVET	Technical/Vocational Training
UNDP	United Nations Development Programme
UNESA	Universitas Negeri Surabaya
UPI	Universitas Pendidikan Indonesia
USAID	United States Agency for International Development
USG	United States Government
USINDO	United States – Indonesia Society
WFD	Workforce Development
WGDP	Women's Global Development and Prosperity Initiative
YEP	YouthWin through Economic Participation

EXECUTIVE SUMMARY

PURPOSE

The United States Agency for International Development (USAID)/Indonesia contracted Social Impact, Inc. (SI) through the Monitoring, Evaluation and Learning (MEL) Support platform to conduct an evaluation of the Kunci Inclusive Workforce Development (IWD) Project. This evaluation was commissioned to investigate the effectiveness of Kunci's design, management, and implementation.

BACKGROUND

The Kunci Project was designed to improve employment outcomes among poor[1] and vulnerable[2] (P&V) Indonesian youth[3] through the provision of increased access to training and economic opportunities. The Project was developed in 2015 through a USAID Broad Agency Announcement (BAA) co-design, co-creation process that sought to leverage interdependent parts of the workforce development (WFD) system to foster collective impact and lead to transformational change. Several U.S. and Indonesian organizations participated in the co-creation process, preparing Concept Notes which were approved by USAID/Indonesia by the end of 2016.

The Kunci Project is implemented in East, Central, and West Java through four mechanisms (hereafter referred to as "Activities"): three US-led Cooperative Agreements and a grants-under-contract mechanism that manages Indonesian-led consortia. Table 1 provides summary information about each Activity. Kunci implementation began in 2017, with each Activity going through a 15-to-18-month proof-of-concept period. At the conclusion of this phase, Activities were assessed on their scalability potential. If successful, they then moved to a full implementation phase. As elaborated in the body of the report, Kunci Activities underwent substantial budget cuts[4] and a re-focusing that revised Activity-level targets and revised performance indicators to more explicitly target beneficiary employment.[5]

Table 1: Summary Information

Activity Name	Implementer	Award No.	Budget	Life of Activity
Mitra Kunci	DAI	IDOAAI1500014	$15,000,000	1/9/2017-1/8/2022
JAPRI	IIE	AID-497-A-17-00005	$3,440,561	4/13/2017- 4/12/2022
YEP	FMI	AID-497-A-17-00003	$3,571,207	2/28/2017- 2/27/2022
RWAP	RTI	AID-497-A-17-0004	$4,851,968	3/20/2017- 3/19/2020

METHODOLOGY

The evaluation team was not able to conduct fieldwork due to the COVID-19 pandemic. Data collection was conducted through a combination of document review and remote interviewing. The document review process included the solicitation of key narrative documents as well as the acquisition and aggregation of performance monitoring and youth-level data from each Kunci Activity. Qualitative interviews were conducted with 123 respondents from USAID, Project Implementers (PI), Government of Indonesia (GoI), the private sector, administrators and trainers from Technical/Vocational Training

---

[1] Youth whose earnings place them in the bottom 40 percent of the country's socioeconomic distribution.
[2] Youth who are at high risk of falling below the poverty line, including women, persons with disabilities, persons with little or no formal education, or other groups categorized as vulnerable in specific locations.
[3] 18 to 34 years old.
[4] Fiscal Year 2018 – Second Quarter.
[5] Fiscal Year 2019 – First Quarter.

(TVET) centers, administrators and lecturers from Higher Education Institutions (HEIs), and youth beneficiaries. Table 2 details the distribution of interviews across respondent categories.

Table 2: KII Respondents by Respondent Type

USAID	PI	GOV	TVET	UNI	PRIVATE SECTOR	YOUTH	TOTAL
7	33	11	24	6	4	38	123

CONCLUSIONS

We present below abridged conclusions for each of the six evaluation questions (EQs). Findings and full conclusions are documented in the body of the report:

EQ1 - How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?

The BAA process greatly expanded the number, type, and role of stakeholders engaged in the design of the Kunci Project. This engagement, paired with the collaborative design process facilitated by the BAA workshop, led to Concept Notes that better incorporated local knowledge and innovative ideas. However, key workshop design and management decisions substantially contributed to multiple Concept Notes lacking internal cohesion. Paired with USAID's inability to mandate changes, this resulted in the award of multiple grants with substantial structural problems. The Mitra Kunci grants-under-contract mechanism struggled to manage its sub-grantees due these design challenges as well as the fact that sub-grantees lacked USAID experience and sectoral expertise (both WFD & IWD). Finally, the awarding of Mitra Kunci after the design of the three U.S.-led Cooperative Agreements inhibited collaboration because it obviated a direct contractual relationship between the mechanisms.

At the Project level, Kunci's complex structure and heterogeneous programming approaches imposed high transactional and communication costs on USAID, PIs, and GoI stakeholders. At the Activity level, relationship building and the development of common reporting and communication systems took significant effort and, in some instances, never coalesced – contributing to the dissolution of two grants-under-contract (EOE and *Ayo Inklusif*!).

EQ2 - How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?

KUNCI ACTIVITIES

The evaluation team found numerous, substantive examples of inter-Activity collaboration among all three U.S.-led consortia, including sharing of resources and joint development/delivery of WFD activities. These efforts contributed to Kunci goals but were not done at scale or systematically, with primary inhibiting factors including sharing of beneficiary recognition, geographic dispersion, programmatic redundancy, and competition. While redundancy and competitive pressures originated from programmatic overlap, both phenomena became substantially more acute following the re-focusing, when Mitra Kunci expanded into direct programming.

Mitra Kunci performed a range of co-ordinational tasks with its consortium of sub-grantees as well as across the Kunci Project. However, it struggled to play an effective collaborative role with both stakeholder groups. While some of this was due to the structural challenges outlined in EQ1, substantial senior-level turnover at Mitra Kunci and growing mistrust between Mitra Kunci and U.S.-led PIs following the re-focusing exacerbated the problems.

GOVERNMENT OF INDONESIA

The inability to engage with the Ministry of Manpower (MoM) as a ministerial sponsor and the prolonged process to sign an agreement with the Ministry of Education and Culture (MoEC)[6] led to substantial implementation delays and programmatic "retrofitting," with multiple PIs expanding trainings into tertiary education institutions. While GoI respondents reported a lack of programmatic cohesion and siloing at the Project level, GoI collaboration worked well at the Activity level. Effective collaboration was predicated on substantive engagement in program design, alignment with institutional objectives and legal mandates, and harmonization with budgeting and planning cycles.

Mitra Kunci was able to develop a strong and collaborative relationship with MoEC and successfully coordinated with Central and East Java provincial governments (the relationship with West Java was more tenuous). However, U.S.-led PIs reported a belief that Mitra Kunci increasingly pursued its own interests rather than advocating on behalf of other Activities following the re-focusing. This led U.S.-led PIs to expand their collaboration with District Offices, where Kunci PIs were able to build strong relationships with BAPPEDA,[7] culminating, in some instances, in collaborative programming that extended the reach and impact of Kunci activities (see EQ3).

INSTITUTIONAL PARTNERS (TVETS AND HEIS)

TVET and HEI respondents reported strong coordination and collaboration across the full Kunci Project. Factors they most frequently noted were good communication practices and deep technical engagement. Kunci PIs supported partners through a wide range of technical assistance (TA), with broader institutional capacity building to promote the achievement of Kunci targets as well as strengthening of the broader national WFD infrastructure.

PRIVATE SECTOR

Kunci PIs successfully leveraged private sector interests in support of Kunci goals, with strategies that included building linkages between employers, training providers, governments, and youth; using company resources to improve training provider assets and curricula; fostering internship and job opportunities; and adopting Gender and Social Inclusion (GESI) programming in company policies and practices. Private sector engagement did not, however, extend to Kunci co-financing goals.

EQ3 - How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of the project and beyond?

The proof-of-concept phase created a discrete and transparent decision point to assess Activity performance. However, many Kunci Activities were not well designed for scaling (particularly Mitra Kunci sub-grantees), scalability criteria were not well communicated or universally understood by PIs, and Activity monitoring and evaluation (M&E) systems were sometimes insufficient to document achievement. At the Project level, Kunci outperformed all key metrics, more than doubling graduation, skills acquisition, and employment targets. Following this strong performance, all but two PIs (EOE and *Ayo Inklusif!*) moved to full implementation. The first 18-months of the full implementation period showed sharp growth in performance relative to the comparable proof-of-concept period. Kunci PIs graduated seven times more

---

[6] The AA designated the Ministry of Research Technology and Higher Education as partner for USAID Education portfolio.
[7] Regional Development Planning Agency.

youth, improved skills for almost eight times more youth, and improved employment outcomes for more than ten times more youth.

It is important to note that scaling strategies were substantially revised in response to a significant reduction of Kunci budgets in Q3 2018 and a programmatic re-focusing that revised key performance indicators and substantially increased Activity targets in Q1 2019. While these factors led to some reduced geographic scaling, they precipitated a substantial increase in the number of institutions and youth beneficiaries PI supported through horizontal scaling.

SUSTAINABILITY

Most elements of the Kunci model evidenced some degree of sustainability, particularly interventions aimed at organizational strengthening and improvement of curricula. Kunci PIs were able to collaborate with various GoI institutions to promote the expansion of programming through co-financing. Most significantly these included four Manpower District Offices providing soft skills training to 160 private training centers using modules developed by RWAP, and the three Dinas[8] embedding "50 percent of the JAPRI approach" into their own programing.

EQ4 - What impact did the re-focusing of activities have on overall achievements?

Though it is impossible to disentangle the effects of the scaling and re-focusing processes, Kunci PIs registered substantial improvement in achievement of higher-level outcomes after the re-focusing. As noted in EQ3, the number of youths reporting new or better employment increased more than ten-fold in comparable periods before and after the re-focusing. This strong growth in employment figures continued until COVID-19 inhibited the labor market and Kunci PIs' ability to operate. As of Q3 FY 2020, 18,856 youth have received improved employment outcomes from the Kunci project.

Increasing performance targets in a reduced budgetary context created perverse incentives that adversely affected the quality of training provision across the Kunci portfolio. PIs adopted a variety of strategies to increase beneficiary counts, including reducing training duration and reducing post-training support services. Furthermore, the substantial expansion of programing into HEIs following re-focusing boosted performance against targets but likely resulted in lower average training impact (as compared to TVET approaches). The primary reasons for the decreased impact were lower student engagement due to compulsory nature of classes, lower likelihood of beneficiary engagement in post training entrepreneurial activity, and lower ability of lecturers to provide personalized support.

The expansion of Kunci programming undermined Kunci's targeting of P&V beneficiaries. While there are certainly P&V students in tertiary schools, they are a minority and are much more difficult to target because enrollment into Kunci activities is not determined by PIs. As a result, the majority of Kunci HEI beneficiaries were not P&V.

EQ5 - What are the key successes and opportunities that can be used/replicated in the future?

SUCCESSES

Adaptive Management: The Kunci project was instilled with a robust approach to adaptive management initially including the collaborative BAA design process and the designation of discrete proof-of-concept and scaling phases. However, adaptive management practices came into sharper relief during the budgetary reduction and re-focusing processes, where proactivity on the part of the Mission directly led to substantial increases in performance against indicators. Substantial recognition should be afforded to

---

[8] Ministries within provincial and district-level governments.

Kunci PIs, who under the context of reduced budgets and increased expectations were able to substantially revise programmatic approaches to work with different institutions and beneficiary populations.

Stakeholder Engagement: Kunci worked with a large variety and number of institutions supporting WFD. While there were some challenges with its implementation (see EQ1 and EQ2), the decision to use a grants-under-contract mechanism created a framework for engaging Indonesian-led PIs. As noted in EQ2, Kunci PIs successfully collaborated with GoI stakeholders at the national, provincial, and district levels; institutional TVET and HEI partners; as well as the private sector. This strong engagement resulted in stronger programming, scaling through co-financing, and increased prospects for sustainability.

WFD Institutional Strengthening: Kunci PIs strengthened the Indonesian WFD infrastructure through institutional capacity building among TVETs and HEIs; individual capacity building among trainers, coaches, and mentors; the development/strengthening of many curricula; and strengthening Indonesian PIs capacity to implement future WFD programming.

IWD Promotion: Collaborative design and engagement with local partners promoted better understanding of IWD challenges and strategies among a wide range of Kunci stakeholders, and in particular among TVET institutions.

OPPORTUNITIES

* One potential partner omitted from Kunci programming was vocational high schools (*Sekolah Menengah Kejuran*). The beneficiary population maps well with USAID targeting strategies and could be a further source for institutional strengthening and TA.

* USAID could more explicitly involve key employer associations (e.g., *Asosiasi Pengusaha Indonesia [*APINDO])* as well as representatives of organized labor (e.g., workers unions and labor unions) in the design and execution of WFD programming.

* Finally, Indonesia has a robust WFD infrastructure supported by long-standing domestic and international assistance. USAID could more explicitly leverage and strengthen coordinating networks like Learning and Innovation Networks (LINs) and align programming to be complementary with other donor investments (e.g., Australia's Department of Foreign Affairs and Trade [DFAT] disability programming in East Java).

EQ6 - What are key lessons learned from the four Kunci workforce development programs' implementation?

* **Incentives** are critical to understanding (and predicting) stakeholder behaviors. Kunci PI programmatic responses to the re-focusing were rational and predictable. To the extent possible, USAID should critically reflect on the likely implications of significant programmatic and managerial changes before they are executed. In the event forecasts predict sub-optimal outcomes, USAID can either revise policy decisions or work with stakeholders to mitigate negative consequences.

* **Relationship management** with government stakeholders is critical during all phases of programming. Government sponsors are critical and should be integrated into Project/Activity design as far upstream as possible. Direct USAID engagement is key and could benefit from explicit inclusion in the job description of one or more staff within technical teams.

* **Sustained engagement** with training centers greatly impacts generating buy-in and improving services, not only during the duration of a USAID activity but also long after project closeout.

* Complex projects like Kunci need time for **relationship and norm-building** (i.e., understanding comparative advantages, setting up structures for problem solving and decision making). Allowing time

for this in workplans and incentivizing coordination/collaboration through deliverables, option periods, funding disbursements, or other mechanisms will promote programmatic effectiveness and efficiency.

- When using a **project coordinating mechanism** like Mitra Kunci, it helps to make and document decisions as early as possible. Identifying the need, communicating vision with stakeholders, integrating the role into other agreements, and disseminating templates and norms to promote consistency are all important. Ideally, the project coordinating mechanism would be involved in the review of Activity agreements to promote collaborative incentives and structures.

- **Co-creation** can lead to positive programmatic outcomes but can be transactionally intensive. Unless the primary objective is to expand participation, it is ideal to limit the number of organizations, while ensuring representation from key stakeholder types. Furthermore, many of the goals of co-creation can be achieved through less time-intensive processes than a BAA (e.g., a Request for Information [RFI]).

- Recognizing finite resources and stakeholder incentive structures, USAID should **understand and clearly communicate trade-offs** between quality/quantity and continuity/re-focusing.

RECOMMENDATIONS

PROGRAM DESIGN

- USAID should more actively steer the collaborative design process to avoid the structural challenges experienced under Kunci. BAAs are powerful but transactionally intensive mechanisms for soliciting design inputs. USAID should pursue more traditional means of informing designs though market engagement such as through RFIs.

- To make the best use of proof-of-concept phases, USAID should make performance metrics and thresholds explicit as early as possible (ideally during the procurement phase) and ensure M&E systems will enable evidence-based scaling decisions.

- In designing future projects, USAID should limit the number of Activities to reduce programmatic redundancies, competition, inefficiency, and stakeholder confusion. This can be accomplished through the award of fewer, more robust Activities that incorporate multiple technical elements. For WFD programming, this could take the role of (i) combining elements of institutional capacity building, curriculum development support, private sector linkages, and policy coordination support within single awards, or (ii) combining delivery of complementary training topics like soft, financial, and entrepreneurship skills either as a package or modules of a demand-driven curriculum.

- USAID should award project coordinating mechanisms before other Activities have been designed. Ideally, the project coordinating mechanism would be awarded in time to review Activity agreements to promote collaborative incentives and effective management, reporting, and conflict resolution structures.

STAKEHOLDER ENGAGEMENT

- USAID should conduct a stakeholder mapping exercise in advance of future WFD programming to identify the range of likely GoI partners. Ideally, this would also include an assessment of political leadership within these organizations, how organizations relate to one another, and their key incentive structures. Following this mapping, USAID should identify and engage directly with priority stakeholders, and particularly ministerial sponsors. To the extent possible, USAID should involve the sponsor and other key stakeholders in the design of the Project/Activities (e.g., reviewing the

solicitation, participating on the technical review panel) to promote buy-in and the prospects of integration within GoI funding processes.

- Similarly, USAID should engage with GoI and other donors to map previous/continuing investments made in the same sector and geographic areas in advance of the procurement process. If it is possible to build on this programming, USAID should involve relevant stakeholders in the development of the solicitation documents to promote collaboration and increased programmatic efficacy.

- Finally, successful WFD interventions link labor supply with demand. In addition to conducting localized labor market assessments to assess employment prospects, USAID should conduct stakeholder mapping with likely employers (focusing on expected job quantity and alignment between beneficiary populations and job requirements). Working through individual employers is useful, but engaging business associations such as APINDO will allow USAID to leverage extant coordinating power and more efficiently link with the private sector.

INCLUSIVE WORKFORCE DEVELOPMENT

- Given the positive stakeholder response to IWD, the increasing focus on inclusivity at national and provincial levels, and the expressed interest from the private sector in soliciting support to comply with inclusivity requirements, USAID should re-affirm its commitment to targeting programming to poor, and especially, disadvantaged populations. GoI has issued regulations for inclusivity requirements and provided funding to various WFD actors (e.g., *Balai Latihan Kerja* [BLK], agencies, schools), many of which reported struggling with compliance. USAID should identify and engage with key actors to leverage existing investments through capacity building and TA.

EVALUATION PURPOSE

The United States Agency for International Development (USAID)/Indonesia contracted Social Impact, Inc. (SI) through the Monitoring, Evaluation and Learning (MEL) Support platform to conduct an evaluation of the Kunci Inclusive Workforce Development (IWD) Project. The Kunci Project was designed to provide increased access to training and economic opportunities for Indonesian youth. Kunci implementation started in 2017 under USAID/Indonesia's 2014-2018 Country Development Cooperation Strategy (CDCS).[9]

The purpose of this evaluation is to investigate and determine the effectiveness of the Kunci Project's design, management, and implementation. The specific objectives are to: (1) review performance of the Kunci Project as a whole, with a particular focus on the design and implementation, (2) identify Kunci workforce development (WFD) activity successes and opportunities that are aligned with USAID/Indonesia's new 2020-2024 CDCS, with a particular emphasis on Journey to Self-Reliance (J2SR); and 3) identify key lessons learned that can be used to improve future WFD designs and other relevant Mission-wide activities.

BACKGROUND

THE DEVELOPMENT PROBLEM

As an emerging regional and global economic power, Indonesia faces several challenges in promoting more inclusive economic growth and addressing rising income inequality. Among Indonesia's priority development tasks is the need to improve the skills and productivity of the labor force and meet the demands of a private sector-driven economy that faces increasing regional and global competition.

PROJECT DESIGN

Kunci seeks to address these challenges by improving WFD for P&V youth (18 to 34 years old), defined as those whose earnings place them in the bottom 40 percent of the country's socioeconomic distribution or who are members of vulnerable populations. Vulnerable youth are defined as those who are at high risk of falling below the poverty line, including women, persons with disabilities, persons with little or no formal education, or other groups categorized as vulnerable in specific locations. These youth lack access to training that is useful and relevant to labor market needs, as well as a support system to match them with employment after training,[10]

At the strategic level, the Kunci Project intended to directly contribute to the Government of Indonesia's (GoI) Medium-Term National Development Plan (RPJM) 2015-2019 by helping to improve the quality of instruction and training, increase collaboration with the private sector, and expand access to higher education. Under USAID/Indonesia's 2014-2018 CDCS, the Kunci project aimed to support achievement of Development Objective (DO) Two, "Essential Services for the Poor and Most Vulnerable (P&V) Sustainably Improved." The full results framework can be found in Annex I.

USAID intended to leverage interdependent parts of Indonesia's WFD system to foster collective impact and create transformational change in Central, East, and West Java. The project's theory of change (ToC) posits that provision of training and networking opportunities will move youth from under/unemployment to employment. Rather than following traditional procurement processes, the Kunci Project was developed in 2015 through a USAID Broad Agency Announcement (BAA) co-design, co-creation process that included four key steps: (i) interested parties would submit expressions of interest, (ii) selected applicants

---

[9] CDCS 2014-2018 was extended to 2020.
[10] Mitra Kunci 2017 AMELP.

would be invited to a three-day design workshop, (iii) workshop participants would form consortia and develop a set of Concept Notes, and (iv) USAID would review the Notes and make a set of awards. At the conclusion of this process, USAID awarded four mechanisms ("Activities"). Three of these were Cooperative Agreements led by U.S.-based Project Implementers (PIs): Jadi Pengusaha mandiRI (JAPRI), YouthWin through Economic Participation (YEP), and Ready-to-Work Accelerator Program (RWAP). The fourth award was a grants-under-contract mechanism, Mitra Kunci, that managed a portfolio of Indonesian-led consortia.

Built into each of these awards was a two-stage implementation process. Activities would start with a 15-18-month proof-of-concept phase during which PIs were to prove the scalability of their concepts. Those Activities that met requirements would be selected to progress to the full implementation phase. The four Activities began the proof-of-pilot phase in 2017 and moved to full implementation in late 2018/early 2019.

As discussed in more detail in the answer to EQ4, USAID mandated revisions to programmatic objectives at the end of 2018 in a process called "re-focusing." With the objectives of demonstrating stronger outcome-based results and building Indonesia's J2SR, the Kunci goal changed from improving employability skills to the achievement of new or better employment.[11] Furthermore, Kunci Activities were asked to increase beneficiary targets to better align with the Project Appraisal Document (PAD) goal of 200,000 youth beneficiaries. The full revised results framework can be found in Annex I.

Table 3 presents a summary of Kunci project information, including implementation dates, budget amounts, Activity approaches, and consortium members, as well as revised Activity approaches following the re-focusing. Two of these Activities, Mitra Kunci and PROGRESIF, did not begin implementation until after the re-focusing, while others such as SINERGI reacted to the re-focusing by significantly revising their approach.

---

[11] At project inception, Kunci aimed to realize intermediate result (IR) 2.2: "*Workforce development for poor and vulnerable improved*" through the three sub-IRs: 2.2.1: Quality of Workforce Development Programs Improved; 2.2.2: Innovative Workforce Development Models Implemented; and 2.2.3: Ownership and Synergies Between Key Workforce Development Stakeholders Increased. Following re-focusing the results framework was updated to focus on IR 2.3: "Capacity of Educational Institutions Improved" and the following new sub-IRs: 2.3.1: Improved Leadership of Workforce Development Institutions; and 2.3.2: Innovative Training Programs Strengthened (full results frameworks can be found in Annex I).

Table 3: Detailed Activity Descriptions

	Activity Name	Concept	Consortium Members
Mitra Kunci *1/9/2017-1/8/2022* *$22,825,101*	*Mitra Kunci*	Mitra Kunci acted as a grants-under-contract manager for Indonesian-led PIs, provided technical assistance (TA) to all Kunci PIs, and acted as a liaison between Kunci and Ministerial and Provisional government stakeholders. After the re-focusing, Mitra Kunci began delivering the *Kuliah Kerja Nyata[12]* (KKN) entrepreneurship intervention in higher education institutions and providing support to MoM.	• DAI
	Ayo Inklusif!*	*Ayo Inklusif!* increased awareness of the economic potential of persons with disabilities. This activity was cut after the proof-of-concept phase.	• Jawa Post Institute of Pro-Otonomi (JPIP) (Lead) • Saujana • United Tractors • Pusat Studi Layanan Disabilitas (PSLD) Universitas Brawijaya
	PROGRESIF	PROGRESIF began after the re-focusing with the aim of improving the inclusive employment system in Indonesia in collaboration with national *Balai Latihan Kerja* (BLKs), partnering with job providers, and increasing the job readiness of youth with disabilities.	• Saujana
	EOE*	EOE increased points of access to soft, hard, and life skills training for P&V youth. This activity was cut after the proof-of-concept phase.	• Coca-Cola Foundation Indonesia (CCFI) (Lead) • Dompet Dhuafa
	SINERGI	SINERGI uses Action Groups for Inclusive Workforce Development or *Kelompok Aksi* (POKSI) to bring together stakeholders to better match relevant P&V job skills with local labor market demand. After the re-focusing, this activity became rebranded as SINERGI 2.0 and began providing TA to TVET institutions to promote youth employment outcomes.	• Rajawali Foundation (Lead) • Transformasi

---

[12] Student Study Service.

Activity Name	Concept	Consortium Members
JAPRI *4/13/2017- 4/12/2022* *$6,444,345*	JAPRI provides young entrepreneurs with training, mentoring services, and links to institutions that will help them start and grow businesses. USAID JAPRI prioritizes youth with disabilities, young women facing economic challenges, and low-income employable youth. After the re-focusing, JAPRI expanded operations into higher education institutions.	• Institute of International Education (IIE) (Lead) • Indonesian International Education Foundation (IIEF)* • Mien R. Uno Foundation (MRUF) • Prestasi Junior Indonesia (PJI)
YEP *2/28/2017- 2/27/2022* *$6,087,971*	YEP drives a systemic change in how, where, and which foundational economic and life skills are taught to empower Indonesian youth so they gain and maintain employment and effectively participate in the economy and financial system.	• Financial Markets International (FMI) (Lead) • International Youth Foundation (IYF) • Otoritas Jasa Keuangan (OJK)* • Global Economic Education Alliance (GEEA) • Indonesia Council for Economic & Financial Education (ICEFE)* • Indonesia Business Links (IBL)*
RWAP *3/20/2017- 3/19/2020* *$4,851,968*	RWAP enhances the capacity and quality of training centers and links them together through the creation of Learning and Innovation Networks. After the re-focusing, RWAP expanded TA into higher education institutions.	• RTI International (Lead) • YCAB Foundation • Lembaga Pelatihan Keterampilan (LPK) • Education Development Center, Inc. (EDC)

* indicates that the project or consortium member did not continue beyond the proof-of-concept phase.

EVALUATION QUESTIONS

This evaluation addresses the six evaluation questions (EQs) jointly developed by USAID and SI and codified in the Scope of Work (SOW):

1. *How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?*

2. *How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?*

3. *How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of the project and beyond?*

4. *What impact did the re-focusing of activities have on overall achievements?*

5. *What are the key successes and opportunities that can be used/replicated in the future?*

6. *What are key lessons learned from the four Kunci workforce development programs' implementation?*

EVALUATION METHODOLOGY

DATA COLLECTION AND SAMPLING

The evaluation was designed to answer the six EQs and focus on performance at the Project (i.e., portfolio), rather than Activity, level. The evaluation design was predicated on three primary modes of data collection as detailed below. Evaluation Team (ET) composition and member qualifications are outlined in Annex V.

DOCUMENT REVIEW

The ET conducted a document review of Kunci materials, provided primarily by USAID during the evaluation design period, to better understand the design and implementation of the Kunci portfolio and to inform the development of data collection protocols. The documents included debrief materials from the BAA workshop, contract awards and grant agreements, contract modifications, annual and quarterly reports, Annual Monitoring Evaluation and Learning Plans (AMELPs), scaling up plans and assessments, re-focusing directives, and performance monitoring data. Following the approval of the inception report, the ET requested performance monitoring and other youth-level data from PIs for independent analysis.

KEY INFORMANT INTERVIEWS

Key Informant Interviews (KIIs) were split into three phases by respondent type and conducted sequentially across the six-week data collection period. The ET divided into two sub-teams, one that included the Team Leader (TL) and an SI-headquarters-based notetaker, and the other comprised of the two Indonesian Evaluation Specialists. As a result of COVID-19 pandemic, the ET was not able to conduct in-person field work. All interviews were conducted remotely via web-based videoconferencing platforms or telephonically. All interviews lasted approximately one hour, with a professional interpreter providing simultaneous translation for select interviews.

Phase 1: USAID Objectives

The primary objective of the first phase of data collection was to understand USAID objectives behind three key project junctures covered under the evaluation: the BAA, piloting/scaling, and re-focusing. The ET conducted semi-structured, telephone-based interviews with key USAID stakeholders, including current and former Contracting Officer's Representatives and Agreement Officer's Representatives (CORs and AORs)

and representatives of the Human Capacity and Partnerships (HCP) and Program Offices.[13] The sample for this phase was purposively determined based on respondent function and experience.

Phase 2: PI Experiences

Having developed an understanding of the rationale, history, and context behind the three Kunci phases, the ET conducted KIIs with all PIs. The ET interviewed the leadership of each of the 18 active implementing organizations. For leading organizations, this included an expanded respondent set. The sample design was purposive and consisted of pre-identification of respondents/roles during the design process and a snowball sampling approach conducted over the course of Phase 1 and Phase 2 interviews.

Phase 3: External Stakeholders

Government Respondents: The ET worked with USAID and the PIs to interview a set of purposively and snowball sampled GoI respondents at the national, provincial, and community level. The TL led interviews with national-level government representatives in English, while interviews with provincial and community government leaders were led by the Indonesian Evaluation Specialists in Indonesian.

Technical/Vocational Training (TVET) Centers & Higher Education Institutions (HEIs): The ET conducted KIIs with administrators of the primary training institutions that receive Kunci technical assistance by independently selecting institutions from Activity partner lists. Interviews were led by Indonesian Evaluation Specialists and focused on the nature and quality of coordination/cooperation, satisfaction with the TA, perceptions of scaling/sustainability, and perceptions of whether Kunci investments in improved trainings are leading to improved employment/life outcomes for beneficiaries.

Trainers: The ET interviewed trainers/lecturers at each sampled TVET and HEI using a combination of purposive and snowball sampling. Respondents were asked to speak to the quality of curricula/materials, relevance of materials, the scalability/sustainability of the Kunci investments, and perceptions of whether improved training is leading to improved employment/life outcomes for beneficiaries.

Youth Beneficiaries: The ET independently selected samples of youth from each Activity's beneficiary lists and conducted semi-structured KIIs. For each Activity sub-sample, the ET selected youth in a stratified, purposive manner to ensure gender, age, and regional representation. These interviews were conducted by Indonesian Evaluation Specialists in Indonesian.[14]

Private Sector: The ET conducted targeted KIIs with respondents from private sector institutions, which play a critical role in improving employment outcomes for beneficiaries, using purposive and snowball sampling approaches. The primary objective of these interviews was to determine the nature of cooperation/coordination, the perceived quality/relevance of training for employment needs, and the extent to which the private sector had demonstrated interest in employing Kunci beneficiaries.

In total, the ET conducted 123 interviews with various Kunci stakeholders. Table 4 provides the final set of respondents broken down by phase and respondent type. Table 5 disaggregates by Activity.

---

[13] The ET requested an interview with several representatives from the Office of Acquisition and Assistance (OAA), but all interview requests were declined.

[14] The ET originally planned to administer an electronic survey to probe satisfaction, quality, relevance, and experiences with Kunci services. This survey was dropped once the ET realized that acquisition of youth participant lists would be much more labor intensive than anticipated, and prohibitive in some cases as not all Activities retained full beneficiary lists.

Table 4: KII Respondents by Respondent Type

USAID	PI	GOV	TVET	HEI	PRIVATE SECTOR	YOUTH	TOTAL
7	33	11	24	6	4	38	123

Table 5: Select KII Respondents by Activity

	PI	TRAINING PROVIDERS (TVET& HEI)	YOUTH	TOTAL
MITRA KUNCI	15	9	16	40
JAPRI	5	8	9	22
YEP	7	5	7	19
RWAP	6	8	6	20
TOTAL	33	30	38	101

LIMITATIONS

RECALL BIAS

Because the evaluation was concerned with processes that started five years prior to data collection, the ability of respondents to accurately remember key events during interviews was inhibited. The ET mitigated recall limitations with secondary data and triangulation of across KIIs. Furthermore, the ET asked about the degree to which individuals were "confident" in their assertions to assess the veracity of their statements. This self-reported recall confidence was used to weight and caveat findings.

CONFOUNDING OF PROJECT PHASES

To understand discrete effects of the BAA, piloting/scaling, and re-focusing phases, the ET asked respondents about each process sequentially. When discussing the effects of any process, the ET probed about whether reported effects could also be influenced by the other processes.

BIASES ASSOCIATED WITH REMOTE INTERVIEWING

The ET anticipated various challenges associated with the inability to conduct in-person interviews, including non-compliance with requests for interviews by those with less stake in the project, less availability, or less accessibility to communication technologies, and less forthrightness due to the interviewer's inability to build the same level of trust as is possible during in-person interviews. The ET mitigated these effects by (i) developing clear, consistent, and efficient outreach messages to foster uptake, (ii) providing flexibility with interview timing, duration, and communication media, (iii) communicating clearly that interviews were not to be recorded through a consistent and comprehensive informed consent script, (iv) proposing video calls where possible to help build rapport and signal with non-verbal cues, and (v) using local evaluators to promote trust.

SELECTION BIAS

Given the large scope of the Kunci project, the number of stakeholders greatly exceeded the ability of the ET to conduct interviews. The ET mitigated this effect by ensuring that at least one interview was conducted with each member of the seven consortia, that key stakeholder groups were identified early in the evaluation process, and that the identification and prioritization of respondents from these groups was conducted in partnership with USAID and Kunci PIs. Respondents sampled from larger populations (e.g., TVET/HEI administrators and trainers, youth) were selected independently to represent key population parameters and the team closely tracked deviations between intended and final samples to test for bias.

ETHICAL CONSIDERATIONS

The nature of the evaluation questions did not present clear risks to respondents. However, because Kunci youth beneficiaries were, by definition, poor and vulnerable, the ET submitted an application to SI's Institutional Review Board (IRB). The IRB reviewed, provided comment, and ultimately approved all instruments, informed consents,[15] and field protocols. All interviews were governed by SI's ethical standards and all ET members were required to read and sign standards of ethical conduct.

All respondents were promised confidentiality. By aggregating respondent data in the analytical process and reporting summary results, the ET made sure that the data presented in this report does not directly or indirectly identify any respondent. For any direct quotes used in the report and other work products, the identity of the respondent has been obscured. Data collected from interviews was stored in password protected computers utilized by evaluation team members only. No audio recordings were made of any video interviews, and all interview notes will be destroyed following the approval of the final report.

DATA ANALYSIS

QUALITY ASSURANCE

At least two core team members participated in each interview, and there was always a dedicated note taker who logged notes against interview questions. To the extent possible, this included transcription of direct quotes, particularly when respondents said something important, surprising, or otherwise noteworthy. Raw notes were uploaded to SI's secure SharePoint site within 24 hours, at which point the lead interviewer reviewed and elaborated, as necessary. Raw field notes were transferred to summary sheets to assist in analytical efficiency.

DATA ANALYSIS METHODS

To ensure that US and Indonesia-based team members were harmonized and aware of each other's work, the ET held online working sessions to discuss emerging findings and themes and to categorize conclusions and recommendations by EQ. In turn, the ET used these discussions to inform completion of a Findings, Conclusions, and Recommendations (FCR) matrix to ensure that the ET collected data that systematically and thoroughly answered each EQ. The ET developed a codebook during the identification of the emergent themes, with themes compiled and elaborated into a formal coding structure, which was used to systematically code all qualitative summary sheets using Microsoft Excel. Performance monitoring data were aggregated and analyzed in Excel.

GENDER AND SOCIAL INCLUSION ANALYSIS

The ET ensured that the evaluation design incorporated gender-sensitive approaches for data collection instruments, interviewing strategies, and outreach methods. The ET ensured gender diversity among interviewees and explored how women are included in activities, as well as the role gender, socio-economic status, vulnerability status, and geographic location play in Kunci's processes and outcomes. All data collection captured respondent sex to allow for disaggregation. When applicable, the ET explored whether gender or social status impacted implementation strategies, processes, or outcomes, and data collection tools were structured in a way to allow for analysis of any unintended consequences with respect to women and other marginalized groups.

---

[15] The informed consent presented respondents with the full set of information necessary to willingly participate in the interview. Interviewers read the script verbatim before each interview and documented consent verbally. Respondents were told they are not compelled to participate and can refuse the interview or skip any questions without recourse.

FINDINGS AND CONCLUSIONS

EVALUATION QUESTION 1

"How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?"

FINDINGS

From its earliest stages, the Kunci project was designed to embody and showcase Agency innovations in the development of assistance mechanisms. Unlike USAID's traditional design approach, where an Operating Unit (OU) develops a solicitation document (e.g., Request for Proposal) and procures services through a competitive selection process, USAID/Indonesia opted to use a BAA. USAID describes the BAA as a "competitive and collaborative research and development process used to seek innovative solutions to development challenges from public, private, for-profit, and nonprofit partners."[16] At the time, BAAs were a novel mechanism with which very few Missions had experimented. According to USAID respondents familiar with the process, there were two primary reasons behind the selection of this innovative approach. First, USAID/Indonesia lacked technical expertise in the WFD sector. The BAA would allow the Mission to leverage external expert input on project design. Second, the Mission Director had recently completed a rotation within USAID's Global Development Lab, a hub of Agency innovation and the originator of the BAA process.

The primary objective of the BAA was to expand the range of potential partners and better incorporate local and innovative ideas into collaborative Activity design. However, there was also an implicit political objective of showcasing Mission innovation, demonstrating the viability of the BAA process for other OUs, and building relationships with external stakeholders. While in many ways complementary, according to USAID respondents these two sets of objectives did not align well when confronted with BAA process decisions. For example, the objective of co-creating innovating programming would be best facilitated by a small group of highly qualified organizations, whereas the objective of broad-based engagement would be best facilitated by a larger and more heterogeneous group of organizations. Respondents that were involved in this phase of the BAA spoke about differences of opinion regarding how best to structure the BAA, with technical staff favoring a smaller workshop and Mission leadership favoring a more expansive process. The decision to favor the latter approach had a significant effect on how the workshop was structured, the quality of workshop outputs, and ultimately the implementation of the Kunci project.

Design

The BAA achieved its primary objective of expanding the range of potential partners and better incorporating local and innovative ideas into collaborative Activity design. Compared to traditional procurement processes, BAA participation was extensive. In addition to the many USAID implementing partners that support the Agency's WFD programming, participants included representatives of various GoI Ministries, private sector stakeholders, donors, and a wide range of Indonesian organizations for many of whom this was a first interaction with USAID. Engagement started with a widely disseminated Expression of Interest (EOI) process that required a short, four-page application to participate in the BAA workshop. USAID/Indonesia received 133 EOI applications. Many of these came from organizations that would not have participated under traditional procurement processes, including international companies (16), foundations (14), Indonesian companies (13), and business associations (3). The volume of applications surprised USAID staff, who debated how many organizations to approve for the workshop.

---

[16] See USAID (2020) https://www.usaid.gov/partnership-opportunities/respond-solicitation/broad-agency-announcements.

There was disagreement between proponents of a smaller, more focused workshop who advocated for 25 participants and those favoring a larger, more inclusive workshop of 50 participants. Ultimately, the Mission decided to accept the larger number.

The workshop was designed as a three-day event with the objective of using EOI applications as a starting point for collaborative Activity design. Through a series of facilitated exercises, participants would sort themselves into programmatically complementary groups and develop Concept Notes. These Concept Notes would then be reviewed by USAID and a series of awards would be made to comprise the Kunci project. However, the management of the BAA workshop combined with the oversubscription of applicants created significant co-ordinational challenges that directly and significantly affected the design of Concept Notes and the Kunci portfolio as a whole.

A set of key factors inhibited effective sorting of workshop participants into cohesive Concept Note groups. First, the large number of attendees made it difficult for participants to understand one another's technical approaches and organizational strengths/weaknesses. Second, many participants did not understand the workshop methodology. PI and USAID respondents reported many applicants retaining a desire to implement their EOI applications rather than collaboratively designing Activities with other organizations. Critically, the sorting mechanism that was used to break participants into Concept Note groups was not well understood by participants. According to respondents with direct experience, the third day began with facilitators presenting a series of WFD themes on flip charts and asking participants to join the groups in which they were most interested. Whereas facilitators meant for this to drive Concept Note group selection, many participants interpreted it as another in a series of group exercises. When the importance of this sorting process became clear, respondents reported frustration.

Whereas USAID's traditional procurement approach begins with a clear delineation of a ToC to structure an Activity, Concept Note groups were tasked with developing ToCs based on the technical inputs of all consortium partners. Compared to USAID-designed Activities, concepts were significantly more innovative and reflective of local context and knowledge. These included technical approaches that would not have emerged from a traditional solicitation as well as finer-grained targeting strategies reflective of local expertise. Some examples of programmatic innovations included:

- *Ayo Inklusif!:* The use of a mass media campaign to increase awareness of the economic potential of persons with disabilities. The fact that JPIP, a part of the Jawa Pos media company, implemented this intervention was also innovative.
- **EOE:** The use of a district library (Sukabumi) as a key, community-level nexus for provision of information and training support for youth. The EOE consortia composition, which combined the private sector focus of CCFI and the grassroots religious/philanthropic Dompet Dhuafa was also innovative.
- **SINERGI**: The use of multi-stakeholder forums, particularly the engagement of youth as fully-fledged forum members with decision making authority.
- **YEP**: The combination of financial literacy and life skills trainings.

However, the large number of consortium partners, the relatively short time-allotment (one day during the workshop, with post-workshop follow-ups), consortium member adherence to original EOI technical approaches, and the establishment of Concept Note hierarchies inhibited the development of cohesive Activity designs. The process worked better in groups that were smaller in size and that were able to designate a lead organization more efficiently. There were three primary downstream implications of these Concept Note design challenges.

1. Shortcomings in developing focused Concept Notes translated into post-award implementation challenges, as consortia members were not always well-aligned in their approaches and objectives.

2. The negotiation of hierarchies, budget allocation, and technical approaches created interpersonal and inter-organizational conflict. These differences of opinion sometimes translated into post-award management and coordination challenges (see EQ2 for more detail).

3. Sub-optimal coherence was expressed not only within Concept Notes but across the Kunci Project. Given the large number of Concept Note groups, the finite number of constraints to IWD, and the decentralized way Concept Notes were developed, the portfolio of Concept Notes lacked an overarching vision, included several programmatic redundancies, and lacked a mechanism for inter-consortium coordination and collaboration.

USAID noted these challenges but given the structure of the BAA, was limited in its ability to directly affect Concept Note development. USAID did, however, engage in three important ways. First, a USAID facilitator was assigned to each Concept Note group to support Activity design and adherence to Agency processes. Second, USAID guided consortium partnering, suggesting that certain organizations team up into Concept Note groups. Third, and most significantly, USAID decided to award a contract to a coordinating mechanism tasked with managing the portfolio of Indonesian-led Activities and providing a range of coordinating functions for the Kunci Project. While this award was necessary, the decision to award Mitra Kunci was made after the design of the three U.S.-led Activities. This sequencing had two primary implications. First, it precluded a contractual relationship between U.S.-led PIs and Mitra Kunci. Second, there was little U.S.-led PI buy-in into the Mitra Kunci coordinating process, a phenomenon exacerbated by lack of clarity on Mitra Kunci's role. PI resentment toward Mitra Kunci was derived from perceptions of unfairness that the award had been given to the contractor that had facilitated the BAA workshop (DAI), and the use of a different contracting mechanism to award Mitra Kunci than the one used for other Kunci Activities (Youth Power).[17] The lack of contractual accountability and a baseline lack of trust significantly inhibited Mitra Kunci's ability to fully realize its coordinating function.

> **Kunci Target Setting**
>
> The Kunci project was initially envisioned as an expansive intervention serving 500,000 beneficiaries. While this target was revised down to 200,000, it was still viewed by technical staff as a stretch goal. USAID respondents spoke about perceptions that this aspirational target would inhibit longer-term, traditional workforce development programming (e.g., relationship building) in favor of quicker interventions.
>
> The decision to use IR 2.2-1 "*Number of individuals with improved skills following completion of USG assisted workforce development program*" as the key performance indicator rather than a more direct measure of employment was driven by a combination of two factors. Some respondents cited Agency politics at the time, specifically a desire not to focus programming on direct employment. Other respondents pointed to concerns that measuring employment (a relatively long-term outcome) would make the project target even more difficult to achieve. Regardless of its origin, the decision to prioritize skills improvement had a direct and significant effect on the design of the Kunci portfolio. Judging Concept Notes on their ability to affect skills acquisition led to much higher heterogeneity of programming approaches, many of which were less directly related to employment acquisition. As a result, when USAID initiated the re-focusing initiative (see EQ4),

Management

The desire to substantively engage local organizations in the co-design process led to strong PI ownership over grants. However, as will be elaborated in EQ2, management across the consortia was highly variable.

---

[17] A global USAID Indefinite Delivery Indefinite Quantity (IDIQ) contracting mechanism.

According to respondents, strong consortia tended to have fewer partners, pre-existing institutional relationships,[18] and primes with previous USAID experience. Sub-optimally cohesive Concept Notes created management challenges at both Project and Activity levels. At the Project level, understanding and engaging with the complex structure and programming approaches of the Kunci portfolio of investments imposed high transactional and communication costs on USAID, PIs, and GoI stakeholders. At the Activity level, relationship building and development of common reporting and communication systems took significant effort and, in some instances, never coalesced. According to respondents, this was largely due to the BAA partnering mechanism, which many referred to as having created "forced marriages." We present below an example of how the creation of consortia through the BAA process affected PI ability to effectively manage grants.

CASE STUDY

The Impact of BAA Co-Design Process on Activity Management

The EOE grant under Mitra Kunci was initially implemented by a three-member consortium. The prime, a U.S.-based media company, experienced significant challenges adhering to USAID processes as well as inter-organizational challenges with Mitra Kunci and its sub-grantees (a respondent referred to the latter relationship as being characterized by "backbiting and frustration"). The decision to remove this organization necessitated that CCFI become the prime and oversee the other remaining EOE member Dompet Dhuafa, a role it explicitly did not want to play. These two organizations did not know one another prior to the BAA. According to respondents, USAID suggested they work together in the EOE consortium.

Not only did these organizations not discuss compliance, management, or institutional commitment in advance, they held fundamentally different organizational philosophies and practices. At its core, CCFI is a private sector entity whereas Dompet Dhuafa is a religious/philanthropic organization. Because Dompet Dhuafa receives most of its funding from zakat (Islamic almsgiving), it does not manage its funds in same manner as CCFI, which receives a smaller number of large donations from institutional donors. These different organizational funding structures and philosophies translated into fundamentally different business processes: CCFI relied more on formalized processes and reporting structures whereas Dompet Dhuafa was more flexible and informal.

Furthermore, CCFI encountered challenges acting as a prime. In addition to being a first-time USAID grantee it was unable to work on a reimbursement financial system, which led to delays in approval and subsequently implementation. More crucially, CCFI had difficulties managing Dompet Dhuafa and ensuring its adherence to USAID processes and requirements. Respondents cited challenges in documentation of contracts, compliance with reporting requirements, and adherence to the scope of its agreement (i.e., Dompet Dhuafa adapting programming in response to feedback/lessons learned from the field). While Mitra Kunci tried to mediate and provide TA, organizational differences (described by one respondent as "oil and water") proved insurmountable and led to the dissolution of the EOE mechanism.

Implementation

The mechanism by which Kunci consortia formed also had a direct bearing on implementation. Whereas Activity co-creation was made possible through substantial collaboration among PIs, the rigidity of USAID's contracting process undercut this collaborative spirit after award. Respondents spoke about the emergence of U.S.-led consortium hierarchies, which caused Indonesian organizations to recede into secondary roles and limit themselves to the scopes of their contractual agreements. This, in turn, inhibited

---

[18] E.g., linkages between the JAPRI COP, MRUF and PJI; EDC and YCAB; and IYF and IBL.

collaboration and led to a siloing of implementation across and within activities. A different manifestation of the contracting process's influence on Activity collaboration was the homogenization of some programmatic activities. Whereas PIs wanted to adapt programming to specific contexts, beneficiary populations, and institutional realities, flexibility was not always possible within the terms of the Cooperative Agreements. For example, JAPRI was designed to provide entrepreneurship training through Indonesian partners with comparative advantages in different operating environments: PJI in rural communities and MRUF in urban communities. These consortia members proposed different technical approaches for these beneficiary populations. However, according to respondents, USAID required that the prime (IIE) harmonize the approaches to produce a standard curriculum that leveraged comparative advantages from both implementers. This standardization led to a more internally coherent programmatic and reporting approach, but according to PI respondents, undercut the local knowledge and contextually responsive service delivery.

Finally, it is worth highlighting the structural effects of the BAA design process on Mitra Kunci's ability to effectively manage its consortium of Indonesian-led PIs. The BAA process affected Mitra Kunci implementation in three ways. First, the managerial challenges noted above made implementation inefficient and difficult. Second, Mitra Kunci PIs lacked experience implementing USAID programming and, apart from Saujana and PSLD Brawijaya University, delivering WFD and IWD programming. Third, the grants-under-management contractual arrangement limited Mitra Kunci's ability to impose changes (as compared to sub-contractors). The result of these implementation challenges was lost time, inefficient use of resources, and less effective programming.

CONCLUSIONS

Design

The BAA process greatly expanded the number, type, and role of stakeholders engaged in the design of the Kunci project. This engagement, paired with the collaborative design process facilitated by the BAA workshop, led to Concept Notes that better incorporated local knowledge and innovative ideas. However, key workshop design and management decisions substantially contributed to multiple Concept Notes lacking internal cohesion (i.e., exhibiting unclear ToCs and exhibiting poorly integrated technical components). This phenomenon, paired with USAID's inability to mandate changes, resulted in the award of multiple grants with substantial structural problems.

Management

Kunci's complex structure and heterogeneous programming approaches imposed high transactional and communication costs on USAID, PIs, and GoI stakeholders. At the Activity level, relationship building and the development of common reporting and communication systems took significant effort and, in some instances, never coalesced – contributing to the dissolution of two Activities (EOE & *Ayo Inklusif!*). Strongly performing consortia tended to have fewer partners, pre-existing institutional relationships, and primes with previous USAID experience.

Implementation

The award of the Mitra Kunci contract was necessitated by the large number of awarded Concept Notes. However, Mitra Kunci struggled to manage its sub-grantees due to key structural challenges precipitated by the BAA co-creation process, especially sub-optimal coherence of Activities, the lack of sub-grantee experience with USAID processes, and sub-optimal Mitra Kunci and sub-grantee sectoral expertise (WFD and IWD). As a result of these challenges, Mitra Kunci sub-grantees became increasingly siloed, inhibited Mitra Kunci coordination, and led to lost time, inefficient use of resources, and less effective programming. Finally, the awarding of Mitra Kunci after all three U.S.-led Cooperative Agreements were designed

obviated a direct contractual relationship and undercut Mitra Kunci's ability to exert influence and actively coordinate the project.

EVALUATION QUESTION 2

"How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?"

FINDINGS

Coordination and collaboration are central to USAID's programming approach, particularly after the introduction of the Collaborating, Learning, and Adapting (CLA) process. USAID, however, does not have formal definitions of either concept. Automated Directives System (ADS) 201 simply refers to the benefits of collaboration, stating that it "helps break down sectoral and institutional stovepipes; validates USAID programs against experience and local/contextual knowledge; and enhances the ability of partner country governments, organizations, commercial actors, and individuals to define and pursue their development agendas while informing USAID's work."[19] In fact, a recent systematic review of management literature[20] found a generalized lack of clarity on either concept. For the purposes of this report, we define *coordination* as "the process of organizing two or more entities to work together" and *collaboration* as a "phenomenon of two or more entities working together to achieve joint objectives." The former revolves around communication flows whereas the latter is more focused on cooperative output.

To answer this evaluation question, we present study findings on the effectiveness of coordination and collaboration by stakeholder type. We begin by describing inter-Activity interactions, elaborate Mitra Kunci's central role, and conclude by exploring the relationships between Kunci Activities and three types of external stakeholders: institutional partners, GoI, and the private sector.

Kunci Activities

As with any Project the size and complexity of Kunci, there were numerous examples of coordination and collaboration challenges (see case study below). However, document review and PI interviews provided multiple, substantive examples of inter-Activity collaboration:

- Activities shared contacts (e.g., RWAP opened opportunities for work with local banks).

- RWAP asked JAPRI to support the development of an entrepreneurship skills curriculum for HEI beneficiaries. The training was ultimately run with JAPRI's models and facilitators.

- RWAP and YEP developed plans to collaborate on a private sector partnership program. However, the outbreak of the COVID-19 pandemic prevented these plans from being realized.

- YEP asked JAPRI to collaborate on the development of an entrepreneurship module in Central Java. JAPRI facilitators taught in YEP courses, shared materials, and provided a training-of-trainers (ToTs).

- SINERGI helped facilitate access to training centers.

These efforts contributed to achievement of Kunci goals but were not done at scale or systematically. Synthesizing across the portfolio, Activity collaboration seemed to have worked best in instances where projects were clearly incentivized to cooperate, whereas more robust collaboration was inhibited by sharing

---

[19] See USAID (2020) https://www.usaid.gov/sites/default/files/documents/1870/201.pdf (pg. 131).
[20] https://journals.sagepub.com/doi/full/10.1177/0149206320901565

beneficiary counts, inability of USAID to dictate how PIs operate, geographic dispersion, redundancy, and competition. The last two factors are critical and are elaborated below:

- **Redundancy:** While every Kunci Activity had a distinct approach for improving IWD, the similarity of objectives, technical approaches, target populations, and geographies created confusion among implementers and Kunci stakeholders. For example, YEP, RWAP, and SINERGI all provided soft skills training, while Mitra Kunci and JAPRI both engaged in entrepreneurship training at the tertiary level. The fact that these PIs were using different models and serving different populations was not well understood by Kunci stakeholders. According to respondents, USAID identified programmatic redundancies early in implementation and asked certain PIs to redirect programming to other institutions. However, these changes were complicated by PI investments in relationship building and the limited time to prove efficacy in the proof-of-concept phase. Following the Kunci re-focusing, programmatic redundancies became more acute as PIs modified their technical approaches (e.g., Mitra Kunci expanded programming into HEIs, SINERGI began working directly with BLKs, in some instances supporting the same institutions as RWAP). This created inefficiencies and confusion among partner institutions, GOI partners, beneficiaries, and businesses.

- **Competition:** From driving innovation to increasing efficiency, competition is a phenomenon with many positive outcomes. However, in the context of fixed budgets and a Project-level objective to promote a joint set of development outcomes, excessive competition can be counterproductive. The programmatic redundancies and disincentives to collaboration noted above fostered a competitive environment among the PIs from the outset. However, the Kunci re-focusing, where targets were increased alongside a reduction of budgets, significantly galvanized competition. According to respondents, this was primarily driven by Mitra Kunci's expansion into direct implementation and SINERGI's redirection from policy support to training provision (for more detail see EQ4). These programmatic changes drove competition in three primary ways. First, multiple PI respondents reported that Mitra Kunci "took our ideas away" and "duplicated or copied" technical approaches. Second, Mitra Kunci's direct link to the Ministry of Education and Culture (MoEC) and its large budget allowed it to collaboratively design the KKN intervention with ministerial counterparts, strengthening the relationship and crowding out other PIs. Lastly, the expansion of SINERGI into RWAP districts caused direct inter-Activity competition. These incidents led to worsening relations between Mitra Kunci and U.S.-led PIs and contributed to GoI's perception that the Project lacked programmatic cohesion. One GoI respondent stated "I feel there is clearly a breakdown in the program" while another said "What is the link between all these programs? It seems like it's running in silos."

It is difficult to assess the net effect of these competitive pressures. On one hand, the adoption of technical approaches across the Kunci portfolio likely improved efficiency and the effectiveness of programming. On the other hand, the competition bred further distrust and resentment among PIs, perpetuating siloing and lack of collaboration.

Collaboration Challenges Among Kunci Project Implementers

The YEP activity was predicated on the ability of an integrated life and financial skills curriculum to promote employment outcomes. However, according to one PI respondent, the consortium had significant problems blending curricula from its consortium partners. First, the organizations could not come to a mutual resolution on how to sequence and cross-reference the two models. In the words of this respondent, the result of these efforts was that there was "almost no cross-over" and "skills didn't build on one another." Second, the organizations disagreed about how the curriculum was to be delivered. This same respondent spoke about differences of institutional opinions about pedagogical approaches, stating that the final curriculum oscillated from experiential to didactic approaches. Lastly, the organizations disagreed on measurement of skills acquisition and changes in beneficiary behaviors. While each of these assertions was strongly rebutted by another consortium member, this lack of collaboration led to one PI repackaging existing materials into YEP without intensive contextualization and being sidelined from further programming (e.g., they learned about Activity updates primarily from Quarterly Reports).

Mitra Kunci

Mitra Kunci was contracted to perform three key functions: act as a grants-under-contract manager for Indonesian-led PIs, provide technical assistance to sub-grantees and U.S.-led PIs, and coordinate the Kunci portfolio. We present findings for each below.

Working with Sub-Grantees

Mitra Kunci's management of the portfolio of Indonesian-led PIs included provision of capacity building and TA, oversight of operations, the development of a beneficiary monitoring system, and the development of scalability/sustainability plans.

- **Coordination**: Mitra Kunci successfully organized communication and reporting systems (e.g., performance monitoring data). It struggled, however, with overseeing PI scalability/sustainability plans due to technical capacity limitations. USAID chose to remove this component from Mitra Kunci's scope, and transitioned the development, management, and assessment of these plans to a separate USAID/Indonesia mechanism called the Monitoring and Evaluation Support Project (MESP).

- **Collaboration**: Respondents gave positive feedback on Mitra Kunci's provision of capacity building and TA, particularly regarding the implementation of USAID programming (procurement, financial administration, and Positive Youth Development [PYD]). However, one Mitra Kunci PI noted that technical directives were inconsistent, and that conflicting guidance would sometimes be given by different members of the Mitra Kunci team. While Mitra Kunci worked effectively with SINERGI during the proof-of-concept and scaling phases, it struggled to support EOE (see EQ1) and *Ayo Inklusif!* through their managerial challenges. In the words of a respondent, the latter "had technical merit but glitches in how JPIP led the consortium." Following the dissolution of *Ayo Inklusif!*, one of the consortium members was awarded a Mitra Kunci grant to implement the PROGRESIF activity in October 2019.

In general, respondents felt that Mitra Kunci did not provide sufficient support and lacked leadership to work effectively with sub-grantees. While Mitra Kunci's difficulties concerning coordination and collaboration with sub-grantees were influenced by pre-award structural and Activity design issues (see EQ1), its ability to effectively lead sub-grantees was also substantially influenced by staff turnover. This occurred at all levels of the hierarchy and was most disruptive at the senior levels: at the time of writing,

the project was on its third Chief of Party (COP). Compounding the challenges from staff turnover, respondents cited that the handover/transition process was not always effective.

Working with U.S.-led Activities

Mitra Kunci was originally envisioned to play a significant, Project-level coordinating role expressed through a set of key responsibilities. We describe the intended and actual states of primary tasks below:

- **Coordinating meetings:** Mitra Kunci established standing monthly meetings for leadership of all Kunci PIs to ensure mutual understanding of key programmatic activities and to serve as an informational exchange. While these meetings did keep lines of communication open between stakeholders, PI respondents cited being disappointed in the transactional and administrative nature of the meetings, wanting substantially more technical engagement on IWD issues. Following the re-focusing of the Kunci Project in late 2018, this function was transferred to USAID. Agency respondents said that this was an appropriate decision and an inherently governmental function.

- **Aggregation and reporting on common indicators**: USAID's desire for Mitra Kunci to act as a performance monitoring clearinghouse proved untenable due to the lack of contractual relationships between Mitra Kunci and the three U.S.-led PIs (see EQ1). PI respondents reported reticence to share M&E plans or data with Mitra Kunci, particularly after the re-focusing, citing concerns that Mitra Kunci would not "represent them well." Specifically, they were worried that aggregation would result in changes to beneficiary counts due to the heterogeneity in indicator definition and counting methods. This function was removed from Mitra Kunci's scope following a contract modification in April 2018.

- **Coordination with GoI stakeholders**: Mitra Kunci was designated as the Kunci point of contact for the MoEC (formerly Ministry of Higher Education, Research, and Technology) and provincial governments of Central, East, and West Java. Mitra Kunci supported Kunci PI access to government stakeholders, but this facilitating role atrophied over time, particularly following the re-focusing (see Competition section above). Mitra Kunci did successfully aggregate and report Kunci activities to provisional governments through quarterly reports.

Mitra Kunci had two contractual tasks designated for collaboration. Task III was to "assist the PIs, GDA (Global Development Alliance) partners, and other stakeholders, including GoI, in implementation of their activities through the provision of an omnibus of TA for needs identified by the PIs or by USAID" while Task IV required Mitra Kunci to "work to enhance collaboration and relationships between PIs and their stakeholders to strengthen WFD collaboration, and promote relevant policies to support P&V access and systems approaches."[21]

- Task III – TA: Respondents spoke about Mitra Kunci's provision of trainings early in the life of contract, most notably a workshop on PYD that was integrated into PI programming. However, PI respondents reported a lack of Mitra Kunci support for a wide range of requested TA. Given its budget, staff size, and stated objectives, U.S.-led PIs expected Mitra Kunci to provide much more substantive support than it did. An example of this was a request to Mitra Kunci to conduct a labor market assessment that would have benefited multiple PIs. The requesting PI was told that it was not possible without an explicit reason.

- Task IV – Collaboration: Mitra Kunci was not able to effectively collaborate across the Kunci project, primarily due to the lack of an incentive structure for U.S.-led PIs to invest in collaborative measures. Coordination/collaboration requires significant resources and is seldom tied to any measurable result. Successful coordination most often manifests in the absence of conflict, redundancy, confusion, or

---

[21] USAID Section A – Request for Task Order Proposal (RFTOP) (2016).

other managerial challenge. Initially, coordination was inhibited by the lack of contractual activities or deliverables related to coordination, the lack of a contractual relationships between Mitra Kunci and U.S.-led PIs, the growing mistrust between U.S.-led PIs and Mitra Kunci, and the turnover at Mitra Kunci. However, the Kunci re-focusing exacerbated this challenge. In a context where PIs were being asked to deliver stronger results with less funding, the opportunity costs to investing in coordinating activities became even more prohibitive.

Sectoral Stakeholders

Government of Indonesia

USAID conducted early engagement with the GoI during the BAA process, inviting several relevant counterparts to the workshop. However, USAID did not know *ex-ante* the best GoI partners for the Kunci project. In addition, participation on the part of GoI stakeholders was insufficient for effective engagement. For example, the Ministry of Manpower (MoM), a key player in the Indonesian WFD sector, sent relatively junior staff to the workshop and did not have consistent participation across the three-day event. This constrained MoM's understanding of and ability to influence the process. This lack of engagement from MoM was evidenced by its confusion of Kunci with a U.S. Department of State program run out of the Embassy's Economic Growth Division. While MoM would have been the optimal counterpart for the Kunci project, a bilateral agreement between USAID/Indonesia and GoI designated the Ministry of Higher Education, Research, and Technology (MoHERT)[22] as the counterpart to the Education Office (under which the Kunci project was implemented). According to USAID respondents, in order for USAID to work with MoM, MoHERT would have had to sign on as a sub-counterpart. Inter-organizational conflicts between the two ministries and MoHERT's reticence to be seen as a subservient partner made the Kunci-MoM agreement impossible. In response, USAID entered negotiations with MoHERT to support the Kunci project. These negotiations took 1.5 years and culminated with an agreement between MoHERT and Mitra Kunci as the project coordinating entity. This MoHERT/Mitra Kunci relationship was reported as being strong by respondents on both sides and culminated in the joint development of the KKN intervention with the direct involvement of the Director of Higher Education.

This prolonged GoI partnering process had two critical implications. First and most directly, the 1.5-year gap led to implementation delays. Many local government counterparts require ministerial sponsorship to support foreign assistance. While some Kunci PIs found ways of bypassing these requirements, the ability of the project to move quickly was constrained. Second, the partnership with MoHERT required a programmatic re-focusing toward the formal education system. Acting as a government counterpart imposes transactional (and possibly reputational) costs on Ministerial partners. To make this investment worthwhile for a Ministry, it must perceive the partnership as being beneficial. In the case of Kunci, most programmatic activities were designed to occur at the TVET level (which fall under the jurisdiction of MoM). In the words of one respondent, the imperative to gain the support of MoHERT required that Kunci PIs "retrofit" programming to work with HEIs. As we discuss in EQ4, this decision had substantial effects on Kunci's targeting and impact.

Beyond Mitra Kunci, MoHERT (henceforth referred to as MoEC[23]) reported a positive working relationship with YEP. According to a senior ministry respondent, the primary reason MoEC did not collaborate more closely with JAPRI was due to its lack of physical proximity, "since the team is not in

---

[22] During this time, Ministry of Education and Culture (MoEC) focused on primary and secondary education in Indonesia, while higher education institutions were overseen by the Ministry of Higher Education, Research, and Technology (MoHERT).

[23] In late 2019, under the second term of President Joko Widodo, higher education affairs were transferred to the MoEC and MoHERT was renamed the Ministry of Research and Technology.

Jakarta, it was difficult for me, because we would have to meet. They don't come to Jakarta, and so I feel that I'm less involved with them." Similarly, MoEC reported not collaborating with RWAP, stating that "I'm not sure if they have a link with higher education."

Mitra Kunci was also able to build a strong relationship with the Secretary of BAPPEDA[24] in Central Java Province. This individual acted as the head of the POKSI, a SINERGI-initiated WFD coordinating body, and reported working "intensively" with the Mitra Kunci project. By comparison, this respondent cited coordinating with other PIs solely through BAPPEDA filling data requests. This POKSI engagement included other GoI stakeholders, such as the Office of Trade and Industry, the Manpower Office, the Office of Social Affairs, and the Office of Youth and Sports. The first two were involved in "intense" collaboration predicated on donation of training venues and trainers, while the latter two provided youth-level data. Stakeholders reported strong coordination and cited SINERGI's ability to work well with the Governor (who attended a SINERGI job fair), the Vice Governor, two heads of the Manpower Office, and the BAPPEDA Chairperson, through whom SINERGI incorporated IWD concepts into the Central Java Regional Government Action Plan (RKPD).

The East Java Provincial Government BAPPEDA collaborated with JAPRI to strengthen its Anti-Poverty Program (APP). BAPPEDA acted as a mediator between JAPRI and district governments, promoting partnerships by sending letters of information to 17 out of 38 district municipalities. Four districts initially responded with interest, but one (Probolingo) dropped out in response to co-financing requirements. Of the remaining districts, Blitar was able to advance the most programming, while Pacitan and Jombang were in more nascent stages. BAPPEDA was an instrumental enabling factor in JAPRI's successful extension work in Blitar province (see EQ3). The Blitar district government entered into a MoU and Cooperation Agreements[25] with USAID. One district government representative praised the arrangement in the following quote:

> *"The USAID JAPRI program has been a blessing for us…. (it) has reformed the existing trainings that we have been carrying out…."*

After joint implementation of the program in 2018, the two parties engaged in follow-up activities, including a follow-on program in 2020 called JAPRI WGDP, PJI (JAPRI sub-grantee) TA regarding development of financial literacy training modules for elementary school aged-students, and collaboration to promote sustainability of JAPRI programming (which was halted in 2020 due to the COVID-19 pandemic).

Mitra Kunci acted as the formal coordinator between Kunci and the Central, East, and West Java provincial governments, sending aggregated Kunci reports every six months, communicating "every two or three months," and inviting government participation in programming. Whereas respondents from Central and East Java reported a strong collaborative relationship, respondents from the West Java reported losing communication with Mitra Kunci at the end of 2019, when without explanation "we stopped getting invitations to the events."

Ultimately, GoI engagement with Kunci PIs was predicated on incentives. Stakeholders engaged with PIs that most directly supported their institutional objectives and fell within their legally defined mandates. In the words of one respondent, "I only chose the programs that supported my work. I chose the ones with the best coordination that matched my work." While GoI respondents were generally happy with their collaboration with Kunci PIs, respondents across national, provincial, and district levels spoke about poor

---

[24] Regional Development Planning Agency.
[25] Perjanjian Kerjasama (PKS).

collaboration in the program design. Specifically, GoI respondents felt they were not sufficiently informed of or involved in the design of Kunci Activities. "We need proper planning because… we face problems because of budgeting. When [a PI] has an intention to establish a cooperation with us, they should let us know in advance so [we] can advocate budgets in advance."

Institutional Partners (TVET Institutions and HEIs)

While all Kunci Activities had different models for institutional partner engagement[26] and worked with different organizations, interviews with respondents on both sides evidenced strong overall coordination and collaboration. All TVET respondents universally reported close working relations and deep involvement with PIs, using terms like "excellent" and "very good." This held across PIs (RWAP, SINERGI, and *Ayo Inklusif!*) as well as TVET types (BLK, *Lembaga Pelatihan Kerja* [LPK], and BIMTEK). Similarly, respondents from HEIs reported strong working relations with JAPRI, YEP, and RWAP. This was most strongly expressed from a respondent who noted the following:

> *"During the two years of collaboration and communication between our university and YEP, it no longer feels like communication between two different organizations, given our intensive interaction."*

University respondents noted only two complaints. First, an HEI wanted the rector, rather than JAPRI staff, to distribute ToT certifications to better promote and acknowledge the program. Second, respondents spoke of bureaucratic delays that impeded implementation (e.g., the transition to JAPRI remote mentoring after the outbreak of the COVID-19 pandemic was inhibited by privacy concerns and IT/Zoom issues).

Kunci partnerships with HEIs were predicated on the provision and/or strengthening of entrepreneurship training. Most often this partnership was structured between the PI and a school within the HEI. While this model makes organizational sense, it does not fully leverage HEI assets in support of programmatic goals. The evaluation team found that almost all HEIs have business incubator centers. In some cases, it might make sense to partner directly with these entities. In cases where support is integrated into HEI curricula, and a school partnership is necessary, these incubators could be more explicitly integrated with programming to provide complementary resources to students.

Kunci PIs supported partners through a wide range of TA elaborated under EQ3. Here it is important to note that in many instances this TA supported broader institutional capacity as well. Not only did this type of assistance build relationships and promote the achievement of Kunci targets, but it also strengthened the broader national WFD infrastructure.

Private Sector

USAID invested in private sector engagement from the beginning of the BAA process, conducting multiple outreach activities with the support of the Private Sector Engagement (PSE) team. According to USAID respondents, the Mission met with numerous business associations (AmCham, Kadin, *Asosiasi Pengusaha Indonesia* [APINDO],[27] Rotary, US-ASEAN Business Council, USINDO) as well as Indonesian and international enterprises. This outreach led to the direct participation of private sector counterparts in the BAA workshop and eventually to some becoming PIs. This private sector linkage continued after the

---

[26] Many partnerships were documented in memorandums of understanding (MOUs), useful mechanism for preventing misunderstanding as well as promoting reputations of local institutions as formal USAID partners. While not all partner institutions were willing to sign MOUs, these agreements were more common in instances of explicit cost sharing.
[27] Indonesian Employers Association

award of Kunci activities and included several successful PI strategies to leverage private sector interests in support of Kunci goals:

- Mitra Kunci generated private sector interest by providing support to meeting a national employment law[28] requiring employers to ensure one percent of its workforce has a disability. Mitra Kunci's Gender and Social Inclusion (GESI) approach was adopted by hundreds of companies and institutions.

- JAPRI worked with business associations, with members providing facilitators, business coaches, and/or mentors. This benefits businesses by expanding economic growth in communities.

- RWAP and SINERGI linked training providers, businesses, and governments. This promoted harmonization of labor supply/demand.

Private sector engagement did not, however, extend to Kunci co-financing goals. Whereas the Mission wanted PIs to leverage private sector funding for the scaling phase, most Activities were not able to meet these objectives (for more details, see EQ3).

CONCLUSIONS

Kunci Activities

The evaluation team found numerous, substantive examples of inter-Activity collaboration among all three U.S.-led consortia. These included sharing of resources as well as joint development and delivery of WFD activities. These efforts contributed to Kunci goals but were not done at scale or systematically, with primary inhibiting factors including sharing of beneficiary recognition, geographic dispersion, programmatic redundancy, and competition. While redundancy and competitive pressures originated from programmatic overlap due to the BAA design process, both phenomena became substantially more acute following the Kunci re-focusing, when Mitra Kunci expanded into direct programming.

Mitra Kunci

Mitra Kunci performed a range of co-ordinational tasks with its consortium of sub-grantees as well as across the Kunci project. However, it struggled to play an effective collaborative role with respect to both stakeholder groups. While some of this was due to the structural challenges outlined in EQ1, substantial senior-level turnover at Mitra Kunci and growing mistrust between Mitra Kunci and U.S.-led PIs after the re-focusing further undermined effective collaboration. Examples of collaborative shortcomings included the development and oversight of sub-grantee scalability/sustainability plans, the meeting of technical and collaborative expectations of U.S.-led PIs, and the provision of substantive TA to U.S.-led PIs.

Government of Indonesia

The inability to engage with MoM as a ministerial sponsor and the prolonged process to sign an agreement with MoEC fundamentally affected the Kunci project. Beyond implementation delays, programming was "retrofitted" with multiple PIs expanding trainings into tertiary education institutions. GoI collaboration worked best at the Activity level, with GoI respondents reporting a lack of programmatic cohesion and siloing at the Project level.

Mitra Kunci was able to develop a strong and collaborative relationship with MoEC and successfully coordinated with Central and East Java Provincial governments (the relationship with West Java was more tenuous). However, U.S.-led PIs reported a belief that Mitra Kunci increasingly pursued its own interests rather than advocate on behalf of other Kunci PIs following the re-focusing. This led U.S.-led PIs to expand their collaboration with District Offices. Kunci PIs were able to build a strong relationship with BAPPEDA

---

[28] Law Number 8, Article 53.

(SINERGI in Central Java and JAPRI in East Java), culminating with BAPPEDA collaborative programming that extended the reach and impact of Kunci activities (see EQ3).

The most effective GoI collaboration was predicated on substantive engagement in program design (e.g., KKN), strong alignment with institutional objectives and legal mandates, and harmonization with budgeting and planning cycles.

Institutional Partners (TVETs and HEIs)

TVET and HEI respondents reported strong coordination and collaboration across the full Kunci project. Factors that were most frequently noted were good communication practices and deep technical engagement. Kunci PIs supported partners through a wide range of TA, with broader institutional capacity building to promote the achievement of Kunci targets as well as strengthening of the broader national WFD infrastructure.

Private Sector

Kunci PIs successfully leveraged leverage private sector interests in support of Kunci goals, with strategies that included building linkages between employers, training providers, governments, and youth; using company resources to improve training provider assets and curricula; fostering internship and job opportunities; and adopting GESI programming in company policies and practices. Private sector engagement did not, however, extend to Kunci co-financing goals. Whereas the Mission wanted PIs to leverage private sector funding for the scaling phase, most Activities were not able to meet this objective.

EVALUATION QUESTION 3

How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of the project and beyond?

FINDINGS

The Kunci project was designed to be implemented through a two-phase process. The first 15-18 months of each Activity were a proof-of-concept, during which the PI would be expected to demonstrate performance against a set of benchmarks. Pending successful completion, Activities would move into a scaling phase. We assess the effectiveness of both phases to answer this evaluation question.

Proof of Concept

USAID and PIs respondents evidenced strong conceptual support for the piloting phase. The existence of an explicit contractual period against which future funding would be predicated created two positive outcomes. Most directly, PIs were under immediate pressure to perform, underpinned by a strong financial incentive. Second, USAID respondents cited the existence of a discrete scaling decision point to be a useful way of assessing Activity performance (*e.g.,* more so than a mid-term performance evaluation). The proof-of-concept phase did allow for some experimentation, most notably RWAP's discovery that the proposed Learning and Innovation Network (LIN) would not work in Central Java and its adaptation to support MoM-initiated networks within target districts, and YEP learning the value of providing financial literacy training to autistic youth.

We compiled performance monitoring data from the four Kunci Activities, from inception through Q3 2020 (April-June) and report results across four key performance indicators: Access, Graduation, Skills, and Employment (Table 6).

Table 6: Key Performance Indicators

INDICATOR	DEFINITION
Access	Number of youths accessing services[29]
Graduation	Number of individuals who complete USG-assisted workforce development programs (EG.6-3)
Skills	Number of individuals with improved skills following completion of USG-assisted workforce development programs (EG.6-2)
Employment	Number of individuals with new or better employment of USG assisted workforce development programs (EG.6-1)

As demonstrated in Table 7 through Table 10, Kunci Activities substantially outperformed all four performance targets during the proof-of-concept phase. Relative to targets, the Project graduated 2.5 times more youth (7,459 vs 2,999), improved skills among 2.3 times more youth (5,355 vs 2,293), and improved employment outcomes for 2.1 times more youth (1,622 vs 759).[30] Performance was strong across the project, with all PIs exceeding all outcome targets with the sole exception of SINERGI's performance on graduation (82 percent).

To assess the success of scaling strategies, we compare performance during the proof-of-concept phase against the first 18-months of each Activity's full implementation period. Across all four indicators, Activities substantially increased their achievement, particularly regarding higher-level outcomes. Relative to the proof-of-concept phase, the Project served 2.3 times more youth (66,037 vs 28,730), graduated 7 times more youth (52,705 vs 7,459), improved skills among 7.9 times more youth (42,249 vs 5,355), and improved employment outcomes for 10.2 times more youth (16,604 vs 1,622).

Table 7: Progress Against Indicator Targets: Access

Activity	Proof-of-Concept Target	Proof-of-Concept Actuals	Revised LOP[31] Target	Full Implementation Actuals (First 18 Months)	% Difference Actuals (PoC-Imp)
Total	**2,000**	**28,730**	**136,810**	**66,037**	**130%**
Mitra Kunci	0	5,536	78,735	16,694	202%
SINERGI	2,000	7,424	16,000	12,532	69%
PROGRESIF	-	-	265	146	100%*
Ayo Inklusif!	0	3,185	-	-	-
EOE	0	1,002	-	-	-
YEP	-	0	-	0	0%
JAPRI	-	592	3,610	13,392	2162%
RWAP	-	10,991	38,200	23,273	112%

---

[29] This was not a common indicator across the four Activities. YEP did not capture this metric and the other three Activities each had different definitions.

[30] We do not report performance against the Access indicator for the proof-of-concept phase because only the SINERGI activity had a performance target.

[31] Life-of-Project

Table 8: Progress Against Indicator Targets: Graduation

Activity	Proof-of-Concept Target	Proof-of-Concept Actuals	Revised LOP Target	Full Implementation Actuals (First 18 Months)	% Difference Actuals (PoC-Imp)
Total	**2,999**	**7,459**	**79,967**	**52,705**	**607%**
Mitra Kunci	0	0	37,850	16,734	100%*
SINERGI	516	423	2,000	774	83%
PROGRESIF	-	-	150	79	100%*
Ayo Inklusif!	0	49	-	-	-
EOE	0	257	-	-	-
YEP	763	1,788	15,000	7,218	304%
JAPRI	1,060	2,936	8,000	11,225	282%
RWAP	660	2,006	16,967	16,675	731%

Table 9: Progress Against Indicator Targets: Skills

Activity	Proof-Of-Concept Target	Proof-Of-Concept Actuals	Revised LOP Target	Full Implementation Actuals (First 18 Months)	% Difference Actuals (PoC-Imp)
Total	**2,293**	**4,954**	**68,110**	**42,249**	**689%**
Mitra Kunci	0	0	34,016	15,502	100%*
SINERGI	300	416	2,000	663	59%
PROGRESIF	-	-	120	74	100%*
Ayo Inklusif!	0	49	-	-	-
EOE	0	197	-	-	-
YEP	650	1,569	12,000	6,296	301%
JAPRI	848	2,250	6,400	9,830	337%
RWAP	495	874	13,574	9,884	1031%

Table 10: Progress Against Indicator Targets: Employment

Activity	Proof-of-Concept Target	Proof-of-Concept Actuals	Revised LOP Target	Full Implementation Actuals (First 18 Months)	% Difference Actuals (PoC-Imp)
Total	**759**	**1,622**	**29,287**	**16,604**	**924%**
Mitra Kunci	0	0	9,340	0	0%
SINERGI	60	69	1,600	1,302	1787%
PROGRESIF	-	-	60	24	100%*
Ayo Inklusif!	0	14	-	-	-
EOE	0	56	-	-	-
YEP	328	616	7,500	4,361	608%
JAPRI	0	0	4,000	3,948	100%*
RWAP	371	867	6,787	6,969	704%

Scalability Assessment

The proof-of-concept phase culminated in an assessment that judged each Activity's potential for scaling. Many Kunci Activities were not well designed for this purpose, with respondents citing three primary reasons.

- The Concept Note development and approval process did not explicitly prioritize scalability. This led to some designs that were poorly suited for scaling (e.g., EOE experienced challenges proposing a strategy to bring its library intervention to provincial and/or national levels).

- Performance metrics governing scalability assessments were not made clear to PIs. This played out at two levels. According to respondents, many PIs (especially Mitra Kunci sub-grantees) did not understand USAID's definition of scaling. Whereas USAID expected co-financing to feature prominently in the scaling processes, some grantees expected the next programmatic phase to be funded entirely by USAID. As a result, these PIs did not pursue co-financing strategies. Secondly, Monitoring Evaluation and Support Project (MESP) did not share its scalability assessment metrics with PIs in advance.[32] Respondents reported that it was counterproductive and unfair to hold them to opaque standards.

- Lastly, and directly related to these performance metrics, some PI M&E systems were insufficient to generate data to rigorously prove the Activity concept. For example, *Ayo Inklusif*! relied on awareness raising to affect training/hiring of disabled youth but its M&E system did not measure changes in awareness. After $600,000 was invested, only 13 youth received new/better employment and the Activity was shut down.

Following scalability assessments, all three U.S.-led PIs and the Mitra Kunci sub-grantee SINERGI were approved for full implementation. Two Mitra Kunci sub-grantees, EOE and *Ayo Inklusif!,* were cut due to concerns with the scaling potential of their models. When asked to propose alternate models, these revised approaches were also deemed not viable.
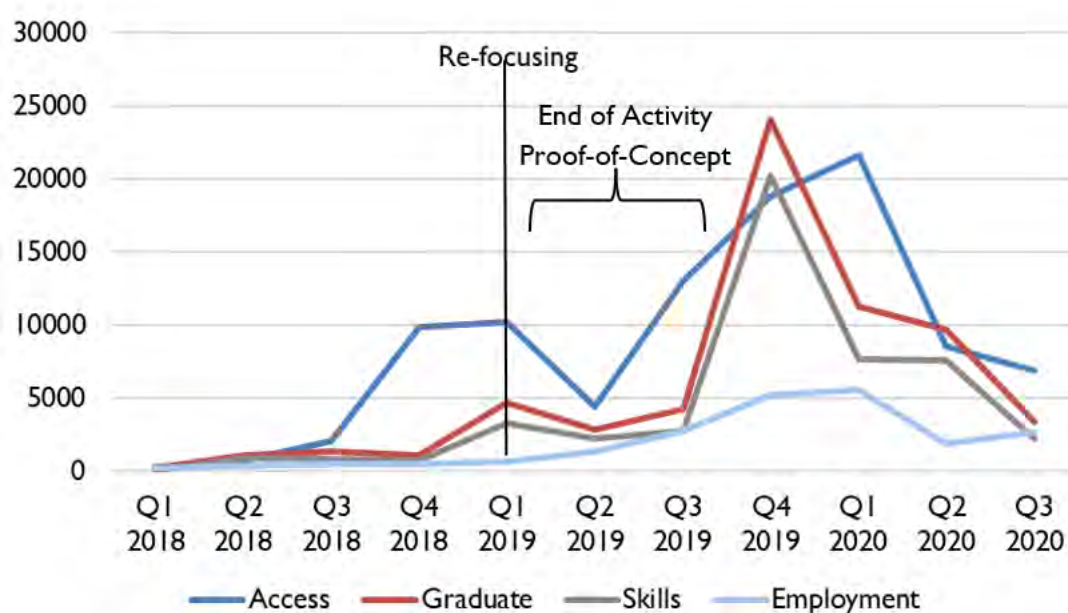
Scaling

When plotting out performance monitoring data (see Figure 1), we see slow growth across all four indicators for the first three quarters of 2018, at which point the number of youths accessing services greatly increases. Higher-level outcomes do not begin increasing in any meaningful way until the fifth quarter (Q1 2019) while employment does not begin to increase until the sixth quarter (Q2 2020). After this point, we see continued growth across the set of indicators until the COVID-19 pandemic affected the ability of Kunci to conduct field operations. The general trend, where (i) Activities take time to affect changes, and (ii) upstream indicators begin moving before higher-level outcomes, is consistent with experience and expectations. However, it is also indicative that the growth in performance is closely correlated with the end of the proof-of-concept period, which occurred between Q1 2019 to Q3 2019 depending on the Activity.[33] From this analysis, it is clear the project scaling strategy successfully increased achievement of these performance indicators. For individual figures mapping performance at the indicator level and Activity level, see Annex II and Annex III.

---

[32] Respondents cited that the use of MESP to design, support, and assess scalability assessments presented a possible conflict of interest and that it would have been better to separate out the two functions to ensure impartiality of the assessment.

[33] RWAP and YEP both entered the full implementation phase at the beginning of Q1 2019, while JAPRI entered in the middle of Q1 2019. Having been awarded later, SINERGI did not enter the full implementation phase until the end of Q2 2019. Although not originally envisioned, Mitra Kunci began direct implementation in Q3 2019.

Figure 1: Kunci Performance on Key Indicators

In discussing Kunci scaling, it is important to note two important phenomena. First, beginning in Q2 2018, exogenous factors at the Mission resulted in a significant reduction of Kunci budgets. Mitra Kunci's budget dropped from $22.8 million to $15 million (a 34 percent decrease), YEP's budget fell from $6,087,970 to $3,571,207 (a 41 percent decrease), and JAPRI's from $6,444,345 to $3,440,561 (a 47 percent decrease). Second, following a USAID portfolio review in Q1 2019 during which Kunci's underperformance against performance indicators became widely recognized, the Mission imposed a programmatic re-focusing. This process introduced Foreign Assistance indicators EG.6-1 through EG.6-3 as the primary performance metrics and substantially increased performance targets for each Activity. These countervailing forces, the first inhibiting and the second accelerating scaling, led to substantial programmatic changes that are documented in EQ4.

For the purposes of answering this evaluation question, it is important to note that budget cuts did affect geographic scaling. However, PIs substantially increased the number of institutions they worked with and beneficiaries they supported through horizontal scaling. We present examples of both below:

- RWAP doubled the number of training centers (from five to 10) following scaling. However, the Activity also identified a way to substantially increase its beneficiary pool (from 8,000 to 16,000) through expansion of programming into HEIs. This latter proposal was approved by USAID and funded for an additional $200,000.

- JAPRI moved from direct provision of training to youth beneficiaries to an institutional strengthening model, where they provided ToTs (and coaches in JAPRI's case) to HEIs, local governments, businesses, and communities in rural areas. This shift in programming greatly expanded the ability of these Activities to reach youth beneficiaries.

- SINERGI moved from a policy-oriented model predicated on strengthening coordination between key TVET stakeholders (government, business, youth, TVET institutions) into training provision. As with JAPRI and YEP, the Activity began providing institutional support.

- Mitra Kunci, which had previously primarily played the role of grant manager and portfolio coordinator, engaged with MoEC to jointly create the KKN HEI intervention. As of March 2020, this entrepreneurship training was rolled out to four HEIs with 4,800 students.[34]

This scaling, which was the product of complex interrelationships between *ex-ante* strategies, budget cuts, and the re-focusing, substantially increased the reach of the Kunci project.

Sustainability

Deep PI engagement with GoI and institutional partners promoted sustainability and the possibility of further growth. Particularly in the scaling phase, most elements of the Kunci model exhibited some degree of sustainability. Interventions aimed at organizational strengthening (e.g., ToTs) and the creation or improvement of curricula can be expected to persist after Kunci closeout. On the latter point, however, it is important to note that strengthening existing curricula (e.g., entrepreneurship courses in tertiary education) is much more likely to have a sustained effect than the creation of new curricula (e.g., financial/life skills) due to existing institutional and budgetary frameworks. We present below elements of Activities with reasonably high sustainability potential. In interpreting these findings, however, it is necessary to keep in mind the unpredictable effects of the COVID-19 pandemic on WFD infrastructure and financing, as well as the labor supply and demand curves in Indonesia's national and regional economies.

- **RWAP**: TVET providers independently requested RWAP's Quality Assurance Framework tool, suggesting demand and a reasonably high likelihood of persistence. Regarding further scaling, GoI has extended RWAP good practices. Four Manpower District Offices (Kota Semarang, Kota Surakarta, Kabupaten Demak, and Kabupaten Kendal) trained 120 private training centers in total on soft skills. Additionally, the two latter districts trained 40 private training centers on technical skills (garment industry standards). Both training types used modules developed by RWAP.

- **SINERGI**: In its original proof-of-concept formulation, this Activity developed a mechanism to promote sustainability through the Central Java provincial government's Annual Development Plan for 2020-2021. The POKSI chair was the Secretary of BAPPEDA, who prioritized SINERGI's work and incorporated support into its budgeting.

- **JAPRI**: Programming will be sustained through integration into HEI curricula. Furthermore, there is evidence of further scaling. The Provincial BAPPEDA invited district BAPPEDAs to attend a JAPRI-facilitated presentation of its programmatic approach leading to four projects being implemented with JAPRI TA. According to respondents, these projects are "50 percent of the JAPRI approach."

- **YEP**: The financial literacy curriculum has not been fully integrated in HEIs because the content is not part of a standing curriculum. There is evidence of several lecturers adapting one to two portions into their personal curriculum but there is no formalization of this process. Similarly, an institutional respondent from Politeknik Sukabumi expressed a desire to develop YEP financial literacy skills into soft skills integration, but this has not yet been formalized. Regarding future growth, two private sector partners took the YEP program into their own training centers. Furthermore, YEP was in discussion with professional certification institute (under a national certification agency) to assess soft skills training programs in hopes of developing assessment and certification guidelines.

---

[34] Mitra Kunci Q2 2020 Quarterly Report.

Proof of Concept

The proof-of-concept phase created a discrete and transparent decision point to assess Activity performance. However, many Kunci Activities were not well designed for scaling (particularly Mitra Kunci sub-grantees), scalability criteria were not well communicated or universally understood by PIs, and Activity M&E systems were sometimes insufficient to document achievement. At the Project level, Kunci outperformed all key metrics, more than doubling graduation, skills acquisition, and employment targets. Following this strong performance, all but two PIs (EOE and *Ayo Inklusif!*) moved to full implementation.

Scaling

The first 18-months of the full implementation period showed sharp growth in performance relative to the comparable proof-of-concept period. Kunci PIs graduated seven times more youth, improved skills for almost eight times more youth, and improved employment outcomes for more than ten times more youth. It is important to note that scaling strategies were substantially revised in response to a significant reduction of Kunci budgets beginning in Q2 2018 and a programmatic re-focusing that revised key performance indicators and substantially increased Activity targets in Q1 2019. While these factors led to some reduced geographic scaling, they precipitated a substantial increase in the number of institutions and youth beneficiaries PI supported through horizontal scaling.

Sustainability

Most elements of the Kunci model evidenced some degree of sustainability. Interventions aimed at organizational strengthening and the creation or improvement of curricula can be expected to persist after Kunci closeout. TA that strengthened existing curricula (e.g., entrepreneurship courses in tertiary education) will be much more likely to have a sustained effect that then creation of new curricula (e.g., financial/life skills).

Kunci PIs were able to collaborate with various GoI institutions to promote the expansion of programming through co-financing. Most significantly these included four Manpower District Offices providing soft skills training to 160 private training centers using modules developed by RWAP, and the three Dinas embedding "50 percent of the JAPRI approach" into their own programming.

EVALUATION QUESTION 4

What impact did the re-focusing of activities have on overall achievements?

FINDINGS

In response to low absolute achievement of employment outcomes,[35] budget cuts at the Mission, and a desire to structure the project to more explicitly promote job creation, USAID/Indonesia required all Activities to adopt Foreign Assistance (F) Standard Indicators EG.6-1 through EG.6-3 and substantially increase their youth beneficiary targets. Regarding the latter, while the Project Activity Design (PAD) projected 200,000 P&V beneficiaries, there was no direct connection between the Project and Activity targets. Reconciling this discrepancy and better ensuring the aggregate target would be achieved required apportioning discrete targets to each Activity (a task that was ultimately negotiated among the Kunci PIs). Recognizing this directive represented a substantial change in Activity scopes, USAID made participation voluntary. Activities could re-scope under the new direction or dissolve without institutional reputational

---

[35] As evidenced in EQ3, Kunci performed well relative to employment targets during the proof-of-concept phase. However, due to the skills-acquisition objective of the project at the time, employment targets were low.

harm. In the end, all PIs accepted the revised terms and modified their agreements in December 2018. While all PIs agreed with these modifications, they were not happy with the implications, particularly considering the budget cuts that were enacted half a year prior. Respondents spoke about having been forced to "do more with less."

As noted in EQ3, the period following the re-focusing showed substantial improvement in Activity achievement of higher-level outcomes. The number of youths reporting new or better employment increased more than ten-fold in comparable periods before and after the re-focusing. This strong growth in employment figures continued until COVID-19 inhibited the labor market and Kunci PIs' ability to operate. As of Q3 FY 2020, 18,856 youth have received improved employment outcomes from the Kunci project. These increases were largely precipitated by substantial programmatic changes that favored working through institutions rather than direct provision of training. More specifically, PIs not previously engaged in training provision integrated these components into programming (RWAP integrated soft-skills training into HEIs and *Balai Latihan Kerja Luar Negeri* [BLKNs], Mitra Kunci greatly expanded the KKN intervention in schools, and SINERGI 2.0 began programming through TVETs), while PIs that were previously providing direct implementation moved to a more scalable TA model (JAPRI began programming in HEIs).

Quality

This impressive growth in performance metric achievement, however, came at a cost. Increasing performance metrics in a reduced budgetary context created perverse incentives that adversely affected the quality of training provision across the Kunci portfolio. We present a few examples of this adaption:

YEP

- Following re-focusing, YEP reduced the TA training package from 14 to between five and seven modules.
- During the proof-of-concept phase, YEP worked with HEI juniors (semesters three and four) and waited two to three years for employment outcomes to manifest. After re-focusing, the Activity began targeting seniors (semester six) to allow the recognition of higher beneficiary counts because students were closer to graduation. According to study respondents, this decision inhibited programmatic effectiveness because it significantly limited the time beneficiaries had to apply skills in workforce situations.

JAPRI

- In adapting the JAPRI approach for the HEI context, the Activity allowed HEI lecturers to substantially reduce the training intensity. Whereas the JAPRI program was previously administered through an eight-module training delivery, lecturers selected two to three modules for adaptation. Similarly, the robust coaching and mentoring that had followed graduation of youth from a JAPRI training was substantially scaled back due to high lecturer workloads.

- JAPRI also made the decision to scale back its coaching and mentoring support in non-HEI settings. Whereas the proof-of-concept model provided six to eight months of this post-graduation support (six for rural students, eight for urban), after the re-focusing JAPRI offered only four months of support.

- Lastly, JAPRI created a one-day variant of its entrepreneurship course to be delivered to a larger population of beneficiaries. The original methodology taught the eight modules over a three-to-four-day period. Condensing the training inhibited the ability of beneficiaries to absorb and practice the curriculum.

Furthermore, the substantial expansion of Kunci into the tertiary education system, while driving large increases in beneficiary numbers, likely resulted in lower training impact on the average beneficiary. There are three primary reasons for this. First, the bulk of the Kunci work in HEIs was in entrepreneurship training. Given that entrepreneurship classes are mandatory in most HEIs, the average beneficiary will be

substantially less likely to be engaged in entrepreneurship as a focal area and therefore less likely to start a business after receiving the intervention, as compared to a self-selected TVET beneficiary. Second, because this population has a higher average likelihood of entering the traditional workforce than TVET beneficiaries, they will be less likely to engage in entrepreneurial activity. Third, as previously noted, lecturers are not able to provide as much personal attention to trainees as compared to TVET instructors.

Finally, we note that these difference in training quality were not well documented by Kunci M&E systems. This is not surprising given the focus on F indicators and the pre-existence of M&E systems. Reductions in training intensity were differentially applied by PIs. The lack of documentation of these changes, paired with USAID praise of successes against performance metrics, created resentment among some PIs who felt that some Activities were overstating their effectiveness.

Targeting

As noted in the background section, the Kunci project had an explicit focus on P&V youth beneficiaries.[36] BAA Concept Notes were directly tailored to meeting the needs of this population and PIs reported being able to target P&V beneficiaries during the proof-of-concept phase (both geographically and individually). The re-focusing, however, made beneficiary targeting much more difficult and impractical. This tension played out in two primary ways. First, the pressure to achieve targets limited the amount of time and resources PIs could invest in targeting. Second, and more substantively, the expansion of programming into HEIs significantly undermined Kunci's targeting strategy. While there are certainly P&V students in tertiary schools, they are a minority and are much more difficult to target because enrollment into Kunci activities is determined by students, not PIs. As a result, the majority of Kunci HEI beneficiaries were not P&V.

Taken together, the strong incentive for Activities to perform against indicators reduced the relative importance of serving the needs of P&V youth. Respondents reported a tacit understanding of this reality between USAID and PIs. In the words of one implementer:

> *"We had to be a little more creative with the definition of P&V youth… [it was] defined as ages 18-34 making $2/less per day. Along the way, that's changed. We've worked with people outside of that range because USAID allowed us to…We tried to follow it early on, but we had to be more demand-driven."*

In the end, the desire to de-prioritize targeting in favor of results culminated in one PI classifying all students as vulnerable after the outbreak of the COVID-19 pandemic ("vulnerable is not really a separate category").

CONCLUSIONS

Achievement of Performance Targets

Though it is impossible to disentangle the effects of the scaling and re-focusing processes, Kunci PIs registered substantial improvement in achievement of higher-level outcomes after the re-focusing. As noted in EQ3, the number of youths reporting new or better employment increased more than ten-fold in comparable periods before and after the re-focusing. This strong growth in employment figures continued until COVID-19 inhibited the labor market and Kunci PIs' ability to operate. As of Q3 FY 2020, 18,856 youth have received improved employment outcomes from the Kunci project.

---

[36] Youth targeted by the Kunci Initiative are those whose earnings place them in the bottom 40 percent of the country's socioeconomic distribution or who are in vulnerable populations. Vulnerable youth are defined as those who are at high risk of falling below the poverty line, including women, persons with disabilities, persons with little or no formal education, or other groups categorized as vulnerable in specific locations.

Quality

Increasing performance targets in a reduced budgetary context created perverse incentives that adversely affected the quality of training provision across the Kunci portfolio. PIs adopted a variety of strategies to increase beneficiary counts, including reducing training duration and reducing post-training support services. Furthermore, the substantial expansion of programing into HEIs following re-focusing boosted performance against targets but likely resulted in lower average training impact (as compared to TVET approaches). The primary reasons for this were lower student engagement due to the compulsory nature of classes, lower likelihood of beneficiary engagement in post-training entrepreneurial activity, and lower ability of lecturers to provide personalized support.

Targeting

The expansion of Kunci programming undermined Kunci's targeting of P&V beneficiaries. While there are certainly P&V students in tertiary schools, they are a minority and are much more difficult to target because enrollment into Kunci activities is not determined by PIs. As a result, the majority of Kunci HEI beneficiaries were not P&V.

EVALUATION QUESTION 5

What are the key successes and opportunities that can be used/replicated in the future?

SUCCESSES

We present below the primary Kunci successes from the start of the BAA design process through September 2020.

Adaptive Management

The Kunci Project has been instilled with a robust approach to adaptive management since the BAA workshop. While there were some challenges with its implementation (see EQ2), the decision to award the Mitra Kunci contract to act as a grants-under-contract manager created a framework for engaging Indonesian-led PIs that would otherwise have imposed prohibitive administrative costs for USAID. Furthermore, the decision to embed a proof-of-concept phase into Kunci Activity agreements allowed USAID to establish a decision point for scaling investments and a M&E framework upon which to predicate scaling decisions.

Adaptive management practices came into sharper relief during the budgetary reduction and re-focusing processes. USAID took decisive action in response to reductions in the Mission's budget to identify cost-saving measures at each Activity, while ensuring that disproportionate cuts would not affect any single agreement. Similarly, USAID responded decisively to the realization from performance monitoring data that the project was not achieving sufficient social return on investment in the proof-of-concept phase. Rather than continuing the program, rescoping around the margins, or terminating agreements, the Mission took the unusual step of mandating a revision not only to performance indicators but also to targets. This proactivity on the part of the Mission directly led to substantial increases in the number of beneficiaries that received and benefited from the WFD services.

Substantial recognition should be afforded to Kunci PIs, who under the context of reduced budgets and increased expectations, were able to substantially revise programmatic approaches to work with different institutions and beneficiary populations. The decision to work through horizontal rather than vertical scaling increased beneficiary numbers but also necessitated significantly more design and co-ordinational work.

Stakeholder Engagement

Kunci worked with a large variety and number of institutions supporting WFD. As noted in EQ2, Kunci encountered issues in soliciting ministerial support in the early stages of the Project. However, Mitra Kunci was able to establish a strong partnership with MoEC and strong engagement with Central and East Java Provincial governments (collaboration with West Java was not as strong and atrophied over time). U.S.-led PIs exhibited strong GoI engagement strategies as well, culminating in several co-financed collaborative ventures. Institutional TVET and HEI partners cited strong and beneficial relationships, which translated into positive externalities (primarily through capacity building and TA) and promoted prospects of activity sustainability. Lastly, the Kunci project was able to promote positive perceptions of USAID (and by extension the United States Government [USG]) at beneficiary and community levels.

IWD Promotion

Collaborative design and engagement with local partners promoted a better understanding of IWD challenges and strategies among a wide range of Kunci stakeholders. According to one BLK respondent:

> *"It changed our perception of trainings for people with disabilities… management became more open. In 2019, we changed the BLK's concept to become inclusive. We retrofitted our building to be more accessible for people with disabilities."*

Kunci further socialized the importance of life skills as a key component of WFD programming among in-country stakeholders. This was particularly the case with financial skills, which were a novel complement to WFD approaches. In the words of a senior GoI respondent:

> *"The training on soft skills is vital, because higher education in Indonesia tends to focus on hard skills… It is measurable and matches with the objectives of higher education, so that's why I fully support that program."*

WFD Institutional Strengthening

Kunci PIs strengthened the Indonesian WFD infrastructure. This included institutional capacity building among BLK, LPK, LKP, BLK-N, and HEIs. Kunci also developed and strengthened many curricula, many of which are likely to persist beyond the life of project. At the individual level, Kunci increased the capacity of trainers, coaches, and mentors. Lastly, Indonesian PIs, many of whom were first-time USAID implementers, strengthened their ability to implement future development assistance programming.

OPPORTUNITIES

Respondents noted several opportunities that USAID could pursue in future WFD programming:

- Kunci PIs did a commendable job supporting a wide variety of WFD institutions. One potential partner that was omitted from programming, however, was vocational high schools (*Sekolah Menengah Kejuran* [SMK]). The beneficiary population maps well with USAID targeting strategies and could be a further source for institutional strengthening and TA.

- Similarly, USAID could more explicitly involve key employer associations (e.g., APINDO) as well as representatives of organized labor (e.g., worker's unions and labor unions) in the design and execution of WFD programming.

- Finally, Indonesia has a robust WFD infrastructure that has been supported by long-standing domestic and international support. USAID could more explicitly leverage and strengthen coordinating networks like LIN and align programming to be complementary with other donor investments. An example of the latter is Australia's Department of Foreign Affairs and Trade (DFAT) disability programming in East Java. According to GoI respondents, these projects have been predicated on a different model than those used by USAID. Building onto existing assets will make USAID resources go further and promote sustainability.

EVALUATION QUESTION 6

What are key lessons learned from the four Kunci workforce development programs' implementation?

The evaluation team asked all 123 respondents what lessons USAID should learn from the Kunci project. We synthesize these responses with our own interpretation of the evidence provided in EQs 1-5 in presenting the following list:

- **Incentives** are critical to understanding (and predicting) stakeholder behaviors. Kunci PI programmatic responses to the re-focusing, namely expanding the reach of programming at the expense of quality, were rational and predictable. To the extent possible, USAID should critically reflect on the likely implications of significant programmatic and managerial changes before they are executed (including conducting pre-mortem assessments and/or engaging stakeholders). In the event these forecasts predict sub-optimal outcomes, USAID can either revise the policy decision or work with stakeholders to mitigate negative consequences.

- **Relationship management** with government stakeholders is critical during all phases of programming. Government sponsors are critical and should be integrated into Project/Activity design as far upstream as possible. Direct USAID engagement is key and could benefit from explicit inclusion in the job description of one or more staff within technical teams.

- **Sustained engagement** with training centers greatly impacts generating buy-in and improving services, not only during the duration of a USAID activity but also long after project closeout.

- Complex projects like Kunci need time for **relationship and norm-building** (e.g., understanding comparative advantages, setting up structures for problem solving and decision making). Allowing time for this in workplans and incentivizing coordination/collaboration through deliverables, option periods, funding disbursements, or other mechanisms will promote programmatic effectiveness and efficiency.

- When using a **project coordinating mechanism** like Mitra Kunci, it helps to make and document decisions as soon as possible. Identifying the need, communicating with stakeholders early, integrating its role into other agreements, and disseminating templates and norms to promote consistency are all important. Ideally, the project coordinating mechanism would be involved in the review of Activity agreements to promote collaborative incentives and structures.

- **Co-creation** can lead to positive programmatic outcomes but can be transactionally intensive. Unless the primary objective is to expand participation, it is ideal to limit the number of organizations, while ensuring representation from key stakeholder types (e.g., local/international, NGO/private). Furthermore, many of the goals of co-creation can be achieved through less time-intensive processes than a BAA (e.g., Request for Information [RFI]).

- Recognizing finite resources and stakeholder incentive structures, USAID should **understand and communicate trade-off** between quality/quantity and continuity/re-focusing.

RECOMMENDATIONS

PROGRAM DESIGN

- The Kunci project demonstrates both the benefits and drawbacks of collaborative design practices. To leverage the former while minimizing the latter, USAID should more actively steer the collaborative design process to avoid the structural challenges experienced under Kunci. BAAs are powerful but transactionally intensive mechanisms for soliciting design inputs. USAID should pursue more traditional means of informing designs though market engagement like RFIs.

- A proof-of-concept phase is a useful tool for incentivizing PI performance and embedding a clear decision point into scaling decisions. To make the best use of this mechanism, USAID should make performance metrics and thresholds explicit as early as possible (ideally during the procurement phase) and ensure M&E systems will enable evidence-based scaling decisions.

- In designing future projects, USAID should limit the number of Activities to reduce programmatic redundancies, competition, inefficiency, and stakeholder confusion. This can be accomplished through the award of a few, more robust Activities that incorporate multiple technical elements, or the reduction of Project scope such that objectives are achievable through a smaller number of mechanisms. For WFD programming, this could take the role of either (i) combining elements of institutional capacity building, curriculum development support, private sector linkages, and policy coordination support within single awards, or (ii) combining delivery of complementary training topics like soft, financial, and entrepreneurship skills either as a package or modules of a demand driven curriculum.

- If awarding a project coordinating mechanism like Mitra Kunci, USAID should design the mechanism before awards are made to other PIs. Ideally, the project coordinating mechanism would be awarded in time to review Activity agreements to promote collaborative incentives and effective management, reporting, and conflict resolution structures.

STAKEHOLDER ENGAGEMENT

- USAID should conduct a stakeholder mapping exercise in advance of future WFD programming to identify the range of likely GoI partners. Ideally, this would also include an assessment of political leadership within these organizations, how organizations relate to one another, and their key incentive structures. Following this mapping, USAID should identify and engage with priority stakeholders, particularly ministerial sponsors. To the extent possible, USAID should involve the sponsor and other key stakeholders in the design of the Project/Activities (e.g., reviewing the solicitation, participating on the tech panel) to promote buy-in and the prospects of integration within GoI funding processes.

- Similarly, USAID should engage with GoI and other stakeholders to map previous/continuing investments made in the same sector and geographic areas in advance of the procurement process. If it is possible to build on this programming, USAID should involve relevant stakeholders in the development of the solicitation documents to promote collaboration and increased programmatic efficacy.

- Finally, successful WFD interventions link labor supply with demand. In addition to conducting localized labor market assessments to assess employment prospects, USAID should conduct stakeholder mapping with likely employers (focusing on expected job quantity and match between beneficiary populations and job requirements). Working through individual employers is useful, but engaging business associations like APINDO will allow USAID to leverage extant coordinating power and more efficiently link with the private sector.

INCLUSIVE WORKFORCE DEVELOPMENT

- Given the positive stakeholder response to IWD, the increasing focus on inclusivity at national and provincial levels, and the expressed interest from the private sector in soliciting support to comply with inclusivity requirements, USAID should re-affirm its commitment to targeting programming to poor, and especially, disadvantaged populations. GoI has issued regulations for inclusivity requirements and provided funding to various WFD actors (e.g., BLKs, agencies, schools), many of which reported struggling with compliance. USAID should identify and engage with key actors to leverage existing investments through capacity building and TA.

ANNEXES

ANNEX I: RESULTS FRAMEWORKS BEFORE AND AFTER RE-FORCUSING

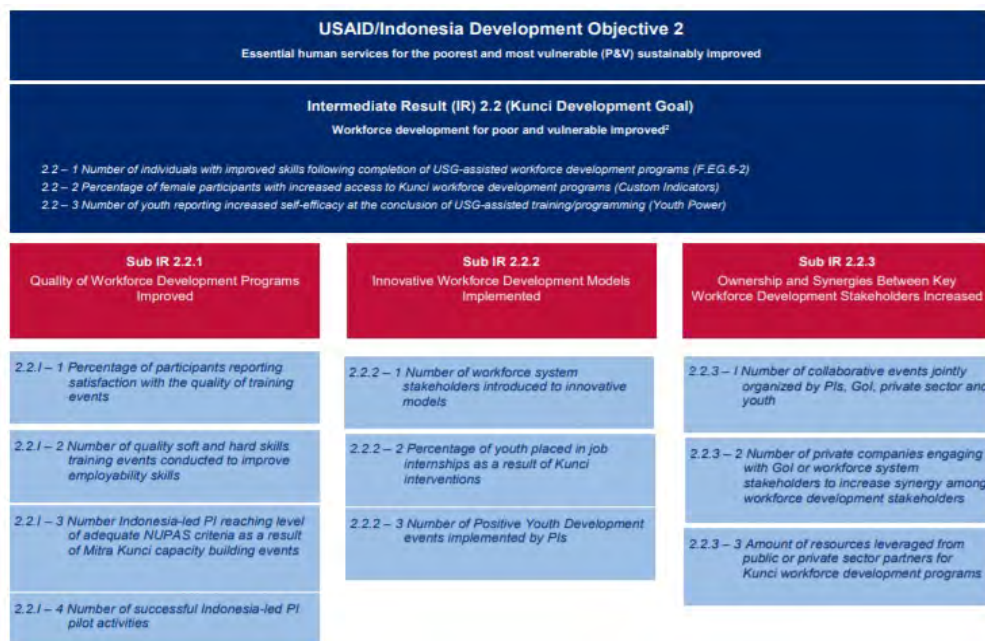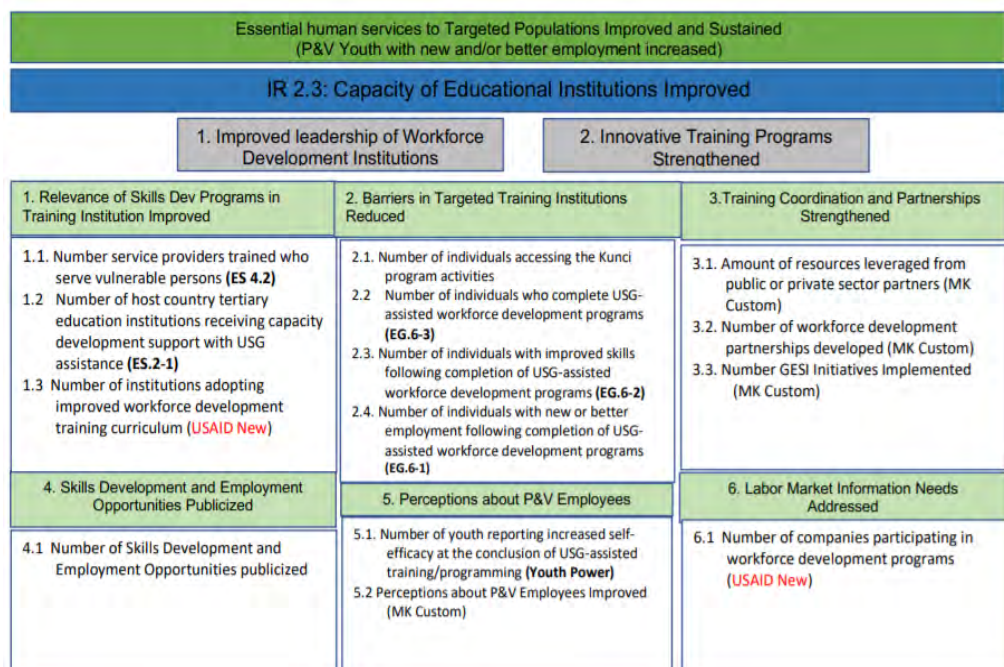### Figure 2: USAID/Indonesia Kunci IWD Initiative Results Framework, 2017[37]

Figure 3: USAID/Indonesia Mitra Kunci IWD Initiative Revised Results Framework, 2019[38]

---

[37] Mitra Kunci AMELP, 2017.
[38] Mitra Kunci AMELP, 2019

ANNEX II: PROJECT-LEVEL PERFORMANCE AGAINST KEY INDICATORS

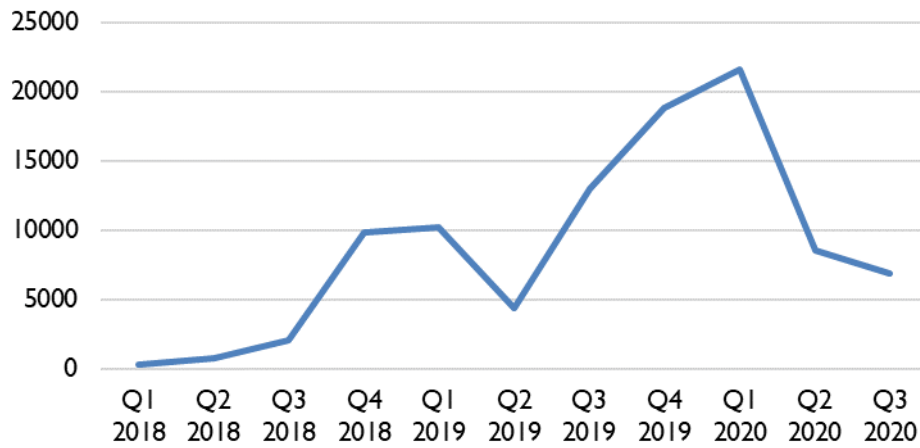**Figure 4: Number of Youth Accessing Kunci Programming Per Quarter (Total)**

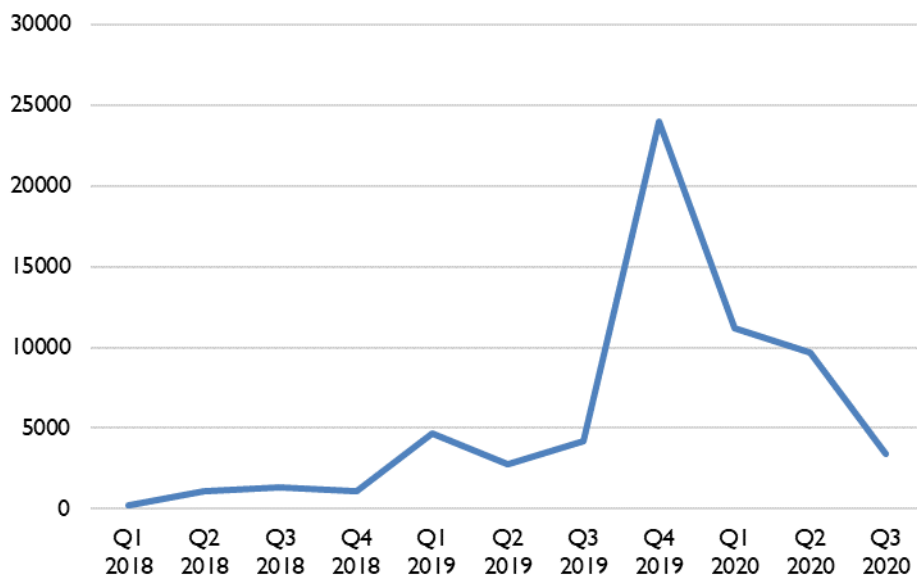**Figure 5: Number of Youth Graduating Kunci Programming Per Quarter (Total)**

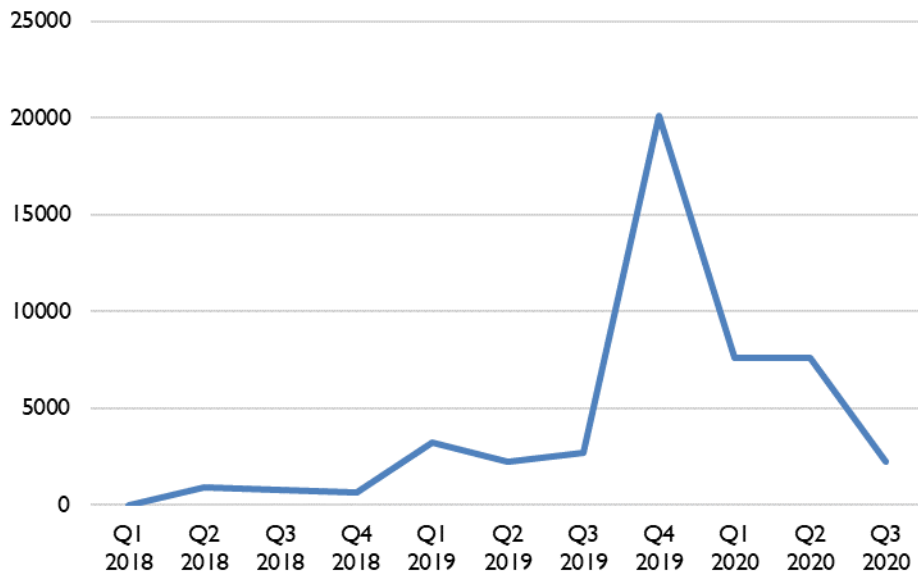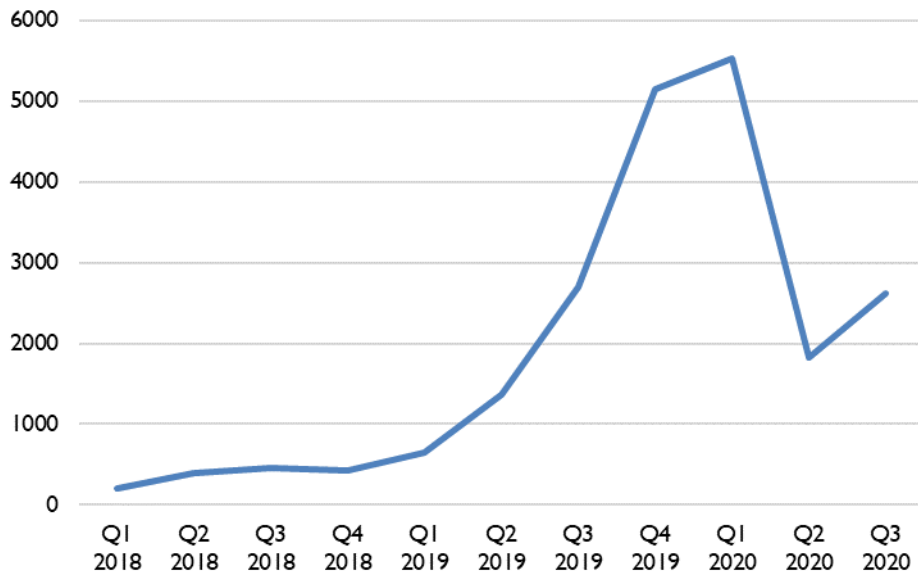**Figure 6: Number of Youth with Improved Skills Per Quarter (Total)**

Figure 7: Number of Youth with New/Better Employment Per Quarter (Total)

ANNEX III: ACTIVITY-LEVEL PERFORMANCE AGAINST KEY INDICATORS

Figure 8: Number of Youth Accessing Kunci Programming Per Quarter, by Activity

Figure 10: Number of Youth with Improved Skills Per Quarter, by Activity

Proof of Concept
Full Implementation

Mitra Kunci

SINERGI

RWAP
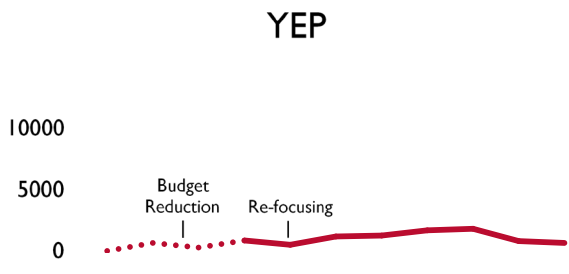
Ayo Inklusif!

YEP

EOE

JAPRI

PROGRESIF
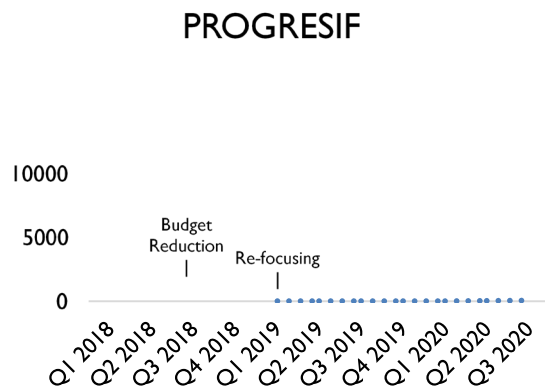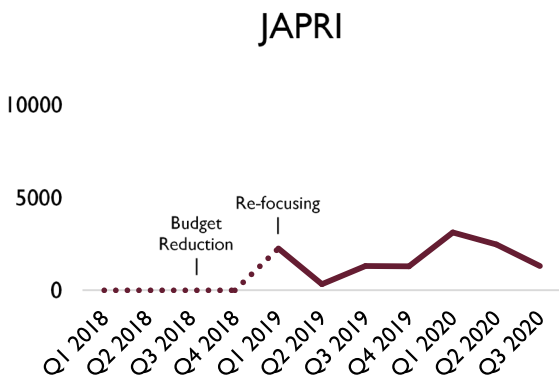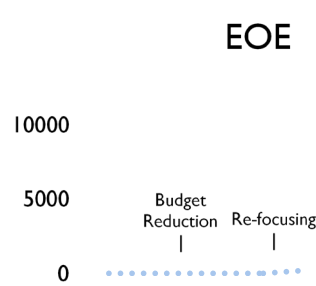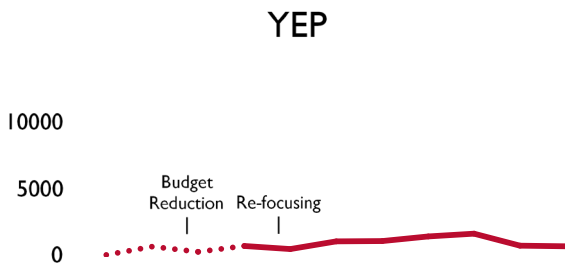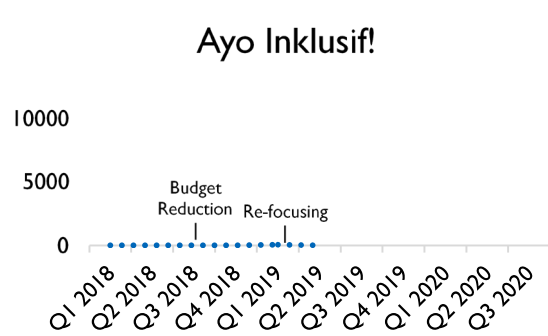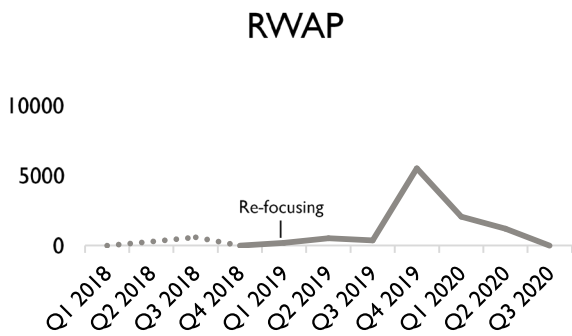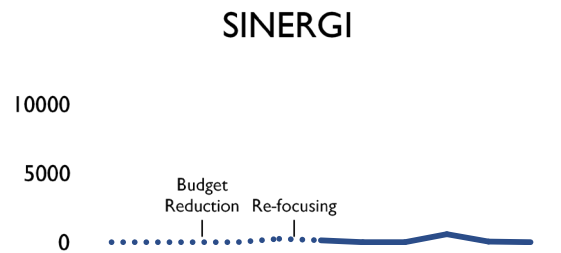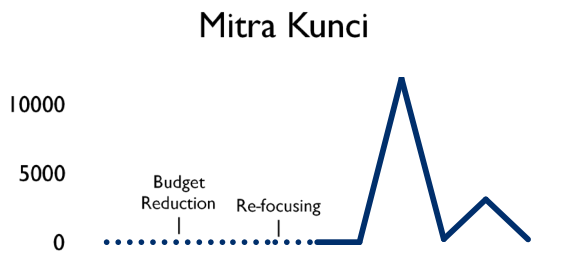
Figure 11: Number of Youth with New/Better Employment Per Quarter, by Activity
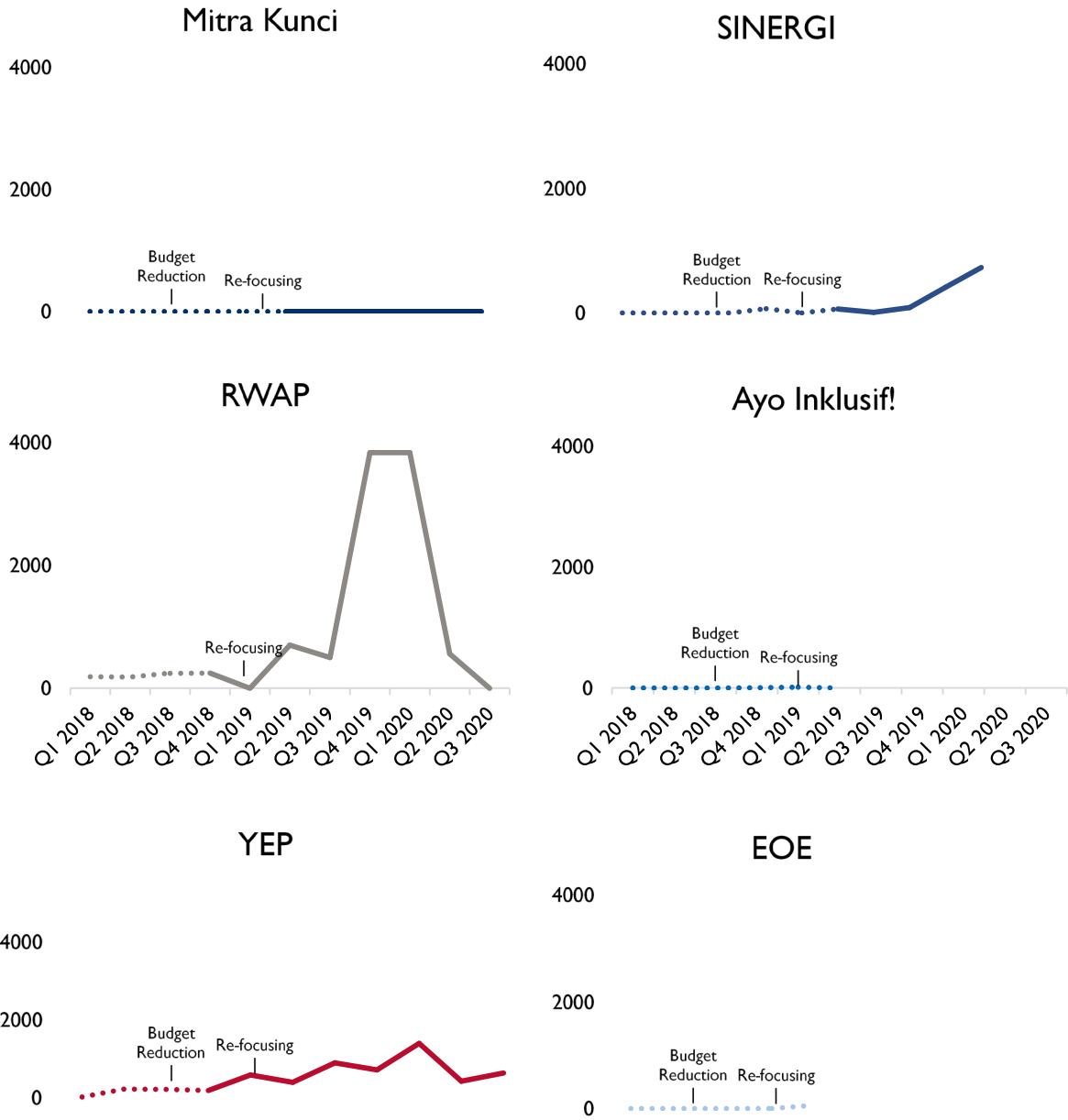
ANNEX IV: GANTT CHART OF EVALUATION ACTIVITES

Table 11: Evaluation Activities Gantt Chart

ACTIVITIES	JUN-20	JUL-20	AUG-20	SEP-20	OCT-20	NOV-20
Document Review	▓					
Preparation of the Work Plan and Evaluation Design (Inception Report)	▓	▓				
USAID Review of the Work Plan and Evaluation Design (Inception Report)		▓				
Instrument Design and Finalization of the Work Plan and Evaluation Design (Inception Report)		▓				
In-Brief		▓				
Data Collection		▓	▓			
Data Analysis and Findings			▓	▓		
Debriefing				▓		
Report Writing				▓		
USAID Review of Draft Report				▓	▓	
Incorporation of USAID Comments and Submission of Revised Draft Report					▓	
USAID Final Review and Approval of Final Report					▓	
Formatting of Report					▓	▓

ANNEX V: EVALUATION TEAM

Table 12: ET Roles and Responsibilities

Roles	Responsibilities
Team Leader (TL) **Mateusz Pucilowski**	The TL is responsible for direct liaison with USAID, managing evaluation team personnel and assignment responsibilities, and producing high-quality evaluation deliverables, including the evaluation methodology and work plan, evaluation presentations and the draft and final reports. The TL leads instrument design, data collection, and analysis. They work under the direct supervision of the MELS Chief of Party and coordinate with and are supported by MELS evaluation specialists and the evaluation management team.
Workforce Development Evaluation Specialist **Abdur Rofi**	The Evaluation Specialist works under the supervision of the Evaluation Team Leader and is responsible for contributing to all aspects of the evaluation, including supporting the development of the evaluation's methodology, designing data collection instruments, data collection and management, data analysis, and writing the draft and final reports.
Workforce Development Evaluation Specialist **Dini Rahim**	The Evaluation Specialist works under the supervision of the Evaluation Team Leader and is responsible for contributing to all aspects of the evaluation, including supporting the development of the evaluation's methodology, designing data collection instruments, data collection and management, data analysis, and writing the draft and final reports.

TEAM COMPOSITION

Mateusz Pucilowski, Team Leader: Pucilowski, Senior Director of Impact Evaluation at SI, is an evaluation methodologist with a research focus on workforce development and youth issues. He has worked on these topics using randomized control trials, observational panel surveys, and various qualitative approaches. Pucilowski has served similar roles on many youth workforce projects in the Middle East, Latin America and the Caribbean, and South America. He has served as Program Manager and M&E Technical Advisor for evaluations in the Indonesian context. After more than ten years of research experience across twenty countries, Pucilowski has directed over 25 studies for a range of clients, including USAID. He holds a master's degree in International Development from American University and an undergraduate degree in political science from the University of North Carolina.

Abdur Rofi, Workforce Development Evaluation Specialist: Dr. Rofi has 14 years of international development experience. He has strong expertise in designing, managing, and monitoring and evaluating development projects, with a particular focus on local economic development in the Indonesian context. Dr. Rofi has worked with international and national development agencies including UNDP, UNV, World Bank Project, GTZ/GIZ, Mercy Corps, Oxfam Indonesia, USAID Project, Care International, CHF International, AWO International, Swisscontact, PRISMA, and Central Bank of Indonesia. He received his doctoral degree in geography, master's degree in population studies, and undergraduate degree in human geography from Gadjah Mada University. Dr. Rofi is based in Indonesia.

Dini Rahim, Workforce Development Evaluation Specialist: Rahim has over 15 years of experience as an international development program manager and specialist in Indonesia and East Timor.

She is especially skilled in evaluation design, monitoring and evaluation, data collection, and analysis. Rahim has more than seven years of experience employing qualitative evaluation methods. Rahim has worked on programs affiliated with various national and international organizations, including IndonesiaMOTIV, DFAT, World Bank, GIZ, UNDP, U.S. State Department, and USAID. She received a master's degree in comparative politics from Northern Illinois University and an undergraduate degree in international relations from Gadjah Mada University.

EVALUATION MANAGEMENT

In addition to the ET members described above, the evaluation will be supported by in-country staff and SI-headquarters (HQ) staff.

In-Country Support Staff. In-country SI staff will ensure quality and compliance of deliverables, adherence to deadlines, and budget management. The Finance and Administration Specialist, Fina Hastuti, provides financial, administrative, and logistical support. The Procurement and Administrative Assistant, Lucia Monalisa assists with recruitment, operations, and procurement. Both Hastuti and Monalisa are based in Indonesia. Valentine Gandhi (COP, MEL Support to USAID/Indonesia) will provide overall guidance and act as liaison between Program Office and the ET and will monitor the progress of the evaluation.

SI-HQ Support Staff. Four SI management personnel with distinct roles and responsibilities are critical to the successful implementation of this evaluation. The Project Director, Leah Ghoston, is responsible for quality assurance review of the evaluation deliverables. The Project Manager, Julia Kresky, is responsible for evaluation management including requirement adherence and deliverable quality assurance. The Project Assistants, Anna-Karin Hess and Casey Lingelbach provide coordination support for deliverables development and evaluation logistics. The Gender and Social Inclusion Specialist, Kathleen Sciarini, ensures gender integration throughout the evaluation activities and deliverables. In addition to the SI management team, the evaluation is also supported by the HQ program management unit team which provides support on contractual and budgetary matters, and includes Anika Gallo (Budget Manager), and Alexandra McMullin (Contracts Assistant).

Additional details about in-country and HQ support staff roles and responsibilities are included in the table below.

Table 13: Support Staff Roles and Responsibilities

Location	Roles	Responsibilities
In-Country	Chief of Party **Valentine Gandhi**	• Final review of deliverables • Liaison with USAID Program Office • Preliminary contacts with IP, CoPs.
In-Country	Finance and Administration Specialist **Fina Hastuti**	• Provides administrative and logistical support. • Supports evaluation team members with invoicing, procurement, and other financial management.
In-Country	Procurement and Administrative Assistant **Lucia Monalisa**	• Provides recruitment, operational, and procurement support. • Assists with in-country travel logistics as necessary.
HQ	Project Director **Leah Ghoston**	• Provides high-level guidance on methodology and major deliverables. • Conducts quality assurance review on all deliverables.
HQ	Project Manager **Julia Kresky**	• Responsible for evaluation management, including adherence to deadlines, requirements of the SOW, and LOE management. • Ensures quality and compliance of deliverables with contractual requirements. • Coordinates meetings and interactions among SI-HQ, the SI-Indonesia MEL Support team, USAID and within the evaluation team.
HQ	Project Assistants **Anna-Karin Hess and Casey Lingelbach**	• Supports deliverable development, including formatting, proofreading, and copyediting. • Supports onboarding process, and training and logistical arrangement for the evaluation team members. • Assists technical work as necessary.
HQ	Gender and Social Inclusion Specialist **Kathleen Sciarini**	• Reviews all major deliverables to ensure appropriate addressing of gender considerations in accordance with USAID's Evaluation Policy.

ANNEX VI: BIBLIOGRAPHY

DAI Global, LLC. USAID Inclusive Workforce Development Partnerships Initiative; Technical Proposal – Revised. 2016.

DAI Global, LLC. Request for COR Approval to Award a Standard Grant to the Coca-Cola Foundation Indonesia (CCFI). 2017.

DAI Global, LLC. USAID Mitra Kunci Initiative; Activity Monitoring and Evaluation Plan (AMEP). 2017.

DAI Global, LLC. USAID Mitra Kunci Initiative Activity Monitoring, Evaluation and Learning Plan. 2019.

DAI Global, LLC. Strengthening Coordination for Inclusive Workforce Development in Indonesia (SINERGI)
version 2.0 (SINERGI 2.0). 2019.

DAI Global, LLC. USAID Mitra Kunci Initiative Year Three Annual Report Task Order No. Aid-497-To-17-00001 (October 2018 –September 2019). 2019.

Financial Markets International, Inc. YouthWin Through Economic Participation ("YEP") Activity Monitoring, Evaluation and Learning Plan (AMEL) February 28, 2017 – February 27, 2022. 2017.

Financial Markets International, Inc. YouthWin Through Economic Participation ("YEP") Scaling-Up Plan (SUP). October 2017.

Financial Markets International, Inc. YouthWin Through Economic Participation ("YEP") Activity Monitoring, Evaluation, and Learning Plan (AMEL) February 28, 2017-February 27, 2020. Second Revision. 2018.
Institute of International Education. JAPRI Monitoring, Evaluation and Learning Plan 13 April 2017 – 12 April 2022. USAID. 2018.

Institute of International Education. JAPRI Monitoring, Evaluation and Learning Plan. Approved January 2018. Updated February 2019-May 2020.

Institute of International Education. JAdi Pengusaha MandiRI (JAPRI) Cooperative Agreement Number: AID-497-A-17-00005 Annual Report October 1, 2018 – September 30, 2019. 2019.

Management Systems International. Progress Review of Cooperative Agreements Under USAID/Indonesia's Inclusive Workforce Development Project. 2018.

Management Systems International, Inc. Scaling Assessment Report USAID/Indonesia Mitra Kunci Program: SINERGI Grant Activity (Strengthening Coordination for Inclusive Workforce Development in Indonesia) DRAFT – December 21, 2018. 2018.

Management Systems International, Inc. Scaling Assessment Report USAID/Indonesia Mitra Kunci Program: *Ayo Inklusif!* Grant Activity; Increasing Awareness of the Economic Role of Youth with Disabilities Final – February 2019. 2019.

RTI International. Scaling-Up Plan (SUP): Percepatan Siap Kerja – Ready-to-Work Accelorator Program (RWAP). 2017.

RTI International. USAID/Indonesia Ready/to-Work Accelerator Program (RWAP); Monitoring, Evaluation, and Learning (MEL) Plan – Proof-of-Concept Phase. 2017.

RTI International. USAID/Indonesia Ready-to-Work Accelerator Program (RWAP) Revised Monitoring, Evaluation, and Learning (MEL) Plan – Implementation Phase. 2018.

USAID. ADS Chapter 201: Program Cycle Operational Policy. 2020. https://www.usaid.gov/sites/default/files/documents/1870/201.pdf

USAID. Broad Agency Announcements. 2020. https://www.usaid.gov/partnership-opportunities/respond-solicitation/broad-agency-announcements

USAID. USAID/Indonesia Development Innovation Accelerator for Indonesia's Development Challenges Addendum #01-00: Inclusive Workforce Development (IWD). 2015.

USAID. Section A – Request for Task Order Proposal (RFTOP) USAID Inclusive Workforce Development Partnerships Initiative Youth Power IDIQ. 2016.

USAID. Agreement No. AID497A1700004 Kunci-JAPRI. 2017.

USAID. Cooperative Agreement No. AID497A1700003 YouthWin Through Economic Participation (YEP). 2017.

USAID. Cooperative Agreement No. Agreement No. AID-497-A-17-00004 Ready-to-Work Accelerator Program (RWAP). 2017.

USAID. Public Announcement – USAID Kunci – JAdi Pengusaha mandiRI. 2017.

USAID. Public Announcement – USAID Kunci – The Youth Win through Economic Participation Project. 2017.

USAID/Indonesia. Request for Approval to Award a Standard Grant to The Jawa Pos Institute of Pro-Otonomi; Reference: Contract No. AID-4977-TO-17-00001. 2017.

USAID. Request for Proposal re Implementation Phase: USAID Kunci – JAdi Pengusaha MandiRI (JAPRI) Cooperative Agreement No. AID-497-A-17-00005. 2018.

USAID. Scalability Review Results Jadi Pengusaha Mandiri (AID-497-A-17-00005). 2018.

USAID. Scaling Up Plans Under USAID/Indonesia's Inclusive Workforce Development (IWD) Program. 2018.

USAID. Section C – Description/Specifications/Statement of Work; USAID Mitra Kunci Initiative. 2019.

ANNEX VII: DATA COLLECTION PROTOCOLS

Below are the instruments and accompanying consent scripts that the evaluation team intends to use for data collection.

PHASE ONE INSTRUMENT

USAID Respondent Key Informant Interview Guide

Informed Consent

Hello. My name is [INTERVIEWER NAME]. I work with a firm called Social Impact, an independent evaluation company based in the US, conducting an evaluation of the Kunci Inclusive Workforce Development Initiative for the United States Agency for International Development (USAID). The evaluation serves to investigate and determine the effectiveness of the coordinated Kunci IWD project design, management, and implementation. This research will provide important information to USAID, project implementers, and other stakeholders about the project's performance and lessons learned. We hope that the research will influence similar programs in the future.

We expect to hold key informant interviews remotely with approximately 94 individuals, including USAID stakeholders, project implementers, beneficiaries, government respondents, and sectoral stakeholders. We are asking you to participate in this evaluation because of your involvement in the program as a USAID representative. We kindly request approximately one hour of your time so we can hear about your experience and opinions. We have a notetaker who will take notes throughout the interview to ensure that we accurately capture you experiences and opinions.

Your participation in this study is completely voluntary. There is no risk to participating, other than the time you could spend doing something else. There is no consequence if you choose not to participate. You may also refuse to answer any specific questions within the interview or stop participating at any time with no consequence. There is no direct benefit for participating, other than knowing that you are providing information that can help the sector better plan for youth workforce programs in the future.

Your personal identifying information will be kept confidential by the research team, including members of Social Impact and USAID, to the fullest extent possible permitted by local law, US law, and USAID policy. Results of the survey will be aggregated for analysis and published in a report at the end of the study. Your personal information, including your name and position, will not be disclosed in any publication and will be stored securely by the research team. After publication of the report, we will remove all identifying information from the data so that no individual can be identified, and the de-identified data may be submitted to USAID for publication.

Your views are important, and we hope that you will take the time to participate. If you have any questions about the study or your rights as a participant, you may contact [NAME], [LOCAL PHONE] or Social Impact at irb@socialimpact.com or +1-703-465-1884. If you have any questions for me, you are free to ask at any time during the interview.

Do you agree to participate in this study?

Do you have any questions before we begin?

Questionnaire

Date	
Respondent Name	
Respondent Position	
Interviewer	
Notetaker	

BACKGROUND

1. How long have you been involved with the Kunci project?
2. What is your current role on the Kunci project?

PROCESS

How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?

3. Did you directly participate in the BAA process?
4. (IF YES) How would you describe the objectives of the BAA process?
5. (IF YES) To what extent would you say the BAA process achieved those objectives?
6. (IF NOT UNACHIEVED) Why were the objectives not achieved?

Design

7. In what ways would you say the BAA process affected the <u>design</u> of Kunci as a project?
8. In what ways would you say the BAA process affected the <u>design</u> of Kunci activities?
   a. PROBE – Positive/Negative

Management

9. In what ways would you say the BAA process affected the <u>management</u> of Kunci at the project or activity level?
   a. PROBE – Positive/Negative

Implementation

10. In what ways would you say the BAA process affected the implementation of Kunci at the project or activity level?
    a. PROBE – Positive/Negative

Time Permitting

- What were the primary strengths of the BAA process?
- If you were to conduct a similar process in the future, what would you do differently?

How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of project and beyond?

11. How would you describe the objectives of the Kunci scaling up strategy?
12. To what extent do you think the pilot phase provided USAID the necessary information to gauge the viability/scalability of Kunci activities?
13. To what extent do you think Kunci activities' Scaling Up Plans represented a good balance between ambition and achievability?
14. How would you characterize the success of Kunci activities' Scaling Up Plans?
    a. PROBE – are some more successful. Why?
15. Have there been any unintended consequences of the scaling-up process?

a. PROBE Differential effects on beneficiary populations (*e.g.,* male/female)?

16. To what extent do you think Kunci activities' will succeed in continuing to scale through the end of their periods of performance?
17. To what extent do you think Kunci activities will continue to scale beyond their period of performance?

Time Permitting

- What worked best during the piloting/scaling process?
- If you were to conduct a similar process in the future, what would you do differently?
- Have there been any unintended consequences of the piloting/scaling process?

What impact did the re-focusing of activities have on overall achievements?

18. How would you describe the objectives behind the re-focusing of Kunci activities?
19. What were the primary changes that Kunci activities undertook in response to this re-focusing?
20. To what extent do you think Kunci activities have succeeded in meeting re-focusing objectives to-date?
21. Have there been any unintended consequences of the re-focusing process?
    a. PROBE Differential effects on beneficiary populations (*e.g.,* male/female)?

Time Permitting

- What worked best during the re-focusing process?
- If you were to conduct a similar process in the future, what would you do differently?

COLLABORATION/COORDINATION

How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?

Coordination

22. How would you characterize the coordination of Kunci activities?
23. What have been the greatest successes of Kunci coordination?
24. What have been the most important limitations of Kunci coordination?

Collaboration

25. To what extent do you think Kunci activities have succeeded in collaborating?
26. What have been the most significant limitations of collaboration between Kunci activities?

Stakeholders

27. What are the most important stakeholders with whom Kunci should be coordinating/collaborating?
28. To what extent have Kunci activities succeeded in coordinating/collaborating with these stakeholders?
29. What have been the most significant limitations of engagement with these stakeholders?

LESSONS LEARNED

What are the key successes and opportunities that can be used/replicated in the future?

30. I have asked you about successes across each Kunci phase already. Are there any other key successes that can be replicated in future USAID programming either at the project or activity level you would like to note?
31. Did Kunci present any opportunities that USAID was unable to exploit through this set of awards that might be leveraged in the future?
32. If USAID were to design a follow-on project, how would you change it to make it more effective?

What are key lessons learned from the four Kunci workforce development programs' implementation?

33. From your perspective, what are the most important lessons USAID has learned through the implementation of Kunci activities?

Project Implementer Respondent Key Informant Interview Guide

Informed Consent

Hello. My name is [INTERVIEWER NAME]. I work with a firm called Social Impact, an independent evaluation company based in the US, conducting an evaluation of the Kunci Inclusive Workforce Development Initiative for the United States Agency for International Development (USAID). The evaluation serves to investigate and determine the effectiveness of the coordinated Kunci IWD project design, management, and implementation. This research will provide important information to USAID, project implementers, and other stakeholders about the project's performance and lessons learned. We hope that the research will influence similar programs in the future.

We expect to hold key informant interviews remotely with approximately 94 individuals, including USAID stakeholders, project implementers, beneficiaries, government respondents, and sectoral stakeholders. We are asking you to participate in this evaluation because of your involvement in the program as a project implementer representative. We kindly request approximately one hour of your time so we can hear about your experience and opinions. We have a notetaker who will take notes throughout the interview to ensure that we accurately capture you experiences and opinions.

Your participation in this study is completely voluntary. There is no risk to participating, other than the time you could spend doing something else. There is no consequence if you choose not to participate. You may also refuse to answer any specific questions within the interview or stop participating at any time with no consequence. There is no direct benefit for participating, other than knowing that you are providing information that can help the sector better plan for youth workforce programs in the future.

Your personal identifying information will be kept confidential by the research team, including members of Social Impact and USAID, to the fullest extent possible permitted by local law, US law, and USAID policy. Results of the survey will be aggregated for analysis and published in a report at the end of the study. Your personal information, including your name and position, will not be disclosed in any publication and will be stored securely by the research team. After publication of the report, we will remove all identifying information from the data so that no individual can be identified, and the de-identified data may be submitted to USAID for publication.

Your views are important, and we hope that you will take the time to participate. If you have any questions about the study or your rights as a participant, you may contact [NAME], [LOCAL PHONE] or Social Impact at irb@socialimpact.com or +1-703-465-1884. If you have any questions for me, you are free to ask at any time during the interview.

Do you agree to participate in this study?

Do you have any questions before we begin?

Questionnaire

Date	
Respondent Name	
Respondent Position	
Interviewer	
Notetaker	

BACKGROUND

1. How long have you worked for *ACTIVITY*?
2. What is your current role on *ACTIVITY*?
3. Have you held other roles on *ACTIVITY?*

PROCESS

How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?

4. Did you directly participate in the BAA process?
   a. (IF YES) PROBE – In what ways were you involved?
   b. (IF NO) PROBE – What prevented you from participating in the process?

Design

5. (IF YES) In what ways would you say the BAA process affected the <u>design</u> of the Kunci project?
6. (IF YES) In what ways would you say the BAA process affected the <u>design</u> of *ACTIVITY*?
   a. PROBE – Positive/Negative

Management

7. (IF YES) In what ways would you say the BAA process affected the <u>management</u> of Kunci at the project level?
8. (IF YES) In what ways would you say the BAA process affected the <u>management</u> of *ACTIVITY?*
   a. PROBE – Positive/Negative

Implementation

9. (IF YES) In what ways would you say the BAA process affected the implementation of Kunci at the project level?
10. (IF YES) In what ways would you say the BAA process affected the implementation of *ACTIVITY*?
    b. PROBE – Positive/Negative

Time Permitting

- What were the primary strengths of the BAA process?
- If you were to conduct a similar process in the future, what would you do differently?

How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of project and beyond?

11. How would you describe the objectives of the Kunci scaling up strategy?
12. How would you characterize the process of drafting and seeking approval of the *ACTIVITY* Scaling-Up Plan?
13. How would you characterize the success of *ACTIVITY's* Scaling Up Plans to-date?

14. Have there been unintended consequences of the piloting/scaling process?
    a. PROBE Differential effects on beneficiary populations (*e.g.,* male/female)?
15. To what extent do you think *ACTIVITY* will succeed in continuing to scale through the end of their periods of performance?
16. To what extent do you think *ACTIVITY* will continue to scale beyond the period of performance?

Time Permitting

- What worked best during the piloting/scaling process?
- If USAID were to conduct a similar process in the future, what would you advise they do differently?

What impact did the re-focusing of activities have on overall achievements?

17. How would you characterize the objectives behind the Kunci re-focusing?
18. What were the primary changes that *ACTIVITY* undertook in response to this re-focusing?
19. To what extent do you think *ACTIVITY* has succeeded in meeting re-focusing objectives to-date?
    a. What do you think were the main contributors to this success?
    b. Were there any areas that were less successful? Why do you think this?
20. What were some of the most important unintended consequences of the re-focusing?
    a. PROBE Differential effects on beneficiary populations (*e.g.,* male/female)?
21. Has the re-focusing modified the targeting/distribution of beneficiaries (*e.g.,* male/female)?

Time Permitting

- What worked best during the re-focusing process?
- If USAID were to conduct a similar process in the future, what would you advise they do differently?

COLLABORATION/COORDINATION

How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?

Coordination

22. How would you characterize the coordination of Kunci activities?
23. What have been the greatest successes of Kunci coordination?
24. What have been the most important limitations of Kunci coordination?

Collaboration

25. To what extent do you think Kunci activities have succeeded in collaborating?
26. What have been the most significant limitations of collaboration between Kunci activities?

Stakeholders

27. What are the most important stakeholders with whom Kunci should be coordinating/collaborating?
28. To what extent has *ACTIVITY* succeeded in coordinating/collaborating with these stakeholders?
29. What have been the most significant limitations of engagement with these stakeholders?

LESSONS LEARNED

What are the key successes and opportunities that can be used/replicated in the future?

30. I have asked you about successes across each Kunci phase already. Are there any other key successes that can be replicated in future USAID programming either at the project or activity level you would like to note?
31. Have you encountered any opportunities that USAID may be able to exploit through future activities?
32. If USAID were to design a follow-on project, how would you advise them to change it to make it more effective?

What are key lessons learned from the four Kunci workforce development programs' implementation?

33. From your perspective, what are the most important lessons USAID should learn through the implementation of Kunci?

Youth Beneficiary Key Informant Interview Guide

Informed Consent

Hello. My name is [INTERVIEWER NAME]. I work with a firm called Social Impact; an independent evaluation company based in the US. We are conducting an evaluation of the USAID Kunci Project. This research will provide important information to USAID, project implementers, and other stakeholders about the project's performance. We hope that the research will influence similar programs in the future.

We hope to conduct remote interviews with 40 youth beneficiaries of the Kunci project. We are asking you to participate in this evaluation because of your involvement in this project. We kindly request approximately one hour of your time so we can hear about your experiences and opinions about the program. We have a notetaker who will take notes throughout the interview to ensure that we accurately capture you experiences and opinions.

Your participation in this study is completely voluntary. You have the right to refuse answering any specific questions or stopping the interview at any time with no consequences. There is no direct benefit for participating, other than knowing that you are providing information that can help the sector better plan for youth workforce programs in the future. Your decision to participate will not affect your current or future participation in youth workforce programs or any benefits you receive from such programs. There is no risk to participating, other than the time you could spend doing something else. There is no consequence if you choose not to participate.

Your personal identifying information such as your name and contact information will be kept confidential by the research team. We will not share your name in our report, but we will combine the results from all of the surveys together to include in our report.

Your views are important, and we hope that you will take the time to participate. If you have any questions about the study or your rights as a participant, you may contact Dr. Valentine J. Gandhi, Indonesia MEL Chief of Party at +62 812 852 532 44 or Social Impact at irb@socialimpact.com or +1-703-465-1884. If you have any questions for me, you are free to ask at any time during the interview.

Do you have any questions before we begin?

Do you agree to participate in this study?

Questionnaire

Date	
Respondent Name	
Respondent Position	
Interviewer	
Notetaker	

DEMOGRAPHICS

1. How old are you?
2. What district do you live in?
3. What is the highest level of education you have completed?
4. Are you currently a student?

KUNCI ENGAGEMENT

5. Which Kunci project(s) did you participate in? (LIST ALL THAT APPLY)
6. What types of services did you receive from this/these projects?
   a. (ASK ABOUT TRAINING TYPES, FOLLOW-ON SUPPORT, AND EXTRACURRICULAR ACTIVITIES)
7. When did you participate in this training?
8. Did you complete all components of the training?
   a. **(IF NOT)** Why?

		1	2	3	4	5
9.	How satisfied were you with the training **instructor**(s)?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

   a. **(IF 1 or 2)** Why are you unsatisfied with the instructor(s)?
   b. Is there anything Kunci could do to make instructor(s) more effective?

		1	2	3	4	5
10.	How satisfied were you with the training **curriculum**?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

   a. **(IF 1 or 2)** Why are you unsatisfied with the curriculum?
   b. Is there anything Kunci could do to make the curriculum more effective?

		1	2	3	4	5
11.	How satisfied were you with the amount of training **time**?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

   a. **(IF 1 or 2)** Why are you unsatisfied with the time?
   b. Is there anything Kunci could do to help make the time more effective?

12. Did the training provide you with any **job placement/entrepreneurship support** after the training?

		1	2	3	4	5
a.	**(IF YES)** How satisfied were you with this support?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

      b. **(IF 1 or 2)** Why are you unsatisfied with the support?

      c. **(IF YES)** Is there anything Kunci could do to make the support more effective?

13. What are the most useful skills and knowledge that you gained from the training?

EMPLOYMENT (FOR ALL <u>NON-ENTREPRENEURSHIP</u> TRAININGS)

14. Are you currently employed?

15. Were you employed when you started the training?

16. How relevant was the training to the **types of jobs** that are available in your area?
      a. Is there anything Kunci could do to improve the relevance of the training?

17. How relevant was the training to the **types of skills** you needed to fine new or better employment?
      a. Is there anything Kunci could do to improve the relevance of the training?

18. Did participation in the training directly lead to you getting a job?
      a. **(IF YES)**
            i. Do you think you could have gotten a job like this without participating in the Kunci program? (WHY)?

		1	2	3	4	5
ii.	How satisfied are you with your job?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

            iii. **(IF 1 or 2)** Why are you unsatisfied with your job?

      b. **(IF NO)**
            i. Why do you think the training did not directly lead to you getting a job?
            ii. Is there anything Kunci could do to improve the likelihood of youth getting jobs after the training?

ENTREPRENEURSHIP (<u>ONLY FOR ENTREPRENEURSHIP TRAINING</u>)

19. Do you currently have a business?

20. Did you have a business before you started the training?

21. How relevant was the training to the **skills** you need to become a (better) entrepreneur?
      a. Is there anything Kunci could do to improve the relevance of the training?

22. Did participation in the training directly lead to you starting a business?
      a. **(IF YES)**
            i. Do you think you could have started this business without participating in the Kunci program? (WHY)?

		1	2	3	4	5
ii.	How satisfied are you with your business?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

            iii. **(IF 1 or 2)** Why are you unsatisfied with your business?

      b. **(IF NO)**
            i. Why do you think the training did not directly lead to you starting a business?
            ii. Is there anything Kunci could do to improve the likelihood of youth starting businesses after the training?

CLOSE-OUT

		1	2	4	5

23.	To what extent would you recommend the training to other youth?	Strongly Not Recommend	Not Recommend	Recommend	Strongly Recommend

       a. **(IF 1 or 2)** Why would you not recommend the training?

24. What were the best parts of the training?
25. USAID had a desire to provide this project to "poor and vulnerable" youth.
       a. To what extent would you say the participants in this training were "poor and vulnerable"?
26. What are the most important things Kunci could do improve the training to better help youth gain new or better employment?

Trainers Key Informant Interview Guide

Informed Consent

My name is Mateusz Pucilowski. I am the Senior Director of Impact Evaluation at Social Impact and the Team Leader of the evaluation of the USAID Kunci Inclusive Workforce Development Initiative.

This evaluation will investigate the effectiveness of the Kunci project design, management, and implementation. We will inform USAID, project implementers, and other stakeholders about the project's performance and lessons learned, with the hope of influencing similar programs in the future.

We are asking you to participate in this evaluation because of your involvement in the project. The discussion will last approximately one hour. Your participation in this study is completely voluntary. If you start the interview and wish to stop at any time for any reason you may do so without penalty. You may also choose not to answer any question.

There are no direct benefits for participation in this study, other than contributing to knowledge that may help improve youth workforce development programming in the future. There are no direct risks to participating.

Your answers will be combined with information provided by other respondents and submitted in our report. We will not report your name in connection with any specific data or statement and will remove all indirect identifiers.

We have a notetaker who will take notes throughout the interview to ensure that we accurately capture you experiences and opinions.

If you have any questions or concerns, you may contact Social Impact's Project Manager for this activity, Julia Kresky, at jkresky@socialimpact.com, or the Social Impact Institutional Review Board at irb@socialimpact.com or +1 703 465 1884.

Do you have any questions before we begin?

Do you agree to participate in this study?

Questionnaire

Date	
Respondent Name	
Respondent Position	
Interviewer	
Notetaker	

1. Which Kunci projects have you been involved with?

2. What type of support did you receive from Kunci?

KUNCI ENGAGEMENT

		1	2	3	4	5
3.	How satisfied were you with the **training of trainers** provide by Kunci?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

    a. **(IF 1 or 2)** Why were you unsatisfied with the ToT?
    b. Is there anything Kunci could do to make the ToT more effective?

		1	2	3	4	5
4.	How satisfied were you with the training **curriculum?**	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

    c. **(IF 1 or 2)** Why are you unsatisfied with the curriculum?
    d. Is there anything Kunci could do to make the curriculum more effective?

		1	2	3	4	5
5.	How satisfied were you with the amount of training **time**?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

    a. **(IF 1 or 2)** Why are you unsatisfied with the time?
    b. Is there anything Kunci could do to help make the time more effective?

6. Did you provide youth with any **job placement/entrepreneurship support** after the training?

		1	2	3	4	5
a.	**(IF YES)** How satisfied were you with this support?	Very Unsatisfied	Unsatisfied	Neither Satisfied nor Unsatisfied	Satisfied	Very Satisfied

    b. **(IF 1 or 2)** Why are you unsatisfied with the support?
    c. **(IF YES)** Is there anything Kunci could do to make the support more effective?

How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of project and beyond?

a. What are the most useful skills and knowledge that youth gain from the training?

b. To what extent does the training help youth (1) acquire new/better jobs or (2) become entrepreneurs?
    a. Is there anything Kunci could do to make the training lead to better employment/entrepreneurship outcomes?

c. To what extent would you characterize your trainees as poor and vulnerable?

d. How sustainable do you think Kunci investments will be?
    a. (PROBE) on whether technical assistance has been institutionalized

How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?

    7. How would you characterize your coordination with Kunci?
        a. What worked well?
        b. What could have been improved?

What are key lessons learned from the four Kunci workforce development programs' implementation?

    8. What are the most important lessons USAID should learn through the implementation of Kunci?

Government Respondent Key Informant Interview Guide

Informed Consent

Hello. My name is [INTERVIEWER NAME]. I work with a firm called Social Impact, an independent evaluation company based in the US, conducting an evaluation of the Kunci Inclusive Workforce Development Initiative for the United States Agency for International Development (USAID). The evaluation serves to investigate and determine the effectiveness of the coordinated Kunci IWD project design, management, and implementation. This research will provide important information to USAID, project implementers, and other stakeholders about the project's performance and lessons learned. We hope that the research will influence similar programs in the future.

We expect to hold key informant interviews remotely with approximately 94 individuals, including USAID stakeholders, project implementers, beneficiaries, government respondents, and sectoral stakeholders. We are asking you to participate in this evaluation because of your involvement in the program or involvement in the workforce sector. We kindly request approximately one hour of your time so we can hear about your experience and opinions. We have a notetaker who will take notes throughout the interview to ensure that we accurately capture you experiences and opinions.

Your participation in this study is completely voluntary. There is no risk to participating, other than the time you could spend doing something else. There is no consequence if you choose not to participate. You may also refuse to answer any specific questions within the interview or stop participating at any time with no consequence. There is no direct benefit for participating, other than knowing that you are providing information that can help the sector better plan for youth workforce programs in the future.

Your personal identifying information will be kept confidential by the research team, including members of Social Impact and USAID, to the fullest extent possible permitted by local law, US law, and USAID policy. Results of the survey will be aggregated for analysis and published in a report at the end of the study. Your personal information, including your name and position, will not be disclosed in any publication and will be stored securely by the research team. After publication of the report, we will remove all identifying information from the data so that no individual can be identified, and the de-identified data may be submitted to USAID for publication.

Your views are important, and we hope that you will take the time to participate. If you have any questions about the study or your rights as a participant, you may contact [NAME], [LOCAL PHONE] or Social Impact at irb@socialimpact.com or +1-703-465-1884. If you have any questions for me, you are free to ask at any time during the interview.

Do you agree to participate in this study?

Do you have any questions before we begin?

Questionnaire

Date	
Respondent Name	
Respondent Position	
Interviewer	
Notetaker	

BACKGROUND

1. When did you first hear about the Kunci project?
2. In what ways have you worked with the Kunci project?

PROCESS

How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?

3. Did you directly participate in the BAA process?
    a. (IF NO) PROBE – What prevented you from participating in the process?
    b. (IF YES) PROBE – In what ways were you involved?
4. (IF YES) In what ways would you say the BAA process affected the <u>design</u> of the Kunci project?
    a. PROBE – Positive/Negative

How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of project and beyond?

5. Are you aware of the Kunci scaling up strategy?
6. (IF YES) How would you characterize the success of Kunci's Scaling Up to-date?
7. (IF YES) To what extent to you think Kunci's scaling plan has differentially affected beneficiary populations (*e.g.,* male/female)?
8. (IF YES) To what extent do you think Kunci's will succeed in continuing to scale through the end of their periods of performance?

What impact did the re-focusing of activities have on overall achievements?

9. Are you aware of the Kunci re-focusing?
10. (IF YES) To what extent do you think Kunci has succeeded in meeting re-focusing objectives to-date?
11. (IF YES) Have there been important unintended consequences of the re-focusing?
12. (IF YES) To what extent to you think Kunci's re-focusing has differentially affected beneficiary populations (*e.g.,* male/female)?

COLLABORATION/COORDINATION

How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?

Coordination

13. In what ways has Kunci coordinated with your Ministry/office/etc.?
14. To what extent do you feel that your Ministry/office/etc. has been sufficiently involved in the design and implementation of Kunci?
15. In what ways would you like to have been more involved?
16. What have been the greatest successes of Kunci coordination with your Ministry/office/etc?
17. What have been the most important limitations of Kunci coordination?

Stakeholders

18. Besides your Ministry/office, what are the most important stakeholders with whom Kunci should be coordinating/collaborating?
19. To what extent has Kunci succeeded in coordinating with these stakeholders?
20. To what extent has Kunci succeeded in collaborating with these stakeholders?
21. What have been the most significant limitations of engagement with these stakeholders?

LESSONS LEARNED

What are the key successes and opportunities that can be used/replicated in the future?

22. What are key Kunci successes that USAID could replicate in the future?
23. If USAID were to design a follow-on project, how would you advise them to change it to make it more effective?
24. Are there any opportunities that Kunci was not able to take advantage of that USAID should consider for future activities?

What are key lessons learned from the four Kunci workforce development programs' implementation?

25. From your perspective, what are the most important lessons USAID should learn through the implementation of Kunci?

TVET & Higher Education Key Informant Interview Guide

Informed Consent

My name is Mateusz Pucilowski. I am the Senior Director of Impact Evaluation at Social Impact and the Team Leader of the evaluation of the USAID Kunci Inclusive Workforce Development Initiative.

This evaluation will investigate the effectiveness of the Kunci project design, management, and implementation. We will inform USAID, project implementers, and other stakeholders about the project's performance and lessons learned, with the hope of influencing similar programs in the future.

We are asking you to participate in this evaluation because of your involvement in the project. The discussion will last approximately one hour. Your participation in this study is completely voluntary. If you start the interview and wish to stop at any time for any reason you may do so without penalty. You may also choose not to answer any question.

There are no direct benefits for participation in this study, other than contributing to knowledge that may help improve youth workforce development programming in the future. There are no direct risks to participating.

Your answers will be combined with information provided by other respondents and submitted in our report. We will not report your name in connection with any specific data or statement and will remove all indirect identifiers.

We have a notetaker who will take notes throughout the interview to ensure that we accurately capture you experiences and opinions.

If you have any questions or concerns, you may contact Social Impact's Project Manager for this activity, Julia Kresky, at jkresky@socialimpact.com, or the Social Impact Institutional Review Board at irb@socialimpact.com or +1 703 465 1884.

Do you have any questions before we begin?

Do you agree to participate in this study?

Questionnaire

Date	
Respondent Name	
Respondent Position	
Interviewer	
Notetaker	

BACKGROUND

1. Which Kunci projects has your (office) you been involved with?

2. In what ways has Kunci supported your (office)?

3. In what ways did this support change over time?

How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of project and beyond?

4. How effective has Kunci technical assistance been?
   a. What worked well?
   b. What could have been improved?

5. To what extent did Kunci support help your training better prepare youth for new and better jobs?
   a. Did Kunci's effectiveness change over time? (HOW)

6. To what extent did Kunci support affect the number of youth your (office) trained?

7. To what extent did Kunci affect the types of trainees you provided support to?

8. To what extent would you characterize your trainees as poor and vulnerable?
   a. (PROBE) on whether trainees pay any fees and whether kunci subsidizes costs

9. How sustainable do you think Kunci investments will be?
   a. (PROBE) on whether technical assistance has been institutionalized

How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?

9. How would you characterize Kunci's coordination with your (office)?
   a. What worked well?
   b. What could have been improved?

10. Besides your (office) what are the most important stakeholders with whom Kunci should be coordinating?
    a. To what extent has Kunci succeeded in coordinating with these stakeholders?

What are the key successes and opportunities that can be used/replicated in the future?

11. Is there anything Kunci could have done to better help youth find new and better employment?

What are key lessons learned from the four Kunci workforce development programs' implementation?

12. What are the most important lessons USAID should learn through the implementation of Kunci?

Sectoral Stakeholders Key Informant Interview Guide

Informed Consent

Hello. My name is [INTERVIEWER NAME]. I work with a firm called Social Impact, an independent evaluation company based in the US, conducting an evaluation of the Kunci Inclusive Workforce Development Initiative for the United States Agency for International Development (USAID). The evaluation serves to investigate and determine the effectiveness of the coordinated Kunci IWD project design, management, and implementation. This research will provide important information to USAID, project implementers, and other stakeholders about the project's performance and lessons learned. We hope that the research will influence similar programs in the future.

We expect to hold key informant interviews remotely with approximately 94 individuals, including USAID stakeholders, project implementers, beneficiaries, government respondents, and sectoral stakeholders. We are asking you to participate in this evaluation because of your involvement in the workforce sector. We kindly request approximately one hour of your time so we can hear about your experience and opinions. We have a notetaker who will take notes throughout the interview to ensure that we accurately capture you experiences and opinions.

Your participation in this study is completely voluntary. There is no risk to participating, other than the time you could spend doing something else. There is no consequence if you choose not to participate. You may also refuse to answer any specific questions within the interview or stop participating at any time with no consequence. There is no direct benefit for participating, other than knowing that you are providing information that can help the sector better plan for youth workforce programs in the future.

Your personal identifying information will be kept confidential by the research team, including members of Social Impact and USAID, to the fullest extent possible permitted by local law, US law, and USAID policy. Results of the survey will be aggregated for analysis and published in a report at the end of the study. Your personal information, including your name and position, will not be disclosed in any publication and will be stored securely by the research team. After publication of the report, we will remove all identifying information from the data so that no individual can be identified, and the de-identified data may be submitted to USAID for publication.

Your views are important, and we hope that you will take the time to participate. If you have any questions about the study or your rights as a participant, you may contact [NAME], [LOCAL PHONE] or Social Impact at irb@socialimpact.com or +1-703-465-1884. If you have any questions for me, you are free to ask at any time during the interview.

Do you agree to participate in this study?

Do you have any questions before we begin?

Questionnaire

Date	
Respondent Name	
Respondent Position	
Interviewer	
Notetaker	

BACKGROUND

1. When did you first hear about the Kunci project?
2. In what ways have you collaborated with the Kunci project?

PROCESS

How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?

3. Did you directly participate in the BAA process?
    a. (IF YES) In what ways would you say the BAA process affected the <u>design, management, or implementation</u> of the Kunci project?

How effective has the project scaling up strategy been to-date? Is there evidence that the intervention is likely to grow – scaling up and out – through the end of project and beyond?

4. Are you aware of the Kunci scaling up strategy?
    a. (IF YES) How would you characterize the success of Kunci's Scaling Up to-date?
    b. (IF YES) To what extent to you think Kunci's scaling plan has differentially affected beneficiary populations (*e.g.,* male/female)?
    c. (IF YES) To what extent do you think Kunci's will succeed in continuing to scale through the end of their periods of performance?

What impact did the re-focusing of activities have on overall achievements?

5. Are you aware of the Kunci re-focusing?
    a. (IF YES) To what extent do you think Kunci has succeeded in meeting re-focusing objectives to-date?
    b. (IF YES) Have there been important unintended consequences of the re-focusing?
    c. (IF YES) To what extent to you think Kunci's re-focusing has differentially affected beneficiary populations (*e.g.,* male/female)?

COLLABORATION/COORDINATION

How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?

Coordination

6. In what ways has Kunci coordinated with your organization?
7. To what extent do you feel that Kunci has sufficiently coordinated/communicated with your organization?
8. To what extent do you feel that Kunci has sufficiently collaborated with your organization?
9. In what ways would you like to have been more involved?
10. What have been the greatest successes of Kunci coordination with your organization?
11. What have been the most important limitations of Kunci coordination?

Stakeholders

12. Besides your organization, what are the most important stakeholders with whom Kunci should be coordinating/collaborating?
13. To what extent has Kunci succeeded in coordinating/collaborating with these stakeholders?
    a. (IF LOW) Why?

LESSONS LEARNED

What are the key successes and opportunities that can be used/replicated in the future?

14. What are key Kunci successes that USAID could replicate in the future?
15. What are some important challenges that Kunci has encountered?
16. If USAID were to design a follow-on project, how would you advise them to change it to make it more effective?
17. Are there any opportunities that Kunci was not able to take advantage of that USAID should consider for future activities?

What are key lessons learned from the four Kunci workforce development programs' implementation?

18. From your perspective, what are the most important lessons USAID should learn through the implementation of Kunci?

ANNEX VIII: SCOPE OF WORK

SCOPE OF WORK: KUNCI PROJECT PERFORMANCE EVALUATION USAID/INDONESIA

Purpose

The purpose of this performance evaluation is to investigate and determine the effectiveness of the coordinated Kunci workforce development project design, management, and implementation. The specific objectives of the evaluation are to: (1) review performance of the Kunci project as a whole, with a particular focus on the design and implementation, (2) identify success and opportunities of Kunci workforce development activities that are aligned with USAID/Indonesia's new CDCS, in particular the emphasis on Journey to Self-Reliance (J2SR); and 3) identify key lessons learned that can be used to improve future workforce development designs and other relevant Mission-wide activities.

Summary Information

Activity Name	Implementer	Award No.	TEC	Life of Activity	Province(s)	COR
Mitra Kunci	DAI	AIDOAA 11500014	15,000,000	1/9/2017–1/8/2022	West Central and East Java	Ester Manurung
JAPRI	IIE	AID-497-A-17-00005	$3,440,561 (Real TEC) $6,444,345 (as per agrmt)	4/13/2017-4/12/2022	West Central and East Java	Rizki Atina
YEP	FMI	AID-497-A-17-00003	$3,571,207 (Realistic TEC) $6,087,970.93 (as per agrmt)	2/28/2017-2/27/2022	West Central and East Java	Rizki Atina
RWAP	RTI	AID-497-A-17-0004	$4,851,968	3/20/2017-3/19/2021	Central Java	Hanif Saleh

Background

USAID/Indonesia has implemented Kunci workforce development Initiative since 2017 under the CDCS 2014-2018.[39] The four activities of the Kunci Initiative were designed to provide increased access to training and economic opportunities for Indonesian youth (18 - 34) to equip them with the right skills and aptitude to get gainful employment. The youth targeted by the Kunci Initiative are those whose earnings place them in the bottom 40% of the country's socioeconomic distribution or within vulnerable populations. These youth lack access to training that has usefulness and relevance with the needs of the labor market as well as support to match them with employment after training. The Kunci initiative is currently implemented through four different mechanisms: a Mitra Kunci contract, and three Cooperative Agreements namely, Jadi Pengusaha mandiRI (JAPRI), YouthWin through Economic Participation (YEP), and Ready-to-Work Accelerator Program (RWAP).

The Kunci Initiative was developed in 2015 through a USAID Broad Agency Announcement (BAA) co-design, co-creation process that sought to leverage interdependent parts of the workforce development system to foster collective impact and lead to transformational change. Several U.S. and Indonesian organizations participated in the co-creation process and prepared Concept Notes which were approved

---

[39] CDCS 2014-2018 was extended to 2020.

by USAID/Indonesia by the end of 2016. Through the co-design process, USAID identified and selected six activity Implementers (PIs) i.e., RWAP, JAPRI and YEP and Sinergi and *Ayo Inklusif!*, whose concepts would be piloted and tested in the priority Indonesian provinces of West Java, Central Java, and East Java. Each activity implementer consisted of a consortium made up of several organizations working together to implement their pilot concepts. Each PI was required to prove that their concepts could be scaled up, and those that met the requirement would be selected for continuation in a subsequent full implementation phase. The 18-month pilot was designed to test and refine innovative models for improving the workforce system that could be adopted and scaled up by Indonesian partners to achieve significant results. USAID conducted a scalability assessment of the pilots and determined that four PIs (RWAP, JAPRI and YEP and Sinergi, a grant under Mitra Kunci) continue to full implementation phase. The four activities started their full implementation phase in early 2018 and will be completed in FY 20 (Sinergi) and early of FY 22 RWAP, (YEP and JAPRI).

At the end 2018, USAID provided a new direction to the four Kunci activities to focus on building Indonesia's Journey to Self-Reliance and to demonstrate outcome-based results. Following this new direction, the main goal of Kunci activities was changed from providing access to training opportunities for 200,000 to the ultimate goal of improving training quality to equip youth with skills that enable them to get new and better employment. Consequently, all Kunci activities improved their approaches and strategies to meet the USAID's direction. Specifically, USAID modified the Scope of Work (SOW) of the Mitra Kunci in April 2019 and decreased the TEC from $22.8 to $15 million.

Brief description of the four Kunci activities are provided below.

1. <u>Mitra Kunci:</u> Mitra Kunci Initiative builds the capacity of Indonesia's education and training institutions, in both the public and private sectors, so youth can access and complete programs, build their market relevant skills, and successfully transition into employment.

2. <u>JAPRI:</u> JAPRI provides young entrepreneurs with training, mentoring services, and links to institutions that will help them start and grow their businesses. USAID JAPRI prioritizes youth with disabilities, young women facing economic challenges and low-income employable youth.

3. <u>YEP:</u> YEP drives a systemic change in how, where, and what foundational economic and life skills are taught to empower Indonesian youth to gain and maintain employment, and therefore effectively participating in the economy and financial system.

4. <u>RWAP:</u> RWAP enhances the capacity and quality of training centers and links them together through the creation of Learning and Innovation Networks.

Three of Kunci initiatives -- Mitra Kunci, YEP and JAPRI -- are scheduled to end in early 2022 while RWAP will be completed in March 2021. The remaining project duration allows the Mission to undertake timely independent evaluation to collect valuable insight from the project design process and implementation needed to inform designs of workforce development programs under the new CDCS.

Evaluation Questions

1. How did the BAA process affect (positively and/or negatively) the design, management, and implementation of Kunci activities?
2. How effective was the collaboration and coordination across the activities and with Kunci stakeholders and what are the best practices of collaboration?
3. How effective has the project scaling up strategy been to-date?[40] Is there evidence that the intervention is likely to grow – scaling up and out – through the end of project and beyond?

---

[40] This refers to how well the activities performed against the expectations set by their scaling up plans. Scaling up plans are a mandatory document for each Kunci activity with implementation expected upon completion of pilot phase (proof-of-concept phase)

4. What impact did the re-focusing of activities have on overall achievements?[41]
5. What are the key successes and opportunities that can be used/replicated in the future?
6. What are key lessons learned from the four Kunci workforce development programs' implementation?

Evaluation Methodology

It is recommended that the evaluation team consider a mixed-method evaluation approach to the extent possible. The methodology should combine a review of quantitative data and application of qualitative evaluation techniques to obtain information, opinions, and data from counterparts, contractors, partners, relevant GoI entities, beneficiaries, and other donors as appropriate. The approach should be participatory and should involve the use of appropriate data collection tools.

By using a mixed approach, the evaluation team will gain insight on the outcomes of the Kunci Initiative interventions (mostly from quantitative data collected by the different activities) and the processes (mostly qualitative information provided by the activities' staff and key informants) that lead to those outcomes.

The Evaluation Team will draft an evaluation methodology/design for USAID approval. The detailed methodology of this evaluation will be described by the Evaluation Team in the Work Plan; this will include presentation of an evaluation matrix that will explicitly link evaluation questions to particular data collection approaches and data sources. The team should start deciding on specific methodologies for the various activities during the Evaluation Team's initial planning meetings.

In choosing possible data collection methods, the evaluation design must consider the implications of an operating environment that has been significantly altered by the COVID-19 pandemic. Depending on the prevailing environment at the time of the evaluation, the Evaluation Team must propose an evaluation design that relies on remote monitoring/data collection methods as appropriate. This may include such methods as use of cellphones to conduct interviews through SMS, interactive voice response (IVR), or voice calls, or maximizing national data collection activities that are still active etc.

The following essential elements should be included in the methodology as well as the additional innovative methods proposed by the team:

Document Review: USAID/Indonesia will provide the Evaluation Team with a core list and/or copies of the awards, performance reports, relevant assessment reports, and other key Mission, GoI and implementing partner documentation before the evaluation begins. The Evaluation Team Leader will be responsible for expanding this background documentation as appropriate, review, prioritize, and distribute it to other team members for their review. All team members will review relevant documentation before their initial team meetings.

Key informant interviews: The team will conduct interviews to obtain feedback from a number of stakeholders sufficient to achieve saturation of perspectives from the following groups (list is not exhaustive):

- Relevant USAID offices;
- Kunci PIs at both HQ and field level;
- Key GoI representatives across national, and sub-national levels including field level staff where appropriate;
- Private Sector: representatives of business associations and business networks; individual businesses;
- Other stakeholders, *e.g.,* major donors, involved in workforce development.
- Staff from other relevant USAID implementing organizations

---

[41] Impact in this case refers to the result/effect – it does not imply the use of an experimental design in answering the question. The Evaluation Team will rely on qualitative data and monitoring data to come up with findings and conclusions regarding this question.

<u>Focus Group Discussions:</u> To the extent possible given travel restrictions and social distancing measures, the team will conduct group discussions (through group video conversations) with a range of representatives across the Kunci beneficiaries and stakeholders to obtain feedback on the perceived effects of the activity. Discussion groups will include balanced numbers of men and women; in addition, as appropriate to local circumstances sex- or age-segregated discussion groups will be used to promote free discussion by women, men, and youth. If Focus Group Discussions are not feasible, the team will define alternative methods of gaining beneficiary perspectives through an online survey, SMS survey, or other means.

<u>Site Visits:</u> Where site visits are not possible, the Evaluation Team can solicit time-stamped photos and videos of activity locations as appropriate while paying attention to matters of confidentiality. Staff from MELS and Kunci with support from USAID/Indonesia will assist in organizing logistics for all site visits or remote-based data collection approaches for the Evaluation Team.

<u>Data Analysis:</u> Team members will analyze Kunci documents and information gained from key informant interviews and other data collection methods in order to inform their findings and recommendations. The team will keep a record of meetings that take place and record the summaries of each meeting. Some quantitative analyses may be featured, for example, in the review of Kunci's performance monitoring data or in the analysis of the activity's efficiency. The Evaluation Team will analyze the information collected to establish credible answers to the questions and provide major trends and issues. USAID requires that evaluations explore issues of gender; thus, the evaluation should examine gender issues within the context of the evaluation of Kunci activities.

<u>Limitation:</u> Since key informant interview will be a major source for validation of information available from the activity, chances of bias are likely. The evaluation should carefully decide on the methodology and select interviewees in a way that the possibility of bias is avoided or reduced to a minimum. The Evaluation Team should also take systematic actions to counter any biases in interpretations of collected data by the team.

The methodology narrative of the evaluation report should discuss the merits and limitations of the final evaluation methodology, in particular, issues related to remote data collection methods as appropriate. The evaluation team will design appropriate tools for collecting data from various units of analysis. The tools will be shared with USAID during the evaluation and as part of the evaluation report.

Deliverables and Reporting Requirements

1. Evaluation Work Plan, to include evaluation methodology and instruments that will be applied to answer evaluation questions; evaluation schedule, list of people/groups to be interviewed, timeframe, and draft schedule of data collection activities.
2. In-briefing, to present and discuss a draft work plan.
3. Mid-term Briefing, update on progress, opportunities, challenges, and any requested revisions to schedule.
4. Debriefing, PowerPoint presentation of findings with bulleted response to evaluation questions, and discussion on development of recommendations
5. Draft Evaluation Report, clearly describing findings, conclusions, and recommendations. USAID will provide comments on the Draft Evaluation Report within ten working days of submission.
6. Final Evaluation Report following USAID standard evaluation report format and branding guidelines, within ten working days of receiving Mission comments on the draft report. The format of the final report is provided below. The report will be submitted in English, electronically.
7. *If primary quantitative data collection through remote data collection is pursued:* Submission of de-identified data to the Development Data Library. SI will not be required to submit notes or summaries of primary qualitative data.

Evaluation Schedule

Duration	Activities	*Important Considerations*
June 15 - 18	Document Review	
June 19 -Jul 2	Preparation of the work plan and evaluation design	*NB: July 3 is Independence Day (US)*
Jul 6 – Jul 10	USAID review of the work plan and evaluation design (Inception Report)	*Availability in the Mission.*
July 13 - 23	Instrument Design and Finalization of the work plan and evaluation design (Inception Report)	
July 24	In-brief	*Availability in the Mission.*
Jul 27 – Aug 21	Data collection	*NB: Methods (in-person or remote); size of key interview list; remote focus group discussions or one-on-one interviews; July 31 is Idul Adha and August 20 is Islamic New Year (both Indonesian Holidays)*
Aug 24–Sept. 2	Data analysis and findings	*Amount and type of data. August 17 is Independence Day (Indonesian)*
Sept. 3	Debriefing-	*Mission availability; different time zones*
Sept. 4 – Sept. 29	Report writing	*Length of time to meet report requirements and any additional requests/products. Sept. 7 is Labor Day (US)*
Sept. 30 – Oct. 14	USAID review of draft report	*October 12 is Columbus Day (US)*
Oct. 15 – Oct. 23	Incorporation of USAID comments and submission of revised draft report	
Oct. 26 - 30	USAID Final Review and Approval of Final Report	*Evaluation Team fully addresses USAID comments*
	Formatting of Report	

Estimated LOE

TASK	Team Leader	Evaluation Specialist	PD	PM	PA
- Review of project documents - Preliminary analysis of Kunci results	4	3	2	2	1
- Team Meeting (remote) - Draft Work Plan, including schedule, logistical arrangements, team member responsibilities, evaluation milestones - Draft evaluation methodology and proposed schedule and present to USAID for concurrence (to include list of tools, site visit schedule, interview list, additional data requests, evaluation design metric linking evaluation questions to data sources, analysis etc.)	7	5	2	3	2
- In-brief with USAID - Review key issues with USAID, Kunci, and key stakeholders as required	1	1	-	-	-
- Develop interview questionnaires and other tools to be used in data collection	8	5	2	3	-
- Key informant interviews, FGDs, site visits, other data collection (depending on status of lockdown)	17	17	-	1	1
- Completion of data collection - Analysis of data, including gender disaggregation - Development of initial findings	5	5	2	2	-
- Final Briefing with USAID - Initial drafting of Evaluation Report	2	1	-	-	-
Completion of draft report and submission to USAID	12	6	2	2	0.5
- Incorporation of USAID feedback - Submission of Final Report	3	2	0.5	1	1
- Formatting of Report				0.5	1
TOTAL	**59**	**45 (x2)**	**10.5**	**35**	**6.5**

Scheduling and Logistics

Funding and Logistical Support

The proposed evaluation will be funded through the USAID/Indonesia Monitoring, Evaluation, Learning Support (MELS) platform. MELS will be responsible for all off-shore and in-country administrative and logistical support, including identification and fielding appropriate consultants. If travel restrictions related to COVID-19 are eased, MELS will take care of arranging and scheduling meetings, international and local travel, hotel bookings, working/office spaces, computers, printing, and photocopying. The evaluation team should be able to make all logistic arrangements, including the vehicle arrangements, for travel within and outside Jakarta and should not expect any logistic support from the Mission. This role will shift to remote arrangements if the impact of the pandemic on travel is still in place. The team should also make their own arrangements on space for team meetings, and equipment support for producing the report.

Final Report Format

The total pages, excluding references and annexes, should not be more than 40 pages. The following content (and suggested length) should be included in the report:

1. Table of Contents

2. Abstract - The evaluation abstract of no more than 250 words should describe what was evaluated, evaluation questions, methods, and key findings or conclusions.

3. Executive Summary - concisely state the project purpose and background, key evaluation questions, methods, most salient findings and conclusions (plus recommendations and lessons learned as appropriate) (2-3 pp.);

4. Evaluation Purpose - purpose, audience, and synopsis of task (1 pp.);
   The Development Problem - highlight the development problem and the context in which intervention took place, including a summary of any relevant history, demography, socio-economic status etc. (1 pp.);

5. USAID's Response - brief overview of Kunci project, USAID program strategy and activities implemented in response to the problem, (2-3 pp.)

6. Evaluation Questions – state the evaluation questions as identified in the SOW (0.5 pp)

7. Methodology - describe evaluation methods in detail, including limitations (strengths, constraints and gaps related to issues such as data availability; any potential bias; such as measurement, interviewer, response etc., must be disclosed and implications on conclusions drawn (2-4 pp.);

8. Findings and Conclusions - describe and analyze findings for each objective area using graphs and tables, as applicable, and include data quality and reporting system that should present verification of spot checks, issues, and outcome (12-15pp.)

9. Recommendations - prioritized for each key area or evaluation focus; should be separate from conclusions and be supported by a clearly defined set of findings and conclusions (3-5pp.)

10. Lessons Learned- provide a brief of key technical and/or administrative lessons that could be used for future project or relevant program designs (2-4pp.);

11. References (including bibliographical documentation, meetings, interviews and focus group discussions);

12. Annexes –to include statement of work, documents reviewed, evaluation methods, data generated from the evaluation, tools used, interview lists and tables, conflict of interest forms for each evaluation team member, and summary information about evaluation team members including qualifications, experience and role on the team. Annexes should be succinct, pertinent and readable.

The final report should have the following criteria to ensure the quality of the report:

- The evaluation report should represent a thoughtful, well-researched and well-organized effort to objectively evaluate what worked in the project, what did not and why.

- Evaluation reports shall address all evaluation questions included in the scope of work.

- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the COR.

- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an Annex in the final report.

- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, etc.).

- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people's opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical and specific, with defined responsibility for the action.

The Final Evaluation Report should be submitted in Word and PDF formats and 12-point type font should be used throughout the body of the report, with page margins one-inch top/bottom and left/right. The Mission should receive three hard copies of the final version of the report and an electronic copy of the final report. MELS will submit the Final Evaluation Report to the Development Experience Clearinghouse.

Evaluation Team Composition

The Evaluation Team shall consist of five individuals with substantial experience in workforce development in mid or low-income countries with USAID and/or other donors. At a minimum, the evaluation team will consist of a team leader and four evaluation/technical experts. The evaluation team will be supported by three headquarters management staff: a project director, project manager, and project assistant.

1. Team Leader (International Staff) - The Evaluation Team Leader will be responsible for direct liaison with USAID, managing evaluation team personnel and assignment responsibilities, and producing high-quality evaluation deliverables, including the evaluation methodology and work plan, evaluation presentations and the draft and final reports. The Team Leader will work under the direct supervision of the MELS Chief of Party and will coordinate with and be supported by MELS evaluation specialists and research assistants.

Qualifications:
- Advanced degree in a relevant discipline, such as, training and development, workplace education and development, human resources, education, or instructional design, public policy, business administration or a social science, such as educational or organizational psychology or other relevant disciplines.
- Minimum of ten years of experience in development, with a significant experience in one or more of the following areas: workforce development, private sector engagement, business administration, etc.
- Significant performance evaluation experience, including prior experience designing data collection instruments, remote monitoring, and data analysis.
- Experience analyzing and synthesizing large amounts of data and information into meaningful conclusions and recommendations for strategic input and implementation.
- Have a proven track record in terms of leadership, coordination of evaluation of development projects.
- Have excellent writing, oral presentation, and organizational skills.
- Prior work experience in Southeast Asia is required, and prior experience in Indonesia is preferred.
- Familiarity with USAID workforce development programming approaches is an advantage.

2. Evaluation/Workforce Development Specialists (Indonesian Staff - two positions). These positions will work under the supervision of the Evaluation Team Leader and will be responsible for contributing to all

aspects of the evaluation, including supporting the development of the evaluation's methodology, designing data collection instruments, data collection and management, data analysis, and writing the draft and final reports.

Qualifications:
Evaluation team members will be selected based on a mix of the relevant skills that will be required for the assignment:

- Advanced degree in a relevant discipline, such as: public administration/policy; research skills; international development; workforce development; private sector engagement, public policy, or a similar field.
- Minimum of ten years of experience in development, with a significant experience in one or more of the following areas: workforce development, private sector engagement, business administration, similar social science sector.
- Minimum of five years of performance evaluation experience, including designing data collection instruments, conducting structured interviews, remote data collection, managing qualitative data.
- Knowledge of workforce development and programming approaches.
- Familiarity with approaches to engage the private sector to achieve development objectives.

United States Agency for International Development
Jakarta, Indonesia