



Evaluation Unit (EVAL)

- **Project Title:** Education and Skills Training for Youth
Independent Final Evaluation
- **TC/SYMBOL:** INS/06/15/NET
- **Type of Evaluation :** Independent Evaluation
- **Country(ies) :** Indonesia
- **Date of the evaluation:** September - October 2011
- **Evaluation Manager:** Pamornrat Pringsulaka
- **Administrative Office:** CO-Jakarta
- **Technical Backstopping Office:** EMP/SEED; EMP/SKILLS; and IPEC
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- **Date project ends:** October 2011
- **Donor:** *country (budget US\$):* Government of the Netherlands
- **Key Words:** Youth employment, child labour, Enterprise
development, Entrepreneurship education, skills development
- **Evaluation Budget:** USD 55,277

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Acronyms and Abbreviations

3Rs	Rights, Responsibilities, & Representation
ABKIN	Guidance and Counseling Association of Indonesia
APA	Annual Performance Agreements
APBD	Anggaran Pendapatan dan Belanja Daerah (Regional Annual Government Budget)
APBN	Anggaran Pendapatan dan Belanja Nasional (National Annual Government Budget)
APINDO	Indonesian Employers' Association
BAPPEDA	Badan Perencana Pembangunan Daerah (Provincial Development Planning Agency)
BAPPENAS	National Development Planning Agency
BKSP	Badan Koordinasi Serftifikasi Profesi (National Coordinating Agency for Professions' Certification)
BLK	Balai Latihan Kerja (Vocational Training Centre)
BLKI	Balai Latihan Kerja Industri (Industrial Vocational Training Centre managed Centre)
BLTKI	Balai Latihan Tenaga Kerja Indonesia (Indonesian Employees Training Centre)
BNSP	Badan Nasional Standardisasi Profesi (National Competency Standards Certification Agency)
BP3D	Badan Perencana dan Pengendalian Pembangunan Daerah (Regional Planning and Monitoring Board)
BPPNFI	Balai Pengembangan Pendidikan (Non –Formal and Informal Education Development Institute)
CBT	Competency-based Training
CEA	Community Employment Assessment
CLMS	Child Labor Monitoring System
DAC	District Action Committee
DWCP	Decent Work Country Program
EAST	Education and Skills Training for Youth Employment
EFA	Education for All
FPR	Financial Progress Report

GA	Get Ahead in Business
GoI	Government of Indonesia
IA	Implementing Agency
IDR	Indonesian Rupiah
ILO	International Labor Organization
IPEC	International Programme on the Elimination of Child Labor
IRIS	Integrated Resource Information System
ISO	International Organization for Standardization
JEC	Job and Education Counseling
KAB	Know About Business
KADIN	Kamar Dagang dan Industri Indonesia(Indonesian Chambers of Commerce)
KSBSI	Konfederasi Serikat Buruh Indonesia (Confederation of Indonesian Labor Unions)
KSPSI	Konfederasi Serikat Pekerja Seluruh Indonesia (Confederation of Indonesian Trade Unions)
LEMBARA	Lembaga Pengembangan dan Pemberdayaan Masyarakat (Community Development and Empowerment Agency)
LFA	Logical Framework Analysis
LF	Logical Framework
LMIA	Labor Market Information and Analysis
LMS	Labor Market Survey
LP2KM	Lembaga Pengembangan Pendidikan dan Ketrampilan Masyarakat(Community Education and Skills Development Agency)
LPK	Lembaga Kursus dan Keterampilan (Vocational Training Institute)
LPMP	Lembaga Penjamin Mutu Pendidikan(Education Quality Assurance Institute)
LPPM	Lembaga Pendidikan dan Pengembangan Masyarakat(Community Education and Empowerment Institute)
LSP	Lembaga Sertifikasi Profesi(Authorized Agency for Professional Certification)
M&E	Monitoring and Evaluation
MFI	Micro Finance Institution
MGBK	Musyawarah Guru Bimbingan Karir(Counseling Teachers' Assembly)

MGMP	Musyawarah Guru Mata Pelajaran (Regular Assembly meeting of subject teachers)
MIS	Management Information System
MoMT	Ministry of Manpower and Transmigration
MoNE	Ministry of National Education
MOU	Memorandum of Understanding
MTE	Mid Term Evaluation
MTU	Mobile Training Unit
NAP	National Action Plan
NFE	Non Formal Education
NGO	Non-Governmental Organization
NSC	National Steering Committee
OJHS	Open Junior High School
ORS	One Roof School
P4TK	Pusat Pengembangan dan Pemberdayaan Pendidikdan Tenaga Kependidikan (Centre for Development and Empowerment of Teachers and Education Personnel)
PC	Project Coordinator
PERDU	Community Development and Nature Conservation Agency
PGA	Participatory Gender Audit
PGRI	Persatuan Guru Republik Indonesia(Teachers Association/ Trade Union)
PKBM	Pusat Kegiatan Belajar Masyarakat(Community Learning Centre),
PNF	Pendidikan Non-Formal (Non-Formal Education)
PNPM	Program Nasional Pemberdayaan Masyarakat(National Program for Community Empowerment)
PPC	Provincial Program Coordinator
PSC	Provincial Steering Committee
PWD	Persons with Disabilities
RENSTRA	Rencana Strategis (StrategicPlan)
SCREAM	Supporting Child Rights through Education ,Arts and Media
SIYB	Start and Improve Your Business

SMA	Sekolah Menengah Atas (Higher Secondary School)
SMK	Sekolah Menengah Kejuruan (Vocational Secondary School)
SMP	Sekolah Menengah Pertama(Junior Secondary School)
TA	Technical Assistance
TAB	Technical Advisory Board
TCP	Technical Cooperation Program
TPR	Technical Progress Report

Executive Summary: Education and Skills Training for Youth Employment

Background & Context:

In 2005 when the Education and Skills Training for Youth Employment (EAST) project was developed, youth (15 to 29 years of age) represented nearly 26 per cent of the Indonesia population. More than 39 per cent of this youth population was classified as unemployed¹ with the rate varying from about 70 per cent of 15 and 16 year olds not in school to about 20 per cent for 24 year olds. Overall the unemployment rate for those 15 and 24 was estimated to be at least 30 per cent². The dynamics of a modernizing Indonesian economy as well as global and regional economic integration have resulted in a growing youth employment challenge despite improvements in national indicators of educational attainment.

The EAST project represents a continuation and evolution of more than 10 years of ILO engagement with the Government of Indonesia in the areas of child labor and youth employment. While EAST is a large and complex project, many of the project activities and interventions expand and refine current mechanisms for implementing existing GOI strategies or develop new innovations for implementing those strategies.

Project Logic

EAST Development and Immediate Objectives	
Development Objectives:	
1.	Effective progress with National Plan of Action on Worst Form of Child Labour (WFCL).
2.	Education and training systems and policies better equip young people for employment and entrepreneurship.
Immediate Objectives:	
1.	The capacity of national, provincial and kabupaten level stakeholders to prevent child labour and improve access to education is enhanced through pilot programmes supporting MoNE Strategic Plan Initiatives.
2.	The relevance of lower secondary education is increased through provision of an extracurricular prevocational skills programme.
3.	Students in secondary school are in a position to make well-informed choices about education, training and career plans.
4.	Access of disadvantaged youth to relevant and market oriented livelihood and core work skills development opportunities is increased.
5.	Public technical training centres (BLK) deliver competency based training courses according to market demand.
6.	Young people have access to enhanced entrepreneurship and business creation education.
7.	Provincial and district structures and networks have enhanced capacity for policy advocacy using an improved knowledge base on child labour, education and youth employment.

¹ Indonesia's youth labour market and the impact of early school drop out and child labour on work and life experience, a study for ILO by TNS, May 2006.

² *ibid*

The EAST project tested an innovative comprehensive approach to addressing youth employment. The project combined both “upstream” and “downstream” initiatives targeting the dual tasks of preventing early school leaving and expanding quality opportunities for out of school youth to develop skills that improve their employability and productivity in self-employment.

Upstream strategies were designed to keep children in school and to improve the quality and relevance of school experiences. These upstream strategies included:

- Investments in improving the capacity of local stakeholders (provincial and district) to monitor and intervene in the area of child labor through support to local action committees.
- Improving the quality and relevance of primary schooling by providing training on more active child centered teaching methods.
- Encouraging the development of important “soft skills” for lower secondary school students through support for an extracurricular prevocational skills program that combined more traditional pre vocational tasks with new inputs focused on developing skills like communication and collaboration.
- Improving the capacity of teachers and counselors to provide quality and relevant personal and vocational guidance to enable youth to make better informed choices about training and career plans through the development of a job and education counseling package.

Downstream initiatives were designed to improve the skills and productivity of youth who were already outside the formal schooling system. These EAST components included:

- Support for improving the quality and relevance of course offerings in formal vocational training centers (3 BLKs). Technical and financial support was provided for investments in physical capacity and training management as well as the subsidization of course costs for poor disadvantaged youth.
- Technical and financial support for the development and delivery of competency based short term skills training that demonstrated explicit consideration of local labor market demand. Delivery of the courses was supported through the subsidization of course costs for poor disadvantaged youth.

Gender was a significant focus of the project, both in terms of specific initiatives to provide tools and capacity to analyze gender issues as well as the prioritization of girls and young women as project beneficiaries in all of the project initiatives.

The development objectives of the EAST project are central components of the Decent Work Country Program for Indonesia. EAST project activities address country program objectives in reducing the worst forms of child labor and improving opportunities for employment or self-

employment for young persons through increasing the quality and relevance of available training and education.

Drawing on previous experience ensured that EAST was able to provide quick impact for children and youth and at the same time generate and test new innovative approaches to reducing child labor and improving opportunities for out of school youth. Capacity development for the relevant stakeholders was an important aspect of each project component and the various government, employer, and worker organization partners received significant investments in their capacity.

Purpose, scope and clients of the evaluation

The ILO guidelines on independent evaluation provide the structure for the EAST final evaluation. The purpose of the evaluation expressed in the TOR is to assess project achievements as well as efforts to promote the sustainability of those achievements. The TOR defines the scope of the evaluation as all components (7) of the EAST project over the entire implementation period and across the project sites (more than 30 districts in 6 provinces).

In addition to evaluation questions identified in the ILO guidelines and the TOR, additional themes emerged from preliminary conversations with the Director of the ILO office in Jakarta and the UN Resident Coordinator for Indonesia. The ILO has an extensive history of engagement in Indonesia. For the Jakarta office how this history – especially in the areas of child labor and youth employment - enabled ILO to execute the EAST project and how this history as well as ILO expertise and global/regional linkages may present opportunities to build upon EAST are of considerable interest.

From the perspective of the overall role of the UN in Indonesia the value of a project like EAST is its contribution to supporting GoI efforts to “change the way business is done.” Influence on policy, strategies and practices have potential for important and sustainable impacts while UN funded or executed service delivery can make only minimal and unsustainable contributions in a country the size of Indonesia.

This final evaluation is not a catalogue of all EAST activities and products. The evaluation guidelines are intended to focus the final evaluation on a set of analytical criteria and the guidelines to the length of the evaluation report function as a means to ensure that some effort is made to focus on the most relevant and important evaluation questions and not to be a duplication of the final Technical Progress Report (TPR). For those interested in summaries of activities the TPR is the appropriate source.

Methodology of evaluation

The evaluation team for the EAST independent final evaluation is composed of three professionals. None of the evaluators has any prior connection with the EAST project.

The size, complexity (7 components) and geographical dispersion of the project limited field visits to just a very few of the literally hundreds of schools and training programmes and other project sites supported by EAST. With such a small sample of direct observations generalizations from field visits must be interpreted with caution. The evaluators do not attempt to extrapolate impact or quantitative project outcomes from the few sites that could be visited but rather used the field visits to supplement other sources of information in order to address the evaluation themes provided by the ILO (from independent evaluation TOR):

- Design:
- Managing for results
- Synergy among components and with other interventions
- Substantive results
- Constituents and partners capacity
- Gender mainstreaming
- Exit strategy/Transition/Post project strategy

To assess these aspects of EAST the final evaluation team

Reviewed project documents: TPRs, TCPs, Research products and policy briefs produced, materials/modules developed and tracer study impact reports.

Interviewed key informants and partners at national level: Relevant directorates and sub directorates at national and subnational level of the Ministry of Education, Ministry of Manpower and Transmigration, BAPENAS, BAPEDA, Ministry of Women's Empowerment and Child Protection, representatives of organized labor, representatives of employer associations, representatives from project funder (Government of the Netherlands), and representatives from other national and international organizations contributing to project development and/or implementation (including master trainers). In addition some telephonic conversations were held with ILO staff and collaborators outside of Indonesia who had previously participated in or supported EAST project design and/or implementation. A list of informants is found in Annex 2 of this report.

Conducted field work in 5 of 6 provinces of EAST implementation:

Consultants made 3 to 4 day visits to 5 of 6 each provinces of EAST implementation³. Districts and project sites to be visited were conditioned upon logistical feasibility in the short time available for field work. Field visits took place in:

- NTT province: Kupang Municipality, Kupang District
- Papua province: Kota Jayapura, District Jayapura
- South Sulawesi: Makassar, Takalaar
- Aceh: Aceh Besar: Banda Aceh

³ A scheduled visit to Maluku province (Ambon municipality and district) had to be cancelled at the last minute due to security concerns resulting from communal conflicts. EAST project staff from Maluku were able to travel to Jakarta and meet with the evaluation team.

- West Papua: Sorong and Manokwari

Main Findings & Conclusions

The ambitious scope of the EAST project combined seven project components that:

- strengthened official bodies that address child labor at the provincial and district level,
- provided capacity and materials for schools to make children aware of their rights and responsibilities and creating school environments that are child centered and attractive to children,
- created and implemented a new approach to fostering personal and social skills through pre vocational activities that improve chances for school and workplace success,
- integrated formal counseling on educational and career choices into secondary school programmes,
- made available to out of school disadvantaged youth opportunities for vocational training that was relevant to local labor market needs and of good quality,
- facilitated the revitalization process at 3 BLKs,
- supported the development of systems and strategies for improving productive self-employment opportunities for youth and
- produced relevant research and policy briefs in the areas of child labor and youth employment.

The project met – or will meet – most of the quantitative targets specified in the original project document. The project has raised the level of awareness on child labor issues in project areas and left behind a strong network of institutions and individuals with excellent knowledge and experience in addressing child labor and youth employment issues.

Through EAST a number of already proven materials were successfully adapted for use in Indonesia and new materials (for example 4 in 1, JEC) have been developed through EAST experiences and in collaboration with EAST partners. The human and material resources (modules, materials, instruments, etc.) represent investments that can be recruited for improving and/or expanding the EAST approaches. The project was implemented in a very efficient manner with significant logistical challenges due to the distribution of the project sites and implementation in areas of Indonesia where implementing partners tended to have less experience and capacity than in other parts of the country.

The evaluation team feels it is important to see these significant accomplishments of the project separate from the considerations of sustainability and expansion. The project design appeared to assume that strategies, instruments, practices and materials that were implemented in EAST would be adopted and implemented more widely – and this view is sometimes echoed by EAST staff. The evaluation team did not see evidence of these claims. Clearly GoI will continue to prioritize child labor and youth employment but we

feel that is quite independent from the wider proliferation of approaches developed and tested through EAST. On more than one occasion the evaluation team heard from government partners the seemingly inconsistent message that they were not “involved” in the project but that the project should be continued. We interpreted these comments as a recognition that EAST interventions were quality initiatives addressing critical issues in the areas of child labor and youth employment, but that much more work would still be required before these practices can be owned and incorporated into government systems.

The evaluation team does not see this as weakness or failure in implementation but rather a faulty assumption embedded in the project design. Furthermore we do not see these challenges to sustainability or expansion of the EAST achievements as the result of choices that were made in implementation but rather as indications of what actions are still required to fully realize the returns to the investment in the EAST project.

Indeed recent indications suggest that EAST has strengthened ILO’s credibility with GOI in the area of youth employment in Indonesia. ILO Jakarta continues to be sought out to make contributions to GOI strategic thinking in this area through both formal and informal contacts and EAST has expanded the menu of country-specific interventions and strategies promoting youth employment in Indonesia.

This capacity to support efforts to improve prospects for youth in Indonesia can be consolidated still further. As the EAST project closes we still do not understand sufficiently the successes and constraints of many of the approaches. While the evaluation team found that many of the approaches were seen by stakeholders as successful, without more concrete and rigorous assessment of results it will be more difficult to effectively advocate for the adoption of particular approaches or strategies – especially since many of these approaches represent a change in the way “business is done”.

Recommendations:

To fully capitalize on EAST achievements the ILO country office can take a number of steps. These steps would further strengthen ILOs capacity as an important and strategic collaborator in supporting GOI policy and strategy development. The recommendations presented would likely require some modest amount of additional resources.

1. Identify the EAST initiatives (components) that are the most strategic and where ILO has a comparative advantage.

ILO should identify the EAST components where ILO has a comparative advantage. For example, regardless of the quality of SCREAM and 3Rs there are many other government and non-government partners promoting inclusive child friendly methods in schools. JEC, on the other hand, was enthusiastically received in the field and is an area that has been relatively ignored by GOI and development

partners. EAST work in entrepreneurship for disadvantaged youth – especially in combining skills training with entrepreneurship training and (at times) business development also appears to be an area with the potential to affect the national agenda and is an area where ILO can draw on their significant national and international resources and experience. The evaluation team has chosen JEC and youth entrepreneurship as examples but ILO Jakarta in consultation with partners is best positioned to identify 2-4 EAST strategies/interventions as areas with significant potential for impact and where ILO can continue to make significant contributions.

2. Undertake a systematic and rigorous assessment of these strategic initiatives

The evaluation team has maintained throughout this document that our understanding of the processes and impact of the EAST initiatives is incomplete. If ILO is to actively promote and advocate for a particular strategy or approach it must be on the basis of a clear understanding of the processes and outcomes. These assessments of the strategic initiatives should provide a concise description of the intervention, the factors which affect outcomes, the necessary inputs and the costs/budgetary implications of wider implementation and institutionalization. Clearly resources for such an activity are limited making a strategic choice about which EAST initiatives offer the best potential for supporting government (as well as labor and the private sector) efforts to improve schooling and training outcomes.

3. ILO should develop and implement a strategy for promoting these best practices from EAST.

Having one or more well defined and tested interventions does not mean that they will necessarily be implemented. “Changing the way business is done” requires efforts to convince and encourage decision makers to overcome the inertia of past practice and create new incentive structures that promote good practice. This will not happen on its own. The evaluation team recommends that the ILO develop a formal communication strategy for marketing these approaches to decision makers at all levels. This plan would include workshops at various levels (national, provincial, district) that provided decision makers the opportunity to interact with EAST implementers and evaluators. The human resources develop through EAST (individuals and institutions that demonstrated excellence during the EAST project) should be supported to play a leading role in this strategy.

1. Background and Context

1.1. Project context

In 2005 when the Education and Skills Training for Youth Employment (EAST) project was developed, youth (15 to 29 years of age) represented nearly 26 per cent of the Indonesia population. More than 39 per cent of this youth population was classified as unemployed⁴ with the rate varying from about 70 per cent of 15 and 16 year olds not in school to about 20 per cent for 24 year olds. Overall the unemployment rate for those 15 and 24 was estimated to be at least 30 per cent⁵. The dynamics of a modernizing Indonesian economy as well as global and regional economic integration have resulted in a growing youth employment challenge despite improvements in national indicators of educational attainment.

The EAST project represents a continuation and evolution of more than 10 years of ILO engagement with the Government of Indonesia in the areas of child labor and youth employment. While EAST is a large and complex project, many of the project activities and interventions expand and refine current mechanisms for implementing existing GOI strategies or develop new innovations for implementing those strategies.

In this on-going partnership with GOI the ILO has drawn on its technical expertise and international and regional experience to support and encourage efforts to develop a more complete understanding of the causes and consequences of high levels of youth unemployment and falling - but still troubling - amounts of child labor in Indonesia and to elaborate effective responses based on this knowledge. In addition, the ILO has leveraged financial and technical resources for the development and testing of responses through the activities of various short term projects over the ten year period. In providing this support the ILO has acted proactively to encourage discussion and collaboration between government, employers and workers' organizations in addressing youth employment.

An important milestone from this ten year period was the elaboration of the Indonesian Youth Employment Action Plan 2004-2007. This plan formalized the priorities of strengthening the labor market orientation of the education and training systems and combined a focus both on entrepreneurship for young persons and formal sector employment. The plan also emphasized ensuring that girls and young women were provided equal opportunities for skills development and productive employment. The EAST project embodied these priorities and contributed to refining their realization in Indonesia.

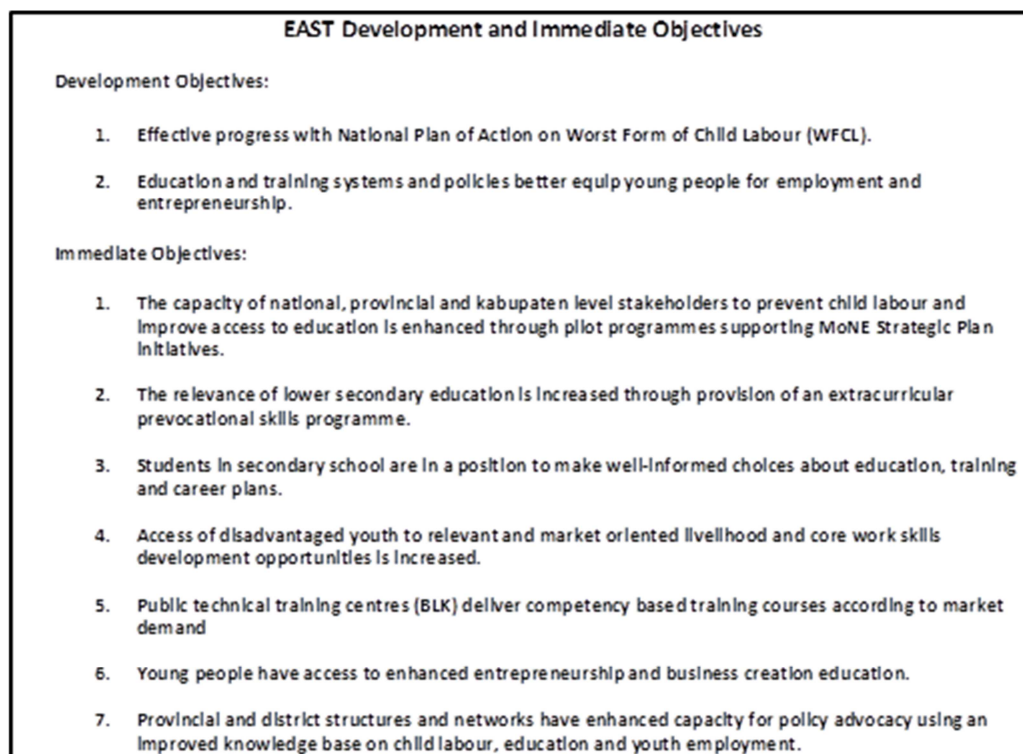
A key characteristic of previous short term ILO managed projects was the focus on regional and even local strategies to address national youth employment priorities. Local consultations and an emphasis on labor market information development played an important part in

⁴ Indonesia's youth labour market and the impact of early school drop out and child labour on work and life experience, a study for ILO by TNS, May 2006.

⁵ *ibid*

previous short term projects such as, The Youth Employment Plan for East Java (ILO YEP) and Job Opportunities for Youth (JOY)⁶. Through these projects interventions like Start and Improve Your Own Business (SIYB) and Know About Business⁷ were more widely disseminated in Indonesia. In addition, a long history of ILO work in the area of child labor through IPEC supported initiatives provided ILO Indonesia with experience and tested strategies for retaining at risk children in school and working with communities to identify working children and reintegrate them into education. These and other ILO Indonesia experiences in child labor and youth employment were refined and incorporated into the EAST project.

1.2. Project Logic



The EAST project tested an innovative comprehensive approach to addressing youth employment. The project combined both “upstream” and “downstream” initiatives targeting the dual tasks of preventing early school leaving and expanding quality opportunities for out of school youth to develop skills that improve their employability and productivity in self-employment.

Upstream strategies were designed to keep children in school and to improve the quality and relevance of school experiences. These upstream strategies included:

⁶ Both IYEP and JOY were funded by the Kingdom of the Netherlands

⁷ Programs developed by ILO in other country contexts.

- Investments in improving the capacity of local stakeholders (provincial and district) to monitor and intervene in the area of child labor through support to local action committees.
- Improving the quality and relevance of primary schooling by providing training on more active child centered teaching methods.
- Encouraging the development of important “soft skills” for lower secondary school students through support for an extracurricular prevocational skills program that combined more traditional pre vocational tasks with new inputs focused on developing skills like communication and collaboration.
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Gender was a significant focus of the project, both in terms of specific initiatives to provide tools and capacity to analyze gender issues as well as the prioritization of girls and young women as project beneficiaries in all of the project initiatives.

The development objectives of the EAST project are central components of the Decent Work Country Program for Indonesia. EAST project activities address country program objectives in reducing the worst forms of child labor and improving opportunities for employment or self-employment for young persons through increasing the quality and relevance of available training and education.

Drawing on previous experience ensured that EAST was able to provide quick impact for children and youth and at the same time generate and test new innovative approaches to reducing child labor and improving opportunities for out of school youth. Capacity development for the relevant stakeholders was an important aspect of each project

component and the various government, employer, and worker organization partners received significant investments in their capacity.

1.3. Funding and Organizational Arrangements for Implementation

The project was executed under the responsibility of the Ministry of National Education and the Ministry of Manpower and Transmigration and coordinated by BAPPENAS – the National Development Planning Agency. Financial and technical support was provided by the Netherlands Government and project implementation and funds management was provided by the ILO. The implementing agencies (such as Ministry of Manpower and Transmigration, Ministry of Education, other government entities, NGOs, and private training providers) were provided with the funds on the basis of specific ‘Action Programmes’ specifying detailed budget and outputs.

A National Steering Committee (NSC) as well as Provincial Steering Committees were formed and convened once a year to review and discuss results of the project. A Project Support Unit (PSU) was formed at ILO Jakarta consisting of one Chief Technical Adviser (CTA); three National Programme Officers (NPOs) on Child Labor/Education, on Entrepreneurship and on Skills, one Finance/Administration Officer (FAO), two Programme Assistants (PA), one Finance Assistant/Secretary (FAS) and two additional technical experts were attached to the Jakarta office. In addition 6 field offices were established. Each field office (6 provinces) was staffed by a local project coordinator, a local project officer and an administrative assistant. In Aceh, Papua and West Papua an additional vocational and technical education staff member was included to support component 5 – the revitalization of the BLKs.

The project budget was USD 22,675,772 including programme support costs and unforeseen expenses. The original budget framework contemplated that about 46 per cent of the total budget would be spent on subcontracts to be implemented mostly by partners in participating provinces and on training activities by ILO and implementing partners. About Around 29 per cent of the original budget was allocated to staff costs, including the cost of national and international consultants. Twelve per cent of the total budget was allocated to procurement of equipment and operations, of which 63 per cent is was intended for the revitalizations of the technical training centers in the participating provinces.

The occasion of the award of this large technical cooperation project (EAST) to the ILO country office in Indonesia was supported by the first comprehensive roll out of the ILO Integrated Resource Information System (IRIS) to a country office. The roll out of IRIS to the Jakarta office presented an opportunity for the ILO to learn important lessons for on-going dissemination of IRIS to ILO country offices as well as improving the efficiency of EAST project implementation by consolidating key administrative and financial management procedures into one single real

time results based management system. ILO provided on-site technical support for this transition.

2. Scope, Purpose and Objectives of the Evaluation

The ILO guidelines on independent evaluation provide the structure for the EAST final evaluation. The purpose of the evaluation expressed in the TOR is to assess project achievements as well as efforts to promote the sustainability of those achievements. The TOR defines the scope of the evaluation as all components (7) of the EAST project over the entire implementation period and across the project sites (more than 30 districts in 6 provinces).

In addition to evaluation questions identified in the ILO guidelines and the TOR, additional themes emerged from preliminary conversations with the Director of the ILO office in Jakarta and the UN Resident Coordinator for Indonesia. The ILO has an extensive history of engagement in Indonesia. For the Jakarta office how this history – especially in the areas of child labor and youth employment - enabled ILO to execute the EAST project and how this history as well as ILO expertise and global/regional linkages may present opportunities to build upon EAST are of considerable interest.

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2.1 Methodology and Key Evaluation Criteria

The evaluation team for the EAST independent final evaluation is composed of three professionals. None of the evaluators has any prior connection with the EAST project.

The size, complexity (7 components) and geographical dispersion of the project limited field visits to just a very few of the literally hundreds of schools and training programmes and other project sites supported by EAST. With such a small sample of direct observations generalizations from field visits must be interpreted with caution. The evaluators do not attempt to extrapolate impact or quantitative project outcomes from the few sites that could

be visited but rather used the field visits to supplement other sources of information in order to address the evaluation themes provided by the ILO (from independent evaluation TOR):

- **Design:** Provide inputs and recommendations to the project design, the scope and complexity (comprised several components e.g. child labor, youth employment, skills and vocational training, etc.), size, and geographical coverage.
- **Managing for results:** a) whether the project of this size has in place an adequate M&E system and capacity in order to monitor its progress towards achieving the project impact and outcome b) to what extent the project has adapted to challenges and changing circumstances (both opportunities and risks) and what are the contributing factors.
- **Synergy among components and with other interventions:** to what extent each component of the EAST project has contributed and how these components have complemented each other to achieve the development objective. Further, to what extent the EAST has made linkages to other interventions (other ILO interventions or others') for better or more effective results and sustainability.
- **Substantive results:** analyze the major results achieved (including tools and models for *replication*) and the contributions made to Indonesia DWCP, to government and social partners' policy/schemes (including the medium term development goals of Government of Indonesia/ and the provincial development plans in the case of provincial interventions) and identify the factors and processes which were responsible for the achievement of those results.
- **Constituents and partners capacity:** To what extent has the project increased the capacity of tripartite constituents and partner organizations to address child labor, skills development and entrepreneurship opportunities for youth in the following areas: 1) organizational capacity; 2) greater involvement of the social partners in project implementation; and 3) mobilization of social partners to ensure enabling environment i.e. to have child labor, relevant skills training, and entrepreneurship for youth in their portfolio of work.
- **Gender mainstreaming:** To what extent the EAST project has succeeded in mainstreaming gender equality in its work (outputs/outcomes) and its processes? To what extent achieved EAST a systemic impact in the area of gender mainstreaming at policy and system and institutional levels?
- **Exit strategy/Transition/Post project strategy:** Assess strategies taken by EAST for an exit strategy and how the ILO should move forward on the post- project work. Assess how EAST achievements have supported the priorities of Indonesia Jobs Pact, provincial and national government programmes and eventually the design of next DWCP.

To assess these aspects of EAST the final evaluation team:

Reviewed project documents:

TPRs, TCPs, Research products and policy briefs produced, materials/modules developed and tracer study impact reports.

Interviewed key informants and partners at national level:

Relevant directorates and sub directorates at national and subnational level of the Ministry of Education, Ministry of Manpower and Transmigration, BAPENAS, BAPEDA, Ministry of Women's Empowerment and Child Protection, representatives of organized labor, representatives of employer associations, representatives from project funder (Government of the Netherlands), and representatives from other national and international organizations contributing to project development and/or implementation (including master trainers).

In addition some telephonic conversations were held with ILO staff and collaborators outside of Indonesia who had previously participated in or supported EAST project design and/or implementation. A list of informants is found in Annex 2 of this report.

Conducted field work in 5 of 6 provinces of EAST implementation:

Consultants made 3 to 4 day visits to 5 of 6 each provinces of EAST implementation⁸. Districts and project sites to be visited were conditioned upon logistical feasibility in the short time available for field work. Field visits took place in:

- NTT province: Kupang Municipality, Kupang District
- Papua province: Kota Jayapura, District Jayapura
- South Sulawesi: Makassar, Takalaar
- Aceh: Aceh Besar: Banda Aceh
- West Papua: Sorong and Manokwari

In each province the team met with:

- Master trainers across components
- Provincial/District Officials playing role in EAST (MoNE, MoMT, BAPEDA, etc.)
- DAC, PAC members
- Representatives of local IAs
- One/preferably two SMPs

Principal and teachers trained in various components (3R, scream, prevocational life skills, SIYB/KAB, JEC)

⁸ A scheduled visit to Maluku province (Ambon municipality and district) had to be cancelled at the last minute due to security concerns resulting from communal conflicts. EAST project staff from Maluku were able to travel to Jakarta and meet with the evaluation team.

Students/Participants in prevocational skills training, students from classes where SIYB and/or KAB were implemented, students participating in job and education counseling

- At least one SMA and one SMK

Principal and teachers trained in various components (SIYB/KAB, JEC and CBT)

Students/participants in classes where SIYB and/or KAB were utilized, students participating in job and education counseling, students participating in vocational skills training

- One or two training providers (PKBM, LKP, SMK or other)

Director/tutors involved in CBT training and/or CEA

Students/participants in vocational training

- SIYB trainers and students
- Representatives of business association and representatives of trade unions

The evaluation complied with UN norms and standards and that ethical safeguards have been followed

2.3 Organization of the evaluation report

Section 3.1 of the evaluation presents a summary of project outputs and outcomes for each of the 7 EAST project components. A short description of the main features of each component is also provided. In **Section 3.2** the implementation and performance of each component is analyzed with respect to its relevance to national, provincial and district strategies and capacity needs and the consistency of the implementation of the component with the logic of the project proposal and plan. **Section 3.3** analyzes EAST as a comprehensive project against the evaluation criteria:

- Relevance and strategic fit of the project,
- Validity of design, project effectiveness,
- Adequacy and efficiency of resource use,
- Gender,
- Effectiveness of management arrangements

- Impact orientation and
- Sustainability.

Conclusions and recommendations are presented in **Section 4**.

3. Findings: EAST Outputs, Outcomes and Impact

As field visits represented a very small percentage of project sites, project outputs are summarized relying on Technical Progress Reports (latest made available to evaluation team at the time of the evaluation was July 2010). A set of findings is presented for each project component.

3.1. Summary of EAST Component Outputs

The EAST project log frame describes quantitative targets for each of the seven project components. The tables below summarize the cumulative outputs for each component as of the latest TPR available at the time of the evaluation mission (TPR for period July – December 2010)⁹.

Summary Component 1: Back to Junior High School (SMP)

Objective: The capacity of national, provincial and district level stakeholders to prevent child labor and improve access to education is enhanced through pilot programmes supporting MoNE Strategic Plan initiatives.

Description: Component 1 combined strengthening government systems for responding to child labor with materials development and training to enable tutors (community education centers) and teachers (SMP) to incorporate child-centered and inclusive methods into classes for children at risk of leaving school. Specific activities included: training, new tools and systems development (i.e. CLMS) for government and other stakeholders (NGOs) implementing child labor legislation, teacher/tutor training and financial support for child laborers and out of school children to access educational opportunities.

⁹ A final TPR was in draft form at the time of the evaluation mission and not available for review. Final progress against log frame quantitative outputs will be available in the final TPR.

Component 1: Back to School

		OUTCOMES		OUTPUTS		
		The capacity of the national and local level government and other partners to implement, monitor and evaluate school-to-work transition programs has increased		1. Out-of-school working children are provided with non-formal education support through program linking with MoNE and/or Non-MoNE PLS	2. Partnership established to tackle child labor with the Indonesian Teacher Association	3. Teacher training support program delivered for teachers in target One Roof Schools and Open Junior High School
Indicators		1. No. of work plan implemented by Provincial Action Committee to reduce and prevent child labor	2. No. of local regulations supporting the prevention and elimination of WFCL	1. No. of out-of-school working children (or ex-laborers) participating in PKBM and Ssanggar/Pusat Kegiatan Anak, Karang Taruna (childrens' education center) Program	2. No. of teachers trained on 3R, SCREAM and inclusive education	3. No. of schools using the teacher guide
Baseline		0	0	n/a	n/a	n/a
As of DEC 2010	target	6	12	4002	340	340
	actual	3	19	4000	369	111

Summary Component 2: Pre-vocational and Life Skills Education

Objective: The relevance of lower secondary education is increased through provision of an extra-curricular prevocational skills programme

Description: In Component 2 a pre vocational life skills programme was developed and teachers/tutors were trained in delivering the programme. The new programme integrates personal and social skills development into an already existing practical skills training offered as part of the SMP curriculum¹⁰. EAST financial support was also provided for school level material inputs for delivery of the pre vocational life skills activities.

¹⁰ Typically this practical skills training involved things like sewing, cake making, crafts, small/snack foods processing, etc.

Component 2: Prevocational Life Skills Training

		OUTCOMES	OUTPUTS				
		Junior Secondary school students and their parents are increasingly satisfied with the relevance of their education	1.New teaching materials for extracurricular life skills training introduced to participating SMP Schools	2. SMP teachers in participating schools have enhanced ability to deliver prevocational life skills training	3. Improved education and training in life skills for SMP students in participating schools	4. Competency standard on life skills for trainers and teachers established formally adopted by relevant certification institutions	5. Review of life skills initiative implemented as support for further development of policy in MoNE RenStra
Indicators		Percentage of students participating in the pre-vocational extra-curricular declaring the skills are useful to them	Number of teachers (SMP) participating in the life skills training	Number of schools using teaching support materials for delivery of pre-vocational life skills training	Number of students participating in life skills program	No indicators	number of good practice on life skills education documented and shared to GOI
Baseline			n/a	n/a			n/a
As of DEC 2010	target	70%	480	240	9500		24
	actual		430	193	12141		6

Summary Component 3: Job and Education Counseling Services to Children

Objective: Students in secondary school are in a position to make well informed choices about education, training and career plans.

Description: In component 3 a Job and Education counseling manual was developed and school officials and counseling teachers (as well as some subject teachers) working in senior secondary schools were provided training and materials to enable them to deliver job and education counseling to students. Where local conditions permitted SMP level teachers and tutors in NFE institutions were also provided the materials and training.

Component 3: Job and Education Counseling

		OUTCOMES	OUTPUTS			
		Students are fully informed about options and their consequences	1. Youth studying in participating public and private training and NFE providers has access to career guidance and counseling	2. Career guidance and counseling introduced or improved in SMP schools	3. Career guidance and counseling introduced or improved in SMK and SMA schools	4. Competency standards for career counseling and guidance teachers established and formally adopted by relevant certification institutions
Indicators		Percent of students who declared that he/she understood their future on and/or employment options	No indicator	Number of students in selected SMP who received counseling session	Number of students in selected SMA and SMK who received counseling session	No indicator
Baseline		n/a		n/a	n/a	
As of DEC 2010	target	30%		30000	60000	
	actual			24126	42160	

Summary Component 4: Vocational Skills Training Programmes for Out-of-School Youth

Objective: Access of disadvantaged youth to relevant and market oriented livelihood and core work skills development opportunities is increased.

Description: In component 4 NFE institutions that provide vocational training were provided technical assistance and coaching to develop proposals for training programs for unemployed disadvantaged youth that incorporated a prior assessment of employment or productive self-employment potential in the local market. Financial support to proposals was based on the proposal's adherence to the criteria of an assessment of the market potential for training graduates as well as the qualifications of the tutor, the nature of after training support and equity of provision for men and women (among other conditions). The training programmes were typically 240 hours. Several types of training providers were supported including PKBM, LKP and SMK depending on the conditions in each of the implementing areas. Many staff in vocational training institutions also received training in the development and delivery of CBT based on the national qualifications framework. A good number of vocational training graduates (component 4) were subsequently provided with SIYB entrepreneurship training (component 6).

Component 4: Vocational Skills Training Programmes for Out-of-School Youth

		OUTCOMES	OUTPUTS				
		More youth can access more relevant and improved skills training	1. Non-formal providers of training and education are using improved techniques for assessing market-demand or skills and for adjusting their course selection accordingly	2. New teaching materials on livelihood and core work skills training are introduced to selected training providers for out-of-school youth	3. Lead facilitators are able to train teachers and tutors to deliver the new training materials	4. Teachers and tutors at selected training providers are able to deliver high quality livelihood skills training courses that include life and core work skills	5. Out-of-school youth in selected provinces receive training on life skills and core work skills
Indicator		Percentage of youth participating in vocational training program who have secured job and/or started self-employment	Percentage of trained vocational training providers using CEA technique after CEA training	Percentage of trained training providers using life skills modules and on competency based training approach	No indicator	No indicator	Number of youth participating in training courses
Baseline							
As of Dec 2010	target	30%	60%	50%			5850
	actual	70%	51%	56%			3564

Summary Component 5: Revitalization of Technical and Vocational Education (TVET) Training Institutions

Objective: Public technical training centers (BLK) deliver competency-based training courses according to market demand

Description: 3 BLKs were provided technical assistance and support to strengthen the management of training programmes and improve the labor market orientation of training offerings to market demand. Support was also provided to improve the capacity of the BLKs to

develop and implement CBT in the training programmes offered. Equipment and supplies to enable the effective delivery of training in selected programmes were also procured.

Component 5: Revitalization of Technical and Vocational Education Training Institutions

		OUTCOMES		OUTPUTS		
		Improved policies and programs concerning technical training		1. Management of selected BLK is able to use resources efficiently and effectively	2. Management and instructors of selected BLK are able to implement competency based training	3. Management and instructors of selected BLK have improved capacity to meet local and national market demand for skills
Indicators		Employment rate of the BLK graduates in the targeted two skills area	Number of new skills areas in which ILO EAST piloted capacity based approaches have been implemented in the three target BLKIs	Number of study tours and training programs targeting BLKI Managers and Staff organized to improve their efficiency and effectiveness in use of resources	Percentage of students receiving certification of competencies	Percentage of students in the two focus skill areas receiving on the job training and placements in private sector companies
Baseline						
As of DEC 2010	target	40%	6	60	88	173
	actual		4	42	50	253

Summary Component 6: Entrepreneurship Development

Objective: Young people have access to enhanced entrepreneurship and business creation education

Description: Through component 6 activities a cadre of trainers in entrepreneurship and business knowledge was developed (or expanded/strengthened). The content of the training in entrepreneurship was based primarily on SIYB but GA was also used in some areas. The business knowledge training was based on the KAB programme. The entrepreneur training resources were systematically developed and trainers certified with respect to their level of engagement – as a trainer of trainers or as a trainer of young entrepreneurs. EAST was able to capitalize on and expand an already existing network of SIYB trainers in Indonesia.

EAST financial support was used to provide entrepreneurship training for cohorts of disadvantaged out of school youth and in some limited cases as an adjunct to school or NFE programmes. The criteria applied for awarding of funds for training youth – as was the case with vocational skills training – included a focus on disadvantaged youth, adequate consideration of gender and provision of after training support. In some cases the out of school youth participating in entrepreneurship training had received skills training previously through component 4. The business knowledge training and materials were used to support delivery of the entrepreneurship class that is part of the official SMK programme of study. KAB was also provided in some cases to SMA, SMP and NFE students. Both SIYB and KAB are existing programmes (ILO) adapted to local conditions by component implementing agencies.

Component 6: Entrepreneurship Development

		OUTCOMES	OUTPUTS					
		Increased access of young people to qualified entrepreneurship education that leads to capability of starting a micro enterprise	1. trainers and teacher instructors in vocational/ technical PPPG and LPMP certified competent to facilitate training of entrepreneurship teachers to deliver KAB & SIYB programs	2. Vocational secondary school teachers and general secondary school teachers in selected provinces are introduced to up to date and pedagogically tested curricula for entrepreneurship classes	3. Competency standards for SIYB trainers established	4. SMK and SMA students in selected provinces learn about and understand entrepreneurship and enterprise start up and development in relation to enhancing future employability	5. Tutors and instructors of public and private training providers are using up to date and pedagogically tested curricula for business start-up skills training or out-of-school youth	6. Out-of-school youth are taught basic skills to start-up business
Indicators		Per cent of youth who are trained on SIYB who start a micro business within 6 months after the training	Number of trainers and teachers passing standards to become KAB key facilitator	Per cent of schools using KAB curriculum and teaching materials	Number of trainers passing competency bases exams and obtaining certification	Number of students from SMK progressed from KAB course to take SIYB training	No Indicator	No Indicator
Baseline		n/a	n/a	n/a				
As of Dec 2010	target	30%	16	65%	48	2020		
	actual	33%	6	65%	7	0		

Summary Component 7: Research Activities

Objective: Provincial and district structures and networks have enhanced capacity for policy advocacy using an improved knowledge base on child labor, education and youth employment

Description: Four research tasks were undertaken (excluding the “good practices” document and the tracer study report to be produced subsequently). A case study on *disability* was undertaken in Kupang. The study identified the linkages between disability and child labor work through context-specific channels. The study found that attitudes toward disability is particularly negative and parents tend to keep their disable children from the public eye, but, when economic pressure increases, disable children have a higher vulnerability to exploitation and long working hours

A study entitled “Equivalency Education and Decent Work” was realized in South Sulawesi and Papua. The study revealed found that the majority of Equivalency non-formal Education (EE) participants had a lower socio-economic status than their colleagues of formal schools. Moreover, outcomes of EE had a lower competency than that of formal school. Although EE can has a potentially important role in providing a second chance to school leavers, (a) the quality of EE service is poor, (b) there is a lack of bridging capacity with the formal school system, and (c) market-driven vocational training tends to be supply rather than demand driven..

The third case study was on *Child Labor and Education in Papuan Communities*, and conducted in City of Jayapura and districts of Jayawijaya and Merauke. Its findings identified that traditional *learning by doing* must not be confused with non-educative or dangerous child labor, whose incidence is of particular concern in Papua, including in its worst forms.

The business climate survey, Business Environment for Young Entrepreneurs in Indonesia explored the opportunities and constraints for the establishment and support of businesses by young entrepreneurs.

Component 7: Research Activities

	OUTCOMES		OUTPUTS				
	Up to date knowledge is available and actively being used to improve policies and program	1. Research on linkages between child labor, education and youth employment is produced and available at national and local level	2. Formal structures and networks on child labor, education, training and youth employment at provincial and district level are established and have access to information	3. Relevant and successful child labor, education, training and youth employment strategies are integrated into provincial and kabupaten development policies and programs	4. Provincial networks of young entrepreneurs have access to policy-making structures	5. The local policy and regulatory framework in target provinces is improved from the perspective of youth entrepreneurship	6. Social marketing campaigns are conducted that lead to increased public awareness on young entrepreneurs and their need
Indicators	Number of ILO EAST document on project progress and lesson learned that available and shared to government and stakeholders at both national and sub-national levels	Number of new studies and reports produced	Number of PSC established	Number of policy issues related to the program discussed in advocacy events, workshops, petition and media	No indicator	Number of findings of business climate survey quoted by local governments	Number of talkshow on entrepreneurship
Baseline	0	0	0	0		n/a	n/a
As of Dec 2010	target	5	1	1		1	2
	actual	5	3	3		3	6

3.2. Findings

Findings Component 1: Back to School

Relevance to national, provincial and district strategies and capacity needs?

- The EAST supported capacity development of existing child labor structures enabled a number of the project districts to draft new regulations and norms that reflected a more concise locally relevant characterization of child labor as well as specifying local strategies and responses.
- As a result of a Ministry of Home Affairs (MoHA) decree no 6 year 2009, to encourage the establishment of Provincial and District Action Committees for the Elimination of WFCL, the ILO EAST project provided support establishing Action committees in its targeted provinces. This support was provided to Takalar, Bantaeng, Bulukumba and Wajo districts of South Sulawesi, Jayapura district of Papua Province, Belu district of East Nusa Tenggara (NTT), as well as the Provincial Action Committees in Papua, Maluku and West Papua. In addition the EAST project piloted a Child Labor Monitoring and Referral System (CLMS) in the five districts in three of its targeted provinces (Belu, Jayapura, Takalar, Bantaeng and Bulukumba district) The support consisted of training, instruments and financial support to enable the PACs and DACs to develop a better understanding of how child labor was

manifested in the local context, to elaborate and execute plans and strategies for identifying child laborers and referring them to opportunities for education and training that can improve their chances for higher educational attainment and/or more productive work or self-employment. EAST financial support was also allocated to subsidize the cost of training or education for the children identified through these processes

- The development and support for new strategies and instruments enabled PACs and DACs to more effectively execute their mandate. In at least one province these new strategies and instruments were disseminated to more than 20 additional districts beyond the EAST project area using existing GoI budgetary resources and provincial officials as trainers. In some cases child labor issues were incorporated into the 5 year provincial development plans.

Consistency of implementation with underlying project logic

- Component 1 included both “upstream” and “downstream” child labor interventions – preventing children from leaving school and addressing the needs of out of school children engaged in child labor. Teachers and school heads received training based on Indonesia adaptations of ILO developed modules SCREAM and 3R and a teacher’s manual, “Practical Guidelines on Preventing Children Dropping Out of Junior Secondary Schools,” was developed and disseminated with the 3R training. Strengthening the capacity for SMP schools to apply more inclusive, child centered and active pedagogy along with content addressing child labor and child rights were intended to make students and adults more aware of how child labor affected their communities, make school a more attractive child friendly environment – especially for disadvantaged students and to enhance the ability of children to exercise their rights through improved confidence and communication skills.
- Many teachers interviewed had positive things to say about the teaching methods (SCREAM/3Rs/Inclusive Education) they were exposed to through EAST. They commented that they viewed the active-participatory methods and more interesting and meaningful for both teachers and students. Where possible to speak with students this was corroborated by positive student responses to the new teaching methods and- in some cases- there were comments from children that indicated knowledge about the harms of child labor.
- As of June 2010 these processes had resulted in about 4,000 children in EAST project districts being provided places in education (either formal schooling or NFE equivalency education) or training programmes across the six EAST project provinces.

Constraints

- While teachers have a very positive view of the modules and training (SCREAM, 3Rs) 5 or 10 days of training do not appear sufficient to internalize the methods. A number of teachers interviewed reported that they had difficulty or were unable to develop their own

examples and activities and integrate the methods of SCREAM and 3Rs into the existing curriculum. Given the background and prior preparation and experience of a typical SMP teacher a much more extensive training period would be necessary for an adequate mastery of the concepts and methods contained in the modules.

- In their comments the teachers made many more references to “the games” elements of the training than the child labor/inclusivity content suggesting that their positive view may have more to do with enhancing their teaching rather than awareness raising and empowering children to cope with child labor issues.
- Teachers in Indonesia do not typically receive concentrated 5 day trainings on new methodologies. It is unclear how much of the enthusiasm and response to SCREAM and 3R are a response to the relative lack of other opportunities to improve teaching practice.

Findings Component 2: Pre-vocational and Life Skills Education

Relevance to national, provincial and district strategies and capacity needs

- In SMP schools visited school heads and teachers indicated in their comments that the concept of ‘soft’ vocational skills¹¹ was consistent with government priorities and very important for students.

Consistency of implementation with underlying project logic

- As of December 2010 470 teachers had attended training on teaching pre-vocational life skills. Project reporting estimates that more than 12 thousand students had participate in pre-vocational life skills training.
- The EAST supported pre vocational life skills training represented a curricular innovation --- developing new skills (the “soft” vocational skills) through an enhancement to an existing program in the SMP regular curriculum (practical skills training).
- In the very limited sample of schools visited some students did appear to be aware of the nature of the pre vocational life skills program (focused on skills like communication, collaboration, etc. rather than exclusively on the skills to produce a particular item).

Constraints

- In the few sites visited it was difficult to assess how effectively (or if at all) the soft skills were incorporated into the practical training classes. Teachers interviewed (those that had

¹¹ Skills such as self-expression and collaboration.

participated in the pre vocational life skills training) tended to place more emphasis on exhibiting products and projects realized through EAST financial support than speaking about the soft skills development.

- In the sites visited most of the practical skills teachers interviewed have been teaching the class for quite some time. It is likely to require more than a 5 day training to change the orientation and practices of these teachers.
- Resources for the physical inputs for the practical skills classes are not always readily available in sufficient quantities without the external support of EAST. If student contributions to underwrite the costs of materials returns as a common practice disadvantaged students will be less likely to participate. It is unclear from the evaluation team visits whether the pre vocational life skills approach has generated sufficient interest among school heads that adequate resources for the necessary physical inputs will be allocated from school level budgets. Without sufficient allocation to these physical inputs necessary to attract students with appealing activities there would be no opportunity to teach the pre vocational life skills.
- One school head questioned whether it was important to integrate the life skills into the practical skills classes as the school is already providing life skills in other parts of the curriculum. (He chose to focus his comments on the desire for EAST funding for physical inputs for the classes to continue).
- Like component 1 it is difficult to assess the effectiveness of the pre vocational life skills programme at this point. A valid assessment would require that the classroom process be observed (which was not possible) as well as to hold in depth discussions over time with young persons to assess the impact on pre vocational life skills development.

Findings Component 3: Job and Education Counseling Services to Children

Relevance to national, provincial and district strategies and capacity needs

- JEC is consistent with often stated GoI concerns that graduates from senior secondary schools are poorly prepared to make decisions about further schooling or careers. Despite these pronouncements counseling services for students– and especially career counseling -has seen very little recent investment by either GoI or nongovernmental development partners. In one SMK school several teachers were gathered to discuss JEC with the evaluation team. Only one of the teachers had formal training as a counselor. When asked about prior training the subject teachers reported that they had received some kind of training on the average of about one time per year. The counseling teacher who had been at the school for more than 15 years reported that she had received in-service twice during her career – both as a result of post tsunami efforts to support survivors. In other sites visited teachers confirmed the absence of professional development opportunities for counseling teachers even compared with the limited possibilities for subject teachers. And, while the team did observe school heads that

recognized the potential contribution of JEC to the school's programme, counseling teachers reported that in many schools counseling was still not viewed as important.

- EAST implementation played an important role in strengthening – in some provinces and nationally - the professional association for counseling teachers (ABKIN). This structure includes highly qualified resources (including experienced well prepared teachers and university lecturers) and offers a mechanism of further refinement and expansion of EAST achievements in the area of JEC.
- A JEC module elaborated through the EAST project has been finalized and jointly published by the ILO and ABKIN

Consistency of implementation with underlying project logic

- The trainers and teachers involved in component 3 – Job and Education Counseling appear to be project EAST's most enthusiastic participants. The evaluation team noted that this seemed to be the case across all the provinces visited. By December of 2010 nearly 2,600 teachers had participated in JEC training.
- In a number of schools visited the provision of JEC training and materials to counseling teachers encouraged the school to take the counseling function more seriously and look for ways to incorporate counseling into the schedule rather than rely on adhoc provision. A common comment was that these new materials and training had changed the perception of the counseling teacher from that of a 'policeman' or "fireman" who deals with students only in exceptional or crisis circumstances to an "ibu" (mother) who provides support and advice. Counseling teachers reported that they felt much more confidence in assisting and advising students.
- This historical lack of attention to the counseling function (especially career counseling or school to work orientation) represents an opportunity where ILO is uniquely positioned to contribute its global experience and expertise (as well as the experiences from EAST) to support an emerging GoI priority.

Constraints

- At this point the only indications of the effectiveness of JEC are the enthusiasm and commitment of the trainers and teachers as well as the favorable reception in many of the schools visited for the final evaluation. While the resource persons are talented and committed and the enthusiasm is high there has been no assessment of the quality or impact of JEC. Quality is still a question – many counseling teachers without previous counseling training - and even those that had a counseling background- need much more support and guidance. JEC was applied somewhat differently from school to school (individual counseling, classes with lesson plans and mixtures of the two) and without a more systematic in depth assessment of the impact for students and the relative effectiveness of the different delivery models it is difficult to make a robust case for increased public investment and expansion.

Findings Component 4: Vocational Skills Training Programmes for Out-of-School Youth

Relevance to national, provincial and district strategies and capacity needs

- An objective of component 4 is the improvement in training programme quality. While not specified in the original EAST programme document, the EAST project operationalized quality improvement as the dissemination of CBT to replace the more traditional “hours and courses” orientation of currently available non formal education vocational training. This decision (to focus on CBT) is consistent with and supports national policy in Indonesia of moving toward CBT for all vocational and skills training and is also an ASEAN priority.
- The experiences of the EAST project were used to develop a 4 in 1 Handbook for Non Formal Training Providers. The “4” of the 4 in 1 approach are: 1) Assessing Demand for Skills Training 2) Designing and Implementing an Inclusive Competency-Based Training Package 3) Conducting Assessment and Certification and 4) Providing After-Training Support. The handbook presents a systematic “how to” manual for strengthening the non-formal training system consistent with GoI policy and grounded in EAST project experience. The 4 in 1 concept and the Handbook have been developed jointly by the ILO and MoNE and MoNE intends to disseminate the handbook as a tool in promoting improved quality and relevance of training opportunities.

Consistency of implementation with underlying project logic

- Vocational training courses for more than 3,500 youth were provided through EAST funding (with 2,950 successfully completing training).
- EAST project activities were intended to demonstrate strategies for improving the labor market orientation of training opportunities. A methodology for assessing local labor market demand (CEA) was disseminated to training providers and other stakeholders and technical support provided. In addition EAST financial resources were used to selectively fund training programme proposals from providers that demonstrated systematic consideration of market demand¹².
- In the training sites visited for the final evaluation many (but not all) providers had delivered training based on nationally established competencies (for example in the areas of “fish farming”, “computer operator” and “babysitting”). In most cases the provider had developed the course based on the published national competencies. In only a minority of cases did the graduates have access to or pursue formal certification. However, the relatively limited access to national certification is a problem beyond the scope of EAST.
- Despite the problems of access to industry recognized certification EAST project staff argue that the application that of CBT methodology does improve the quality of courses offered.

¹² In addition to labour market demand other selection criteria applied to proposals from training providers included (among others) the qualifications of the provider, the strategy for post training support to graduates and adequacy of representation of women in the training cohort.

In the few cases where the evaluation team was able to meet with training providers there were clear indications (like prominently displayed charts with competencies and students' progress) that at least some of those providers were seriously applying CBT as a framework for designing and delivering courses regardless of the problems of access to formal certification.

Constraints

- Project reports (TPRs) and discussion with EAST staff highlighted the difficulties in developing the capacity of training providers to carry out an adequate assessment of labor market demand. In addition to the issues of capacity, the current system of public “block grant” funding for training programmes in Indonesia creates very weak incentives for providers to change programme offerings in response to market demand. In fact, it was not uncommon across the EAST project provinces for providers to simply “drop out” of consideration for EAST funding of training programmes as other sources of funding did not require them to demonstrate the same degree of market demand or to specify in detail after training support to graduates¹³. Initial training proposals would frequently assert that the training the provider currently offered was in demand with little evidence of undertaking an analysis. In response the EAST project staff and the IAs spent considerable time coaching providers to elaborate adequate training proposals. These same constraints necessitated a modification of the original EAST project design focus on community education centers (PKBM) as providers of training to an incorporation of a broader group of public and private training providers. Another modification of the process was to reduce the targets for youth to be trained¹⁴ – effectively increasing the per student availability of financial resources to a level roughly comparable to the costs of training available in the private (fee based) sector¹⁵.
- The profile (list) of the kinds of training programmes provided through EAST does appear more market oriented than what is typically provided through the MoNE block grant awards. This is an indication that EAST did fund training that was more market oriented than that usually available in a province/district. What is unclear from the discussions in the provinces is the relative impact of the application of “demand –driven” criteria for funding training. Did EAST support in a province or district result in more market orientated or demand-driven training or was EAST funding simply used to fund that training that did demonstrate a market orientation without affecting the overall mix of training available?

¹³ Private training providers (LPKs) were more accommodating to EAST training proposal demands than the community education centres (PKBM). Private providers also tend to have better capacity than the PKBM. Private training providers played a large role in delivering EAST financed training for disadvantaged out of school youth.

¹⁴ While maintaining the budget allocated to the component.

¹⁵ This modification was approved early on by all stakeholders including the Government of the Netherlands.

- Disseminating CBT in the training sector in Indonesia is complicated by a training and certification infrastructure that exhibits inconsistencies and is in its beginning stages of development. While there is a national qualifications framework there remains a lack of consensus among the ministries (MoMT and MoNE) and industry about who “owns” competencies and who should certify them and how to finance the certification system. This has constrained the roll out of CBT – especially with respect to opportunities for industry recognized certification.
- Through EAST support to vocational training for disadvantaged and out of school youth a market assessment methodology (CEA) developed for a rural empowerment training initiative¹⁶ has been adapted and disseminated. A number of instructors/tutors have received training in CBT. In one EAST project province training on CBT- as well as the assessment of training proposals for EAST funding - was carried out in collaboration with the regional BPPNFI (Bureau for Non Formal and Informal Education). This body (one of eight in Indonesia) – in addition to other functions – manages government grants to training providers. This has facilitated the institutionalization of some of the EAST supported approach to strengthening vocational training opportunities – primarily the incorporation of CBT and the demonstration of labor market demand as a criteria for funding of training programmes. While the EAST project has worked to maintain a close working relationship with the national level (MoNE) directorate of non-formal and informal education through meetings and workshops this close operational linkage could only be established in one of the EAST provinces – primarily due to geographical considerations.

Findings Component 5: Revitalization of Technical and Vocational Education (TVET) Training Institutions

Relevance to national, provincial and district strategies and capacity needs

- EAST provided support for the revitalization of 3 BLKs. In each case the intent was to improve the quality and relevance of training by improving capacity for managing training institutions, integrating new CBT methodologies into instruction and ensuring that equipment and facilities were adequate to offer at least two training courses that met national level competency certification standards. A number of instructors/tutors have received training in CBT and a number of officials have had been provided more extensive training/orientation through study tours and workshops (ILO International Training Centre in Turin, visiting Australia to examine training/certification system management).

Consistency of implementation with underlying project logic

- EAST provided material, equipment and training that allowed each of the targeted BLKs to offer two programmes consistent with the national competency standards and in one of

¹⁶ Training for Rural Economic Empowerment (TREE)

the BLKs the institution is now able to assess the competencies of graduates in the two programmes.

Constraints

- The environment for promoting change in BLKs toward demand driven training using CBT is not favorable. These institutions have over time accommodated to an environment of low investment and underutilization. Adding or dropping programme offerings on the basis of market demand is particularly problematic as institutional funding responds to government budgetary processes quite independent from needs identified at the centers. Course offerings have changed relatively little over time and course length and student enrolment is driven by the “supply” of central or provincial funding allocated to the institutions. Instructors may have spent considerable time away from any contact with industry and as public servants little imperative and few opportunities exist for updating skills and knowledge. This context – beyond the ability of EAST to affect – limited the ability of the project to meet its goals. Given these constraints it may have been preferable to dedicate component 5 resources to just 1 or 2 institutions instead of 3.
- The progress of each of the BLKs differed depending on the history of the institution, its conditions at the start of the project and the quality/openness of the management. It is interesting to note that the BLK that did manage reach the goal of being able to offer two programmes with in-house certification had received on-going support over most of the project period by a single individual consultant while support for the other two institutions was more limited by project budget considerations.

Findings Component 6: Entrepreneurship Development

Relevance to national, provincial and district strategies and capacity needs

- EAST supported government efforts to encourage entrepreneurship among youth by expanding access to a version of the ILO entrepreneurship program Start and Improve Your Own Business (SIYB) adapted for Indonesia. SIYB has been promoted in Indonesia previous to EAST and EAST implementation was able to utilize previously certified SIYB trainers as master trainers in the entrepreneurship component. Through EAST the number of certified trainers in Indonesia was increased.
- The EAST target population – disadvantaged youth who left school before completing senior secondary school – are not the typical targets for entrepreneurship training in Indonesia. While there is a good deal of public discussion in Indonesia about the need to promote more of an entrepreneurial culture and many entrepreneurship training models are competing for attention, the more typical target participants are senior secondary, polytechnic and even university graduates. The EAST project focus on youth with much lower levels academic of preparation (and likely poorer) is both an opportunity to improve the self-employment possibilities for the most disadvantaged and a challenge to develop

models and strategies that effectively improve productivity and earnings in self-employment for this population. In some EAST project areas the ILO programme Get Ahead in Business was deemed to be more appropriate for the educational background of the targeted youths and local conditions.

- The SIYB programme (modules, training, and trainers) is recognized as being of high quality and a number of public and private entities have chosen SIYB as the preferred entrepreneurship program from a variety of programmes promoted in Indonesia.

Consistency of implementation with underlying project logic

- One of the adaptations to the entrepreneurship strategy for this population was to first provide vocational skills training through NFE providers and financed through EAST component 4. This adaptation was beneficial in two ways. First, for many graduates without a complete secondary education short term skills training does not lead directly to formal employment. The SIYB training provides these individuals with additional business knowledge that allows them to better apply those new skills as self-employed persons. Given that the target group for EAST was out of school and disadvantaged youth the combination of the two types of training also improved prospects for the entrepreneurship training as the new self-employment could capitalize on a marketable skill.
- A number of innovative arrangements for the application of entrepreneurship training were observed in the field visits and should be noted. In one area the initiation of a formal support group for young graduates of SIYB had been made possible with a small investment of EAST resources. This group holds regular meetings, has produced a newsletter and has developed a business plan. The evaluation team had the opportunity to meet with several members of this support group. All of them viewed the group as an important part of their business venture – allowing them to exchange information and ideas about how to market and improve their businesses as well as identify new opportunities.

In another site the owner of a private vocational training center (LPK) provided interest free loans to five young persons who had participated in computer training combined with subsequent SIYB training. The loans were to enable these young persons to enter into a business venture with the training center owner providing computer, printing and internet services in rural areas.

One group of training participants combined training in fish farming with SIYB training and were linked to a local government initiative that provided starter kits of fish, food and other inputs. Another group of trainees were integrated into a sea weed production initiative that was part of a national government prioritized “development corridor” sector plan.

Constraints

- While the evaluation team had the opportunity to meet with only a small number of the persons trained in component 6 we noted – not surprisingly – that it was the older, more educated participants who tended to be more successful. We observed a few cases where a new business was based on a productive asset that the young person had access to – for example a pond for fish farming. In one province the IA managing the SIYB training expressed the view that for this particular group (disadvantaged and with low levels of education) that perhaps adding the criteria of having access to a productive asset like lands, or fish ponds, or a family member's small shop, etc. would have been a useful criteria for identifying candidates for entrepreneurship training.
- For the population targeted by EAST entrepreneurship training self-employment is quite likely to be a substitute for unavailable wage employment. Earnings from self-employment – especially undercapitalized small trading and unskilled services – can be quite low even compared to the most poorly paid wage employment. While EAST was able to meet a target of 30 per cent of individuals participating in the training reporting that they had started a business it may be the case that nearly the same number would have done so anyway out of necessity. We have no way of determining whether youth who did participate in the SIYB training were able to generate better earnings that they would have without the benefit of SIYB training .
- Innovations in after training support appeared to be very important for enabling productive self-employment for these young persons. In the EAST study of business conditions it was noted that many small businesses do not access business associations or business development services. However it appears from evaluation team discussions that business associations and business development services groups and companies tend to focus on more developed and better capitalized businesses – sometimes only supporting business with sufficient gross revenues to justify formal business licensing. If productive self-employment is to meet government expectations as an important component of an overall youth employment strategy then there will need to be a more systematic link between skills development, entrepreneurship training and business development support. Through EAST implementation a number of specific local examples of these links have emerged (like those cited above) but more detailed analysis is necessary to understand how to create the conditions and relationships that enable these local solutions to become a routine component of developing productive self-employment for youth.

Findings Component 7: Research Activities

Relevance to national, provincial and district strategies and capacity needs

- EAST funded research has been utilized to develop and disseminate policy briefs on Equivalency Education and Access to Decent Work, on Child Labor and Disability and on Child Labor and Education in Papuan Communities.
- An analysis of the constraints to promoting entrepreneurship among youth as an employment strategy was completed and disseminated and a report on disability and child labor has been used to develop a fact sheet.

Consistency of implementation with underlying project logic

- The use of tracer studies to examine impact reflected a consistency with the project objective of enhancing the links between market demand and the offerings of the training system.

Constraints

- The tracer studies suffered from a lack of attention earlier in the implementation. Programme data that would have enabled better selection and more rigorous analysis of the impact of different strategies for delivering training was not available at the time of the studies.

3.3 Assessment of EAST Outcomes and Impact

3.3.1. Relevance and strategic fit of the project

The EAST project was designed in 2005 incorporating a set of objectives that continue to be high profile government priorities as the project draws to a close in 2011. The relevance and strategic fit of the project extends beyond these objectives to the implementation process. Government structures with mandates to address child labor issues at the provincial and district level (PACs and DACs) were provided support in developing new strategies and tools for executing their duties, schools were provided with new and innovative programmes to make them more child friendly, inclusive and better equipped to prepare youth for the transition to work and public and private vocational training institutions received support to improve both the quality and relevance of their programmes.

Much of the training across the project components was delivered by government entities – a non-exhaustive list of examples includes:

- LPMP in the areas of active/inclusive methodologies and awareness raising in schools and in pre vocational life skills training,
- BPPNFI in the areas of assessing local labor market demand and in CBT,
- PGRI in the areas of active/inclusive methodologies and awareness raising in schools and JEC,
- ABKIN (not a government entity but most of its members are public servants) in JEC,
- P4TK for KAB,
- DINAS KOPERASI in the area of youth entrepreneurship and business knowledge and
- BLKs (3) were involved in a revitalization process.

In addition, a good portion of the approximately 40 implementation contracts were managed by national NGOs. The participation in EAST on the part of these groups provided them with experience and capacity to execute and manage medium sized projects as well as improved their knowledge and capacity in the areas of child labor and youth employment. Indonesian universities (both public and private) also played a role in EAST and strengthened their capacity in areas relevant to child labor and youth employment. Materials and instruments developed or adapted for EAST implementation – and now available for wider application – are consistent with GoI priorities.

As an indication of the strategic nature and visibility of the EAST project in September 2011 ILO was requested by the vice president's office to provide substantive inputs into a new national policy for youth employment. This type of policy impact is consistent with ILO and UN goals of supporting change through high level policy support. ***Validity of design***

The team considered the project design to be ambiguous as to whether the objective of the project was to develop knowledge (models of practice, tested and evaluated strategies, tools and instruments) or to deliver services (teacher training and training for youth). When the team put this question to EAST staff and government partners in two of the provinces the answer from both government and EAST staff was “both” (developing models and delivering services)

A tension or trade-off between delivering services and generating knowledge manifested itself in several project design elements. The original project proposal identified provinces for implementation leaving the decisions about local project sites to the implementation phase. While criteria regarding child labor and youth unemployment were applied to choosing districts local political dynamics as well as the desire on the part of provincial and local leaders to spread the project investments as widely as possible also entered into consideration. The

result was frequently a set of districts that added serious logistical challenges to an already complex project. This logistical complexity increased the cost of meeting the LF headcounts for service delivery and reduced the availability of resources that could be used for the assessment, documentation and communication activities that could have promoted sustainability of the approaches.

The evaluation team felt that the complexity of the project and the expectations of high head counts for service delivery (quantitative targets in the project PMP) short changed both service delivery and knowledge generation – but especially knowledge generation. In the project design there is an assumption that if modules, materials and strategies are developed or adapted through project implementation they will be automatically taken up by the relevant entities and replicated. As indicated earlier the effectiveness of many of the strategies, tools, etc. have not been assessed in a meaningful fashion and without this assessment a case for “changing the way business is done” is difficult to make. This lack of attention in the design to assessment and generating knowledge was also mentioned in the midterm evaluation¹⁷.

It is important to emphasize that the final evaluation team views this lack of attention to knowledge generation mostly as a design rather than implementation issue. The design of the project appeared to place insufficient emphasis (and resource allocation) on generating knowledge and instead focused on substantial head counts of beneficiaries¹⁸. While having quantitative targets is a useful tool for planning project implementation, a 22 million USD project delivering services will have a relatively small impact¹⁹ given the size of the disadvantaged child and youth population of Indonesia²⁰. Well documented, tested, evaluated and disseminated knowledge (strategies, tools, materials, etc.) has potentially a much larger impact and these functions were under emphasized and under resourced in the project design.

The major assessment activity in EAST – a tracer study across a number of the components – was attempted at the end of the EAST implementation period. However, to produce useful information this activity would have had to be initiated much earlier in the project cycle so that the relevant information would have been collected and available for analysis in the final phase of the project²¹. As it was implemented the tracer study suffers from many limitations and does not provide useful evidence about the impact or lack of impact of any of the project

¹⁷ The midterm evaluation suggested that the nature of the project required more attention – and a dedicated staff member – to a monitoring and evaluation function.

¹⁸ The EAST project document does mention knowledge generation and specifically tracer studies. However there is little detail provided and the only mention of resources is that any technical assistance for evaluation would come from the budget allocation for consultants.

¹⁹ Notwithstanding the value of the support for the individual children and youth.

²⁰ This is especially true given the logistical challenges of the location of project sites and the associated costs associated with these challenges.

²¹ There is also the question of whether a « tracer study » is the most appropriate methodology for examining some of the school based interventions like SCREAM /3R and JEC.

components²². While some of the “results” were quoted to the evaluation team by EAST leadership before the draft was available, an examination of the study raise serious questions about the validity of those assertions and much caution should be applied to citing those results as evidence of project impact. This critique is not an obscure academic matter; even a superficial examination of the tracer studies indicates that very little can be said about the project based on these studies. These methods or others would have also been quite useful for ensuring that the project strategies were subject to on-going knowledge driven refinement.

Finally, the issue of ownership is also an element of the validity of the program design. In implementing the project EAST staff made considerable and consistent efforts to involve government counterparts and tripartite partners at all levels (steering committees, workshops, study tours, meetings, publications, etc.). However, when asked about the project government at all levels, business associations and trade unions response was that they were “not involved” but that “the project should continue.” While these statements appear contradictory they are understandable in the Indonesian context. The view that the project should continue reflects both an appreciation for the accomplishments and quality of EAST and a recognition that even after 5 years the project has in some ways just reached a starting point. When partners –and especially government – talk of not being involved they are responding from the perspective of line ministry command and delivery. If, as was the case, there was no “EAST” project budget and direct implementation by a particular line ministry directorate then in public servants’ view there was no involvement.

Typical international public financial management practices make the allocation of external project funds to sit with line ministry directorates problematic. Often this kind of arrangement violates government ceilings on budget allocations and would require an offset reducing public national budget allocation to compensate for the external funds. Since these practices result in no net gain for the line ministry there is very little incentive to accept such an allocation of external funding. Donors and funders also are frequently not inclined to assign project funds directly to line ministry directorates.

One potential alternative which would promote “involvement” on the part of provincial and district level governments would be the formal allocation of a counterpart budget to accompany project funding such as EAST. These national budgetary funds would represent a reallocation of funds within the current ceilings for a line ministry to lines that were linked to the specific provincial and district actions necessary to fully implement EAST. This could be a fairly small allocation sufficient to cover additional travel, materials, etc. While such an arrangement would result in the involvement of provincial and district officials in EAST implementation (they would have a budget line for EAST to manage) the negotiation of a counterpart budget allocation may complicate reaching an overall agreement with government on the project since it requires a reallocation of existing resources.

²² These deficiencies of the tracer study have much more to do with the limitations placed upon it by how it was implemented (only being part of the project at the very end) than issues about how it was executed.

3.3.3. Project effectiveness

When considering the effectiveness of the project the evaluation team found it useful to divorce the consideration of how well the project was implemented from question of the implied (and sometimes assumed) larger impact on children and youth through government take up of EAST strategies, practices and methods. Measuring project outcomes against the project document EAST was enormously successful – especially given the context in which it was implemented. Not only did the final selection of districts create considerable operational challenges, but in many cases a significant amount of time was required to identify implementing partners. In some cases that process involved considerable time spent coaching and providing capacity and support.

The project has delivered or is on track to deliver the PMP targets²³. Undeniably EAST leaves behind individuals, NGOs and government institutions with knowledge and capacity to refine and improve/adapt EAST strategies and tools to reduce child labor and improve training opportunities for disadvantaged youth. In addition the evaluation team feels it particularly important to emphasize what we refer to as “gems” that we found in the field. In each province we met persons (often women) who exhibited a sophisticated understanding of the complexities of child labor and/or youth unemployment and had assumed important roles in EAST implementation. As the project ends it is imperative to think of ways to sustain these valuable resources.

Through EAST SIYB has increased its reach in Indonesia with additional certified trainers. Master trainers are also more available for KAB. SMKs that implemented KAB have improved the practical component of the entrepreneurship class that is part of the regular curriculum. In some places teacher training bodies (LPMP) have an additional set of resources (SCREAM and 3R) to incorporate into their support to teachers and educational quality. PGA has become institutionalized practice in some entities. As a result of EAST in some districts practices to promote more systematic and rigorous consideration of market orientation for skills training programmes have been integrated into the management of the training system. Many skills instructors have been exposed to CBT and in some cases new courses have been developed and delivered based on national competencies. Many PACs and DACs in EAST implementation sites have new strategies and instruments that enable them to execute their mandate and in some cases this knowledge was disseminated through regular government channels to additional districts outside the EAST implementation area.

EAST has produced good demonstrations of how linkages between institutions can produce innovative responses. Vocational skills training has been linked to entrepreneurship training for many young people and for some this link extends to business development support. Universities have been linked to the development of career counseling in schools and the link

²³ The final evaluation was elaborated before the final reporting on outcomes was available.

between counseling teachers has been strengthened through EAST support to the professional association for counseling teachers (ABKIN).

EAST has disseminated more widely Indonesian versions of SCREAM and 3R modules and materials as well as SIYB and KAB materials²⁴. The 4 in 1 manual – a “how to” manual for improving the quality and relevance of NFE vocational training offerings - has been developed on the basis of EAST experiences and finalized as a MoNE product. A module for career and education counseling was developed through the EAST project and has been endorsed and jointly published by ABKIN. The module serves as a basis for improving the career and education orientation of counseling/advising students at the secondary level and provides standards for certification of job and education counseling teachers.

Instructors in 3 BLKs have received an initial orientation to CBT and managers have additional capacity for effective management of training institutions. Equipment necessary for adequate management of 3 BLKs as well as equipment necessary to provide training to national competency standards in two training programmes each in the 3 institutions have been procured. One BLK was supported and coached through the process of receiving ISO certification.

As of December 2010 (latest available reporting at the time of the evaluation) 19 districts had adopted local regulations prohibiting the worst forms of child labor. 4000 children and youth had been supported to enter an NFE programme or return to formal schooling. Nearly 370 teachers had received training in SCREAM and 3Rs methodologies. More than 400 teachers had been trained on integrating life skills into prevocational activities. Nearly 70 thousand secondary students (junior and senior) have received job and education counseling. More than 3,500 young persons received vocational skills training.

3.3.4. Adequacy and efficiency of resource use

With limited exceptions EAST was implemented in an extremely efficient manner. One of the most noteworthy aspects of EAST was the relatively small staff in comparison to the scope of the project, the size of the quantitative targets and the geographical dispersion of project sites. Typically provincial level staff was 3 persons – two professionals /mangers and an administrator. Each province managed on the order of 5-10 separate contracts for implementing project activities. As mentioned earlier, in many cases these IAs required coaching and support for project and financial reporting.

To the degree possible the project worked through existing structures rather than requiring the creation of new ones. The project also capitalized on existing resources such as ILO

²⁴ SCREAM and 3R have been used in IPEC initiatives in Indonesia but EAST has brought these materials and training to new areas of Indonesia. KAB and SYB were also available before EAST implementation but have now been disseminated more widely through EAST.

programmes SCREAM, 3Rs, SIYB and KAB. In addition a number of staff working in the provinces as either coordinators or project officers had previously worked with ILO in some capacity and were familiar with ILO processes.

Early in the project implementation it was recognized that the notional per person training cost estimate used for elaborating an initial budget for the vocational skills training component was insufficient to support all of the activities required for meeting the desired EAST criteria for support²⁵. Fees for private sector training for the same types of courses were also considerably higher than EAST budgetary amounts. With the agreement of all the stakeholders a decision was made to reduce the number of young people that would be provided training by about 50 per cent. With the reduction in the number of persons to be trained training the training budget allocation per trainee approximated the costs of private sector training and resources were sufficient to provide the training consistent with EAST project design principles.

The component with the highest total expenditure was the revitalization of the BLKs (component 5)²⁶. This is not too surprising considering that some of the more expensive interventions like procurement of equipment and international study tours were linked to activities in component 5. During the project period about 1,520 young persons graduated from the BLKs. The investments in the BLKs would be expected to produce returns for a number of years. The revitalization component has meant that more students attend programmes that have the necessary equipment to meet national certification standards, that management has better knowledge and more tools (IT, reference materials, rehabilitated facilities, etc.) and that in two programs (both in the Aceh BLK) the institution is now qualified to assess and certify students against the national standards.

It was the impression of the evaluation team that EAST project staff as well as government were not entirely happy with the returns on investment in component 5 (albeit for different reasons). After the significant investment only two programmes of the six targeted across the three institutions can be certified in-house in the BLK. There was no shift in course offerings and students in their responses expressed concern that courses are too short as well as concerns about the quality of instruction. Admittedly the revitalization of these centers is extremely complex and EAST was implemented in an environment that was not conducive to producing the kinds of outcomes envisioned by the project. As public institutions instructors are public servants and many have been working in these institutions for quite some time. Many have had little contact with industry since entering the BLK and incentives for retraining or upgrading skills are very limited. Mounting new courses requiring hiring of new instructors is difficult and time consuming and closing courses because the training they provide is not rewarded by industry is perhaps even more difficult. Existing training programmes (number of students and length of course) are linked to a budgetary allocation rather than an industry or national certification standard. Whether the constraints were adequately recognized in the

²⁵ Market assessment of employment or self-employment potential, CBT, after training support, etc.

²⁶ About 17.5 per cent of total EAST cumulative expenditures as reported in the Match 31, 2011 financial statement.

design or not it seems the case that either additional resources or applying the available resources to 1 or 2 institutions rather than 3 may have produced a better outcome in relation to the investment. That being said the evaluation team does recognize that working in fewer institutions may have been unacceptable to government.

Perhaps the most glaring resource allocation issue is the fairly meager allocation to evaluation and assessment. The lack of allocation to evaluation and assessment at the design stage results from an assumption that simply implementing the activities results in them being demonstrated as effective and ready for broader application. As the evaluation team has suggested in a number of other places in this report, the absence of a formal and systematic assessment and review of the main interventions places serious limits on their contribution beyond providing services to just the beneficiaries of EAST. After 5 years the evaluation team does not see that the processes or results have been well defined or their impact understood.

3.3.5 Gender

From inception EAST capacity development activities have included specific targets for the participation of women and a final total of persons receiving training across the entire project components indicate that women made up more than 50 per cent of those receiving training through EAST. In addition to this quantitative indicator of the participation of women in EAST, the evaluation team noted that in each of the provinces visited women were among the most active, enthusiastic and effective EAST participants. These women held positions as teachers and/or school administrators, tutors and/or owners of private training institutions, staff of NGOs that were involved in EAST as implementing agencies or master trainers. In a number of cases these women had taken advantage of multiple opportunities to improve their own knowledge and skills through EAST sponsored activities in addition to playing a key role in delivering services to beneficiaries. This final evaluation has already identified one of the outstanding achievements of EAST as the network of human resources that were developed and strengthened. Women are an important element in this network and represent a mobilized and skilled resource for future initiatives to reduce child labor and improve skills for youth.

EAST also adopted formal targets to ensure that girls and women were adequately represented as beneficiaries of EAST initiatives. Girls represented 44 per cent of the children who were supported to return to formal schooling or equivalency programmes and about 52 per cent of the beneficiaries of the pre vocational life skills participants. Of those children who were provided JEC about 49 per cent were girls. About 40 per cent of the participants in EAST supported NFE vocational training were female as were nearly 54 per cent of youth provided entrepreneurship training (SIYB).

The gender composition of BLK enrolment is closely linked to the types of programmes on offer at the particular institutions. Generally the industry focus of training programmes has tended to result in a much larger male enrolment except in cases where a specific type of programme – for example the computer programme in Papua draws high numbers of female

students. While EAST did undertake efforts to promote and encourage the participation of women in traditionally male dominated fields the results were small scale and not generalized reflecting the necessity of a lengthy process working with both training institutions and households to overcome gender biases. It was encouraging that over the relatively short period of EAST engagement with the BLK in Banda Aceh the percentage of female students did increase significantly from about 25 per cent in 2008 to about 45 per cent in 2010.

EAST also incorporated a targeted systemic intervention to address gender mainstreaming across the project and to promote gender mainstreaming in Indonesian institutions. Training in Participatory Gender Audit methods provided stakeholders tools and a process for supporting existing policy on mainstreaming gender into planning and service delivery. This training was provided to implementing agencies, training institutions and government institutions at national, provincial and district level including senior high ranking officials in the MoNE and MoWECP. While PGA has been recognized by decision makers as an excellent supporting methodology for GoI policies for gender mainstreaming its potential is just beginning to be realized as the EAST project closes. One of the ILO technical resources in PGA commented that it was just in the last round of PGA trainings that the methods were reaching the stakeholders (government and non-government) that are in a position to produce real changes in practice and impact at the community level.

3.3.6. Effectiveness of management arrangements

The project had staff in each of the 6 provinces but payments to IAs and for other goods procured were for the most part handled centrally in Jakarta. While this arrangement provides considerable safeguards it did have some undesirable consequences. One frequently mentioned issue is that IAs would identify the participants for a given activity but the time lag in receiving the funding would sometimes discourage participants and the process of recruitment would need to begin again.

The administrative burden resulting from the geographical dispersion of the project as well as the diversity of the different initiatives limited the ability of the Jakarta or provincial offices to provide technical inputs and guidance. It was the impression of the evaluators that project coordinators and project officers at the provincial level spent the vast majority of their time on administration rather than technical support. While the master trainers provided technical inputs, the organization of the project placed serious constraints on the application of the ILOs considerable expertise and experience to technical support in the project delivery sites.

In the view of the evaluation team these limitations result from decisions made at the design stage. These questions about the effectiveness of the management arrangements return once again to what we see as the tension in the project design between delivery of services to the largest number of beneficiaries possible and the development, testing and dissemination of exemplary models for addressing child labor and youth unemployment. If the objective of EAST was to deliver services in a cost effective manner with robust fiduciary controls then the management arrangement was effective. If a more intentional focus on generating knowledge

that could be replicated was the objective then the management arrangements did to some degree work against that objective.

3.3.7. Impact orientation

The evaluation referred to the EAST development objectives as statements of the intended impact of the EAST project.

Development Objective 1: Effective progress with National Plan of Action on Worst Form of Child Labor (WFCL).

Development Objective 2: Education and training systems and policies better equip young people for employment and entrepreneurship

The EAST project contributed to the progress of the National Plan of Action for the elimination of the worst forms of child labor through awareness raising at the provincial and national level and providing technical assistance and financial support that enabled the child labor structures in 6 provinces (action committees) in eastern Indonesia to effectively discharge their duties (in some cases through the development of action plans and/or additional legal prohibitions or regulations concerning child labor). These enabling investments included the development and dissemination of strategies and tools for child labor monitoring and referral as well as building the capacity of the members of the provincial and district action committees to better understand the character of child labor in their local context. In some cases EAST support not only impacted EAST project areas (districts) but strategies and tools were extended to additional areas through government implementation.

EAST project actions in eastern provinces of Indonesia improved the capacity of government entities and training providers to deliver training of greater relevance and higher quality. Methods for assessing local labor market demand were developed and disseminated and vocational skills trainers were exposed to CBT. EAST resources were used to subsidize and promote training of disadvantaged out of school youth that incorporated this analysis of local demand, the use of CBT in the training and the inclusion of after training support for trainees.

EAST also made strategic investments to support the revitalization of the main public vocational training institutions. 3 BLKs received support to improve their management capacity and practices, to better orient training to market demand and to improve instruction through the use of CBT.

3.3.8. Sustainability

EAST investments were consistent with GOI established priorities and strategies. EAST investments were also high quality and generally recognized by participants and officials as being effective. In observations by the evaluation team it was also clear that relevant capacity has been improved for strategic stakeholders in the project areas. These successes resulted from the previously described significant effort on the part of the implementation team and from the experience of ILO Jakarta as a collaborator with the GOI in the area of youth employment.

Evaluating the success of EAST regarding sustainability is a complex matter. Sustainability was an EAST project objective and the implementation process involved a great deal of collaboration and capacity development with the key stakeholders in the project areas and at the national level. EAST activities were developed on the basis of GOI priorities of improving the quality and relevance of education and training and it is likely that these priorities will assume even higher levels of attention as regional and international economic integration advances.

If sustainability is interpreted as the continuation or “replication” of EAST strategies and activities (see TOR) the picture is less promising. As described in section 3.3.2 Validity of design, government officials often recognized the quality and value of EAST activities but at the same time characterized their own participation as “not involved” since there was no budgetary line item in a particular government entity linked to an EAST innovation. One of the final activities of the EAST project was a two – day closing workshop in Jakarta. Invited to attend were a selection of IAs from the project provinces, EAST staff, representatives of provincial and local government from the project provinces including public training institutions, national government representatives from relevant line ministries, university faculty that had provided technical support to various components of EAST among other invited participants. One of the final activities was the development of provincial / district level plans for sustaining EAST initiatives. The evaluation team noted that unfortunately, few government officials participated in this final planning activity underlining the complexities of integrating the EAST experiences into regular larger scale government implementation.

Earlier in the project EAST provincial staff struggled with the problem that despite getting approval of the relevant authorities and providing training and materials to teachers some schools did not implement programmes or utilize the training and materials (SCREAM, 3R, pre vocational life skills training, JEC, KAB, etc.) In several project areas EAST staff responded by requesting “letters of commitment” that training and materials would not go unused. As mentioned previously, a not insignificant number of vocational training institutions targeted by EAST simply dropped out from consideration for EAST funding as they felt there were insufficient incentives for them to undertake the tasks required to receive EAST funding.

In some EAST project areas PACs and DACs are applying new capacity and instruments. While EAST investments enabled these entities to better execute their mandates are there incentives in place to continue these processes without EAST support or to expand them to other areas?

Some teacher training bodies (LPMP) have been provided with a set of methods and materials for promoting more inclusive child centered teaching methods in junior secondary schools. It is an open question whether these materials and training will continue to be disseminated to teachers without EAST support. Even with EAST support during the project implementation period teachers mentioned that they had difficulty securing key inputs from school level resources and did not feel that they had sufficient understanding of the methods to develop their own examples and activities? Will pre vocational life skills training continue in the schools where it was promoted when the evaluation team's observations suggested that the process of implementation was not well defined or understood and school heads did not seem to be particularly supportive other than with respect to EAST financing of the material inputs for the practical skills component

It was a struggle for EAST to successfully incentivize training providers to develop training courses on the basis of a formal assessment of post training employment possibilities or to apply CBT (some providers simply judged that the effort required was greater than the returns that would return to the instructors or institution). The production of and dissemination of a "how to" manual (the 4 in 1 manual) on the basis of EAST experience could prove a valuable resource for supporting fundamental change in improving the quality and relevance to labor market demands of training opportunities. However current government processes that require providers seeking government subsidies guarantee post training placements²⁷ are seen by many as having had limited impact on the nature of course offerings. It seems unlikely that just the availability of a manual – regardless of its quality and potential usefulness- will result in changes in the landscape of available training opportunities.

EAST experience suggests that entrepreneurship training for out of school youth with less than complete secondary education is much more successful when combined with providing a marketable vocational skill. Is there sufficient institutional incentives and flexibility to ensure collaboration in the training market to promote this combined approach without EAST advocacy and support?

Clearly, the EAST agenda will be carried forward as the objectives of the project were developed on the basis of continuing GoI priorities²⁸. However, in the view of the evaluation team the prospects for the sustainability of the EAST practices and approaches are no as clear- at least without additional actions. Our observations are that the EAST project staff made significant efforts within the framework of the project design to promote sustainability. The design of the project was overwhelmingly focused on delivering services to a large number of children and youth and subsequent decisions about project sites resulted in additional

²⁷ Block grant processes require providers to demonstrate they have « job orders » for the graduates.

²⁸ It is important not to confuse continued prioritization of child labour and youth employment driven by GoI policy with the sustainability of EAST strategies and practices.

logistical burdens. The EAST staff managed to execute the service delivery aspects of the project in a timely and efficient manner and to leave behind a network of persons with exemplary knowledge and skills as well as a number of quality materials and instruments. These outcomes meet and exceed the objectives of the project design. However, if the ultimate goal is to support “changing the way business is done” in the area of child labor and youth employment then they are necessary but insufficient results and other actions are still required.

4. Conclusions and Recommendations

The ambitious scope of the EAST project combined seven project components that:

- strengthened official bodies that address child labor at the provincial and district level,
- provided capacity and materials for schools to make children aware of their rights and responsibilities and creating school environments that are child centered and attractive to children,
- created and implemented a new approach to fostering personal and social skills through pre vocational activities that improve chances for school and workplace success,
- integrated formal counseling on educational and career choices into secondary school programmes,
- made available to out of school disadvantaged youth opportunities for vocational training that was relevant to local labor market needs and of good quality,
- facilitated the revitalization process at 3 BLKs,
- supported the development of systems and strategies for improving productive self-employment opportunities for youth and
- produced relevant research and policy briefs in the areas of child labor and youth employment.

The project met – or will meet – most of the quantitative targets specified in the original project document. The project has raised the level of awareness on child labor issues in project areas and left behind a strong network of institutions and individuals with excellent knowledge and experience in addressing child labor and youth employment issues. Through EAST a number of already proven materials were successfully adapted for use in Indonesia and new materials (for example 4 in 1, JEC) have been developed through EAST experiences and in collaboration with EAST

partners. The human and material resources (modules, materials, instruments, etc.) represent investments that can be recruited for improving and/or expanding the EAST approaches. The project was implemented in a very efficient manner with significant logistical challenges due to the distribution of the project sites and implementation in areas of Indonesia where implementing partners tended to have less experience and capacity than in other parts of the country.

The evaluation team feels it is important to see these significant accomplishments of the project separate from the considerations of sustainability and expansion. The project design appeared to assume that strategies, instruments, practices and materials that were implemented in EAST would be adopted and implemented more widely – and this view is sometimes echoed by EAST staff. The evaluation team did not see evidence of these claims. Clearly GoI will continue to prioritize child labor and youth employment but we feel that is quite independent from the wider proliferation of approaches developed and tested through EAST. On more than one occasion the evaluation team heard from government partners the seemingly inconsistent message that they were not “involved” in the project and that the project should be continued. We interpreted these comments as a recognition that EAST interventions were quality initiatives addressing critical issues in the areas of child labor and youth employment, but that the much more work would still be required before these practices can be “owned” and incorporated into government actions.

The evaluation team does not see this as weakness or failure in implementation but rather a faulty assumption embedded in the project design. Furthermore we do not see these challenges to sustainability or expansion of the EAST achievements as the result of choices that were made in implementation but rather as indications of what actions are still required to fully realize the returns to the investment in the EAST project.

Indeed recent indications suggest that EAST has strengthened ILO’s credibility with GOI in the area of youth employment in Indonesia. ILO Jakarta continues to make contributions to GOI strategic thinking in this area through both formal and informal contacts and EAST has expanded the menu of country-specific interventions and strategies promoting youth employment in Indonesia.

This capacity to support efforts to improve prospects for youth in Indonesia can be consolidated still further. As the EAST project closes we still do not understand sufficiently the successes and constraints of many of the approaches. While the evaluation team found that many of the approaches were seen by stakeholders as successful, without more concrete and rigorous assessment of results it will be more difficult to effectively advocate for the adoption of particular approaches or strategies – especially since many of these approaches represent a change in the way “business is done”.

Recommendations:

To fully capitalize on EAST achievements the ILO country office can take a number of steps. These steps would further strengthen ILOs capacity as an important and strategic collaborator in supporting GoI policy and strategy development. The recommendations presented would likely require some modest amount of additional resources.

1. Identify the EAST initiatives (components) that are the most strategic and where ILO has a comparative advantage.

ILO should identify the EAST components where ILO has a comparative advantage. For example, regardless of the quality of SCREAM and 3Rs there are many other government and non-government partners promoting inclusive child friendly methods in schools. JEC, on the other hand, was enthusiastically received in the field and is an area that has been relatively ignored by GoI and development partners. EAST work in entrepreneurship for disadvantaged youth – especially in combining skills training with entrepreneurship training and (at times) business development also appears to be an area with the potential to affect the national agenda and is an area where ILO can draw on their significant national and international resources and experience. The evaluation team has chosen JEC and youth entrepreneurship as examples but ILO Jakarta in consultation with partners is best positioned to identify 2-4 EAST strategies/interventions as areas with significant potential for impact and where ILO can continue to make significant contributions.

2. Undertake a systematic and rigorous assessment of these strategic initiatives

The evaluation team has maintained throughout this document that our understanding of the processes and impact of the EAST initiatives is incomplete. If ILO is to actively promote and advocate for a particular strategy or approach it must be on the basis of a clear understanding of the processes and outcomes. These assessments of the strategic initiatives should provide a concise description of the intervention, the factors which affect outcomes, the necessary inputs and the costs/budgetary implications of wider implementation and institutionalization. Clearly resources for such an activity are limited making a strategic choice about which EAST initiatives offer the best potential for supporting government (as well as labor and the private sector) efforts to improve schooling and training outcomes.

From an institutional perspective it is important to recognize in future projects the evolving role of the ILO in a rapidly developing Indonesia. Even in projects of a relatively large scale for ILO Indonesia the contribution directly to beneficiaries will

be extremely limited in comparison to the reach of GOI initiatives. The value of ILO support is in its capacity to develop, test and disseminate knowledge. While project proposals typically recognize this function EAST provides an example where the demands of implementation may have limited the potentially much greater knowledge generation benefit of the project.

3. ILO should develop and implement a strategy for promoting these best practices from EAST.

Having one or more well defined and tested interventions does not mean that they will necessarily be implemented. “Changing the way business is done” requires efforts to convince and encourage decision makers to overcome the inertia of past practice and create new incentive structures that promote good practice. This will not happen on its own. The evaluation team recommends that the ILO develop a formal communication strategy for marketing these approaches to decision makers at all levels. This plan would include workshops at various levels (national, provincial, district) that provided decision makers the opportunity to interact with EAST implementers and evaluators. The human resources develop through EAST (individuals and institutions that demonstrated excellence during the EAST project) should be supported to play a leading role in this strategy.

Annex 1: Field Visit Summaries

Maluku Province

Two evaluation consultants were to travel to Maluku Province for the entire week of 12 September 2011. Unfortunately the day before the scheduled departure to Ambon communal conflicts erupted in the Ambon area and authorities responded by restricting road mobility. The UN system also cancelled all pending travel to Maluku province. In response the EAST Project Coordinator for Maluku province as well as the local Programme Officer and a project consultant were able to travel to Jakarta to meet with evaluation consultants at the ILO offices. Approximately 1 ½ days were spent in conversations with the EAST project staff from Maluku province.

Aceh Province

Two evaluation consultants conducted field visits to EAST project activities in Aceh province from Sunday 18 September until Friday 23 September. On Monday 19 September the consultants met with EAST project staff, Master Trainers across the various project components, representatives from the IAs, and key district government officials playing a role in EAST implementation in the province.

On Tuesday 20 September the consultants visited 3 SMPs, 1 SMA and 1 private vocational training provider in Banda Aceh or Aceh Besar. Respondents were primarily school officials and those teachers, staff or tutors implementing EAST supported activities. Implementation of components 1,2,3 and 4 were discussed.

On Wednesday 21 September the consultants visited 2 SMKs and a local government operated training center on fresh water fishery development in Mesjid Raya where EAST had supported a cohort of trainees.

On Thursday 22 September two evaluation consultants held a number of meetings at the EAST project office in Banda Aceh. Representatives from KADIN, PRGI, ABKIN and trade unions provided their perspectives with respect to EAST supported activities in Aceh province. A meeting was also held with the former EAST supported advisor to the BLK in Banda Aceh. On Saturday one of the evaluation consultants met with the Director of the Banda Aceh BLK director at the ILO offices in Jakarta.

Friday morning 23 September the consultants met with Aceh EAST staff before departing for Jakarta at midday.

South Sulawesi Province

On Sunday 25 September two evaluation consultants travelled to South Sulawesi Province (Makassar). On Monday 26 September the consultants met for two hours for an initial briefing with ILO project staff in Makassar. The ILO staff made a brief presentation that was followed by a discussion. Also on Monday morning the consultants had a round table discussion with EAST master trainers for various project components (SCREAM, 3Rs, Inclusive Education, LSE, JEC, CBT, participatory gender audit, and SIYB). The roundtable was held at the offices of the P2PNFI Makassar. Monday afternoon the consultants met with a representative of the implementing agent for SIYB training in South Sulawesi at the site of a forum to support young entrepreneurs recently established by some SIYB trainers and recent SIYB graduates (Makassarpreneur). Finally on Monday the consultants met with representatives of Provincial and Takalaar district government (Provincial and District Action Committees) at the provincial government offices in Makassar.

Tuesday 26 September the evaluation consultants met with school authorities, the implementing agent for LSE and JEC (UNM), teachers trained in use of the JEC and Pre Vocational training at SMP 13 in Makassar. The evaluators subsequently visited the children's center located at the Makassar solid waste dump. The center provides academic and life skills tutoring to children from the dumpsite area. At the center the evaluation consultants met with tutors/peer educators, the IA (LPA), village government and individuals developing a film about some of the young people involved in the program. A scheduled meeting with the head of the BPPNFI to discuss, among other issues, participatory gender audits was cancelled as the official was called to a meeting elsewhere in the province.

The evaluators travelled to Barrangloppo island on Wednesday 28 September. On the island the consultants met with the headmaster, teachers trained in SCREAM and 3Rs, staff from the implementing agent (LPMP), and some students from the school participating in classes where SCREAM and 3Rs methods were applied on the islands "one roof school" (SMP). Upon return to Makassar the team visited SMA 4 located in the city of Makassar. A discussion was held with the school headmaster, several teachers participating in JEC training, representatives from the community and parents association and the IA for JEC training (UMN). Also on Wednesday afternoon the evaluation team met with the school head, the assistant school head and a teacher trained by ILO supported master trainers in the application of KAB at an SMK in Gowa district.

The evaluation team travelled to Takalaar district on Thursday 29 September. There the team met with the owner and tutors of a vocational training programme ("computer operator"). The trainers at this LPK (LPK Arham) also were trained in CBT through ILO support. In addition all of the individuals who were supported for the computer training received SIYB training provided by the local IA. Subsequently the team traveled to a more remote area where they met with two young men who had established a small enterprise utilizing their computer and SIYB training.

On Friday morning 30 September the evaluators met with representatives from the trade unions (KPSI, KSPI, KSBSI), APINDO, and the Hassanundin University. The discussion focused in their experiences implementing the EAST project as well as the challenges and opportunities to sustain useful aspects of the project. One final meeting was on Friday afternoon with representatives from other implementing partners and stakeholders ABKIN, UNM, BPPNFI, SPB and the ILO EAST team to discuss these same issues. The consultants departed for Jakarta at 18:45.

East Nusa Tenggara Province

An evaluation consultant conducted field visits to EAST project activities in East Nusatenggara or Nusa Tenggara Timur (NTT) province from Sunday 11 September until Friday 15 September. On Monday 12 September the evaluation consultant held a number of meetings at the EAST project office in Kupang. These meetings were held with representatives from Provincial Offices of MOMT (*Nakertrans*), of Youth and Sport (*Dinas Pemuda dan Olah Raga*), of Cooperatives and SME (*Dinas Koperasi*), of the Provincial Development Planning Agency (*Bappeda*) and the provincial development secretariat (*Spadu*). Subsequently the evaluation consultant also met with representatives of FAO-RFLP, PNPM Mandiri (community empowerment programme), APINDO and KSPSI (trade unions) to gather their perspectives with respect to EAST supported activities in NTT province. In the afternoon, the consultant met with representatives of implementing agencies - PPSE-KA (NGO), UPTD, PNFI, LPMP (institute for education quality assurance), ABKIN (association of counseling teachers), YANUBADI (NGO), YBST, LAPENKOP and UPT PTK, and master trainers of Components 4 (Vocational Training) and Component 6 (Entrepreneurship Training).

The following day the consultant visited public SMP No. 2 Kupang Tengah and Community Learning Center (CLC) Cendana Wangi. Respondents were primarily school officials' teachers, and staff or tutors implementing EAST supported activities as well as students participating in the implementation of Component 1 and Component 2. Discussions focused on the execution of those components.

On Wednesday 14 September the consultant visited public SMK No.3 Kupang and private training providers. Respondents were mainly school principals, teachers involved in the EAST execution and participating students. Topics discussed were Component 6 activities (Know About Business).

On Thursday 15 September the evaluation consultant interviewed principal and teachers and students of SMA No. 7 Kupang. Topic discussed included the application of Component 4 (Vocational Skill Education) and the se of the programme Know about Business (KAB) in the school.

PAPUA PROVINCE

The field visit to Papua province was conducted on 19-23 September 2011. It was planned that the morning meeting on the first day of field visit in Papua Province will be with the local government officers - BAPEDA, Office of Education, and Office of Manpower and Transmigration. Due to unanticipated conflicts the only government attendees were four staff members from the Office of Manpower and Transmigration. An afternoon meeting was held with provincial master trainers for EAST components 1, 2, 3, 4, and 6.

The following day the evaluator visited SMP Martin Luther Sentani, and interviewed the school principal, four teachers who were trained and implemented component 1, 2, and 3 of the EAST project, and six students (3 girls and 3 boys) as the beneficiaries of the project.

The interviews were conducted separately at the principal's office. After visited the SMP Martin Luther, the evaluator had the opportunity to visit youth who participated in entrepreneurship training using the "Get Ahead" training program. The youth now runs a fish farm on Sentani lake. In the afternoon visit was made to *LKP Sentra Computer* to have interviews with the Director/owner of the LKP, two young people who participated in the training (men and women), and two instructors of computer programing and computer technician.

The third day of field visit, the evaluator visited SMKN 3 Jayapura, and interviewed the school principal, one trainer (component, 1, 2, 3 and 4) who is also teacher at the school, one teacher who was trained on entrepreneurship and three students (one girl and two boys). Later the evaluator met with the provincial Chairman of KADIN and then with the 4 Implementing Agencies executing project activities in Papua.

The following day the evaluator met the chairman of BAPPEDA, visited the Jayapura BLKI and had discussion with the representative of Trade Unions. The final day of the mission the evaluator met with the secretary of provincial office of education.

WEST PAPUA PROVINCE

The field visit to West Papua Province was carried out in two cities, Manokwari (26-27 September) and Sorong (28-30 September). On the first day the evaluator met with the Head of Non-Formal and Informal Education Division as the Acting Head of Provincial Office of Education. The planned meeting with the head of BAPPEDA was cancelled due to his prior commitments. That afternoon the consultant met with 3 provincial trainers (two males and one female) for component 6 of EAST Project, and two (male and female) chairpersons of community learning centers.

On day 2 the evaluator visited SMPN 7 Manokwari and had separate discussions with the school principal and with 13 students (4 males and 9 females). A visit to SMKN 2 Manokwari followed where the evaluator had a discussion with the acting school principal and one teacher. The second day of field visit to West Papua was also the first day of Closing Workshop of the EAST Project in West Papua Province, and the evaluator took this opportunity to meet some partners of the EAST Project during the coffee break, lunch time and end of the day (Head of Social and Cultural Affairs of BAPPEDA, Head of Section Provincial Office of Manpower and Transmigration, Implementing Agencies -Belantara, Yasobat, Perdu, Elpera, provincial trainers, a chairperson of a community learning center and out of school youth graduates of SIYB and vocational training.

On day 3 the evaluator took the 30 minute flight to Sorong. Upon arrival the evaluator visited two schools. At the first school - SMKN 1 Sorong the evaluator met two teachers and three students who implemented the entrepreneurship program . At the second school -SMA 2 Sorong the evaluator met with the school principal and two teachers.

The following day, the evaluator visited the Sorong BLKI, and had a meeting with the head of the staff development program and the head of monitoring and evaluation. The evaluator also visited the workshop (automotive, welding, mechanical, and computer) and had a discussion with the instructors in each workshop. After the BLKI visit the evaluator visited SMKN 2 Sorong and had a discussion with KAB teacher and five students. A later meeting was held with program managers of YPPK and Victory University as implementing agencies. The day concluded with a meeting with two provincial trainers of component 6.

On the fifth day, the evaluator visited SMP ABT Sorong and had a discussion with the school principal, and two teachers. The visit then continued with a discussion with two out of school youth graduates of SIYB and vocational training. One of the youths is producing and selling ice blocks for the fisheries and one is running a fish farm.

Annex 2: Interviewees and Respondents

Name	Designation	Contact details
National Development Planning Agency		
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Mr. Joko Sutrisno	Director, Directorate of Secondary Vocational Education	
Mr. Maryana	Staff of Directorate of Course and Institutional Empowerment	
Ms. Mudjiyem	Head of Sub-Directorate, Learning, Directorate of Junior High School Development	
Ms. Yeni Rusnayani	Head of Sub-Directorate , School Institution, Directorate of Junior High School Development	
Ministry of Man Power and Transmigration		
Mr. Bambang Satrio Lelono	Secretary to the Director General of Training and Productivity Development	
Mr. Bagus Marijanto	Director of Apprenticeship Development	
Ms. Indah Anggoro Putri	Head Unit of International Cooperation and Legal Affairs	
Mr. Kunjung Masehat	Head Secretariat of National Certification Agency	
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Ms. Winarsih	Ass. Dep. for special needs children	
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Mr. Rudi	Ass. Dep. for children's civil rights	
Ms. Sri Haryati	Ass. Dep. for child abuse	
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Mr. Marmin Hartanto	KSPI (Confederation of Indonesian Trade Unions)	
Ms. Maria	KSBSI (Confederation of Indonesian Prosperous Labor Unions)	
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SMPN4 Kupang Timur	Mr. Hermanus Radja	
SMPN1 Fatuleli	Mr. Nopem SM Bire	
SMPN 1 Amarasi	1. Mr. Hanoch A. Huan 2. Ms. Wenselina Maria Rafu 3. Mr. Yohanes S. Tukan 4. Ms. Yohana Nolum	
SMPN 1 Taebentu	1. Mr. Gabriel Meli 2. Mr. Dominggus Galla 3. Mr. Sadrak AM Sole	
SMP terbuka Kel. Lima	Ms. Sesilia N. Kokin	
SMAN 7 Kupang	1. Mr. Petrus N. Hayon (school principal) 2. Mr. W. Takeleb (teacher) 3. Ms. Djuwitaningrum (teacher)	
SMKN 3	1. Ms. Lusía M. 2. Ms. Ariantje A.W 3. Mr. Pieter Wahab 4. Mr. Tri Hartono 5. Ms. Delfi Otemuru (student) 6. Mr. Johan Kristanto (student) 7. Ms. Margaretha (student)	
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Mr. Risyad Pariama	Head of Instructor Coordinator, BLKI Jayapura	
Mr. John Kabey	Chairman KADIN	
Mr. Jufry Mantong	Secretary, KSPSI	
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Training Provider: LKP Sentra Komputer	1. Ms. Djumik Wiyono (director) 2. Ms. Elsa Emilia (instructor/computer programmer) 3. Mr. Sunarto (instructor/computer technician)	
SMP Martin Luther Sentani	1. Ms. Ana Rumbino (school principal) 2. Ms. Veronika Suway (KAB teacher) 3. Ms. Irwati Kaumfu (KAB teacher) 4. Ms. Bastiana Manggo (KAB teacher) 5. Ms. Marisi Lumban Tobing (GC teacher) 6. Ms. Misera Wanda (student) 7. Mr. Yosua Tabuni (student) 8. Ms. Elsy Nari (student) 9. Mr. Yesaya Y. Wakur (student) 10. Mr. Danny Pagawar (student) 11. Ms. Sufa Rumbino (student)	
SMKN 3 Jayapura	1. Ms. Nurhayati (KAB teacher) 2. Mr. Sony (student) 3. Ms. Yuli (student) 4. Mr. Rama (student)	
Out of School Youth (graduate of SIYB and vocational training)	1. Mr. Benny Walilo (running fish farming) 2. Ms. Siska Maubaran (honorary administrative staff of District Entrop) 3. Mr. Balthasar Heypon (honorary administrative staff of Office of trade and commerce)	
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Mr. Hari Waliyanto	Provincial Office of Manpower & Transmigration,	

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Mr. Suwarno	Head, Program and Evaluation Division, BLKI Sorong	
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Ms. Romauli Sirait	Office of Education Fakfak	
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PKBM	1. Mr. Mikael Iwow (PKBM Marice) 2. Ms. Nurwulan (PKBM Papua Sejahtera) 3. Mr. Benjamin (PKBM Yeras)	
SMPN 7 Manokwari	1. Mr. Suroto (school principal) 2. Ms. Insumi (student) 3. Ms. Marice (student) 4. Ms. Yohbet (student) 5. Mr. Andy (student) 6. Mr. Ibenius (student)	
SMKN 2 Manokwari	1. Ms. Ance Kaiway (acting school principal) 2. Ms. Yola Lembong (KAB teacher)	
SMKN 1 Sorong	1. Ms. Pratiwi (KAB teacher) 2. Ms. Alfin (KAB teacher) 3. Mr. James (student) 4. Ms. Winda (student) 5. Ms. Putri (student)	
SMKN 2 Sorong	1. Ms. Jeni Rita (teacher) 2. Mr. Yohanes (student) 3. Ms. Astuti (student) 4. Ms. Yunais (student) 5. Ms. Novanda (student) 6. Mr. Angkala (student)	
SMAN 2 Sorong	1. Ms. Regina Sroyer (school principal) 2. Ms. Dintje Matulelessy (<i>economics</i> teacher) 3. Ms. Suslin Adilang (teacher)	
SMPN4 Sorong	Ms. Ermelinda Irah (teacher)	
SMP ABT Sorong	1. Mr. Melkhios Nau (school principal) 2. Ms. Katarina Ruhulessi (teacher) 3. Ms. Jacoba Kore (teacher)	
Out of School Youth (graduate of	1. Ms. Elfrin Mofu (operating kiosk of nine staple	

SIYB and vocational training)	supplies) 2. Ms. Wati Kasongat (petrol street vendor) 3. Mr. Felix (selling ice block) 4. Mr. Ones (running fish farming)	
Stakeholders in Aceh Province		
Mr. Purnama Karya	Provincial Office of Man Power and Transmigration	
Mr. Ramli Rasyid	Chairperson of Indonesian Association of Teachers	
Mr. Mirwadi	Secretary of Confederation of Workers	
Mr. Iskadarsyah Madjid	Member of KADIN	
Mr. Ramli Rasyid	PGRI	
Mr. Mirwandi	SBSI	
Ms. Kusumawati Hatta	Women Development Centre (director)	
Ms. Cut Mutia	Lembaga Pusat Ketrampilan Perempuan Sejahtera (PKPS/director)	
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ABKIN	1. Ms. Arum Rahmasari 2. Ms. Anna Carnina	
SMKN 1 Banda Aceh	1. Ms. Faridah (Counseling teacher) 2. Ms. Eli Djumiati (Counseling teacher) 3. Ms. Cut Saidah Mansyur (Counseling teacher) 4. Ms. Rahmiati (Entrepreneurship teacher) 5. Ms. Deli Astuti (Entrepreneurship teacher) 6. Ms. Nur Hamiza (curriculum affairs) 7. Ms Yusraini (curriculum affairs)	
SMKN 1 Aceh Besar	1. Ms. Irianti (Counseling teacher) 2. Ms. Malahayati (school representatives)	
SMP Terbuka Mesjid Raya	1. Mr. Asnawi (School Principal) 2. Mr. Nazaruddin	
SMPN 2 Banda Aceh	1. Ms. Nila Kesuma (acting school principal) 2. Ms. Zihan Qarimah (Counseling teacher) 3. Ms. Asnita (Prevocational teacher) 4. Ms. Anidar (Prevocational teacher)	
SMPN 7 Banda Aceh	1. Ms. Nurlela (prevocational teacher) 2. Ms. Yuswina Yunus (counseling teacher)	

Stakeholders in South Sulawesi		
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Ms. Andi Yulia	Provincial Office of man Power and Transmigration	
Mr. Ahmad Syaifuddin	Provincial Office of Education	
Mr. ainuddin Detol	District Office of Education, Takalar	
Mr. Sentot Irawan	BPM PDK	
Mr. A. Irawan Bintang	BAPPEDA	
Mr. Gunawan	BAPPEDA	
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Mr. Yun Hans	PGRI	
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Prof. T.R. Andi Lolo	Lecturer/Univ. Hasanuddin	
Prof. Ambo Tuwo	Lecturer/Univ. Hasanuddin/career day resource person	
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Facilitators at Antang Dumpsite	<ol style="list-style-type: none"> 1. Mr. Gufron H.K. (LPA South Sulawesi/Secretary) 2. Mr. Abd. Naris Agam (saribattang institute/journalist) 3. Ms. Renny 	
Provincial trainer	<ol style="list-style-type: none"> 1. Ms. Yun E. Hans (School Supervisor, Office of Education/trainer for JEC) 2. Mr. Rasmi Amin (LPMP/trainer for JEC) 3. Mr. Nelson Soemanda (trainer SIYB) 4. Mr. Bahrul Ulum (trainer SIYB) 5. Ms. Lutfiah Muhammad (trainer JEC) 6. Ms. Rina Zulwiyati (trainer SCREAM & 3 R) 7. Mr. Mansyur Bennu (trainer life skills) 8. Mr. Benny T.P. (trainer CBT) 9. Mr. M. Arman Taufik (BPPNFI/trainer CBT) 10. Ms. Rostianah (trainer life skills) 	
SMAN 4 Makassar	<ol style="list-style-type: none"> 1. Mr. Marhaini D. (school Principal) 2. Mr. Nuryana Thani (counseling teacher) 3. Ms. Woro Purwayani (counseling teacher) 4. Ms. Chaerati (counseling teacher) 	

Open Roof School (SMPN 28) Baranglombo Island	1. Mr. Suaib Ramli (school principal) 2. Mr. Jamaluddin (teacher)	
SMPN 13 Makassar	1. Mr. Bahrudin G. (school principal) 2. Ms. Radiawaty (counseling teacher) 3. Ms. Setiawaty (life skills teacher)	
SMKN 2 Somba Opu, Sungguminasa	1. Ms. Yayuk Wahyuni (school principal) 2. Mr. Muh Djafar (vice school principal) 3. Mr. Sallarong (KAB teacher)	

Annex 3: Evaluation Terms of Reference



Terms of reference for independent final evaluation

Education and Skills Training for Youth Employment (EAST)

INS/06/15/NET

18 August 2011

1. Introduction and Rational for Evaluation

For the project completion of the EAST, an independent final evaluation is required. In ILO project evaluations are mandatory to ensure accountability and appropriate usage of funding provided by the donor. The evaluation assesses which impact the project had on current policies, systems and final beneficiaries, but also reports on lessons learnt and identifies further strategic directions to ensure the sustainability of the project. The evaluation is expected to provide guidelines as to how the ILO, its constituents (the Government, the employers, and the workers), other stakeholders (including partners in the world wide movement against child labor and networks in favour of youth employment) can replicate and scale up activities after the project completion.

The evaluation will be managed by an evaluation manager based in the ILO Regional Office for Asia and the Pacific (ROAP). The evaluation team will consist of a team of independent evaluators – one international and two national consultants. The evaluation process will be participatory and will involve tripartite constituents throughout the process. The Office, the tripartite constituents and other parties who were involved in the execution of the project are the primary users of the evaluation findings and lessons learnt.

The evaluation will comply with UN norms and standards and that ethical safeguards will be followed²⁹.

²⁹ United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System, 2005

2. Background on the EAST project

The EAST project is a four-year project funded by the Kingdom of Netherlands. The project period is between 1 Nov 06-31 Oct 11. The project start-up and implementation was considerably delayed. It aims at (a) improving the employability and capacity for entrepreneurship among young women and men, (b) contributing to the elimination and prevention of child labor through improved access to high-quality and relevant education and training opportunities; and (c) upgrade selected BLKs (Indonesia Vocational Training Centres) to enable them to become more effective and efficient in training young men and women in programmes relevant to the needs of the labor market.

The project has two development objectives which are i) effective progress with national plan of action on Worst Form of Child Labour –WFCL and ii) Education and training systems and policy better equip young people for employment and entrepreneurship. The seven immediate objectives are as follows:

- 1) The capacity of national, provincial and Kabupaten (district) level stakeholders to prevent child labor and improve access to education is enhanced through pilot programmes supporting MoNE Strategic Plan initiatives;
- 2) The relevance of lower secondary education is increased through provision of an extra-curricular pre-vocational skills programme;
- 3) Young people are in a position to make well-informed choices about education, training and career plans;
- 4) Access of disadvantaged youth to relevant and market-oriented livelihood and core work skills development opportunities is increased;
- 5) Public technical training centres (BLK) deliver competency-based training courses according to market-demand;
- 6) Young people have access to enhanced entrepreneurship and business creation education;
- 7) Provincial and district structures and networks have enhanced capacity for policy advocacy using an improved knowledge base on child labor, education and youth employment.

With a project budget of US\$ 22.7 million, the EAST project has been the largest project ever implemented by the ILO in Indonesia, and is involving 33 districts in six Provinces namely Papua, West Papua, Nusa Tenggara Timur, Maluku, South Sulawesi and Nanggroe Aceh Darussalam (NAD).

The project collaborates with the ILO constituents: the government (the National Development Planning Agency, the Ministry of Manpower and Transmigration, the Ministry of National Education and their related provincial departments), employers'

organizations, and workers' organizations. For project delivery, the project relies on the services of 31-42 implementing agencies through Action Programmes (basically sub-contracts).

The project is governed by a National Steering Committee, and by Provincial Steering Committees at the provincial level.

Linkage to Indonesia DWCP

The EAST project contributes to the following outcomes of Indonesia's Decent Work Country Programme: (a) Effective progress on the implementation of the Indonesia National Plan of action on the Worst Forms of Child Labour, and (b) Education and training systems and policies better equip young people to enter the world of work.

The relevant performance indicators of the DWCP to which the EAST project contributes include:

- (a) Ministry of National Education and Ministry of Manpower adopt the "Careers Guideline" to provide career counselling to young people, developed with ILO assistance over 2005-06, and implemented by 2 local governments
- (b) Entrepreneurship development products are adopted and implemented in government educational institutions
- (c) At least 10 BLKs are implementing CBT as a result of ILO assistance
- (d) CBT-based instructor training started with ILO involvement
- (e) Incidence of child labor is reduced, and
- (f) ILO constituents and stakeholders apply tools and methodologies developed under the TBP in the implementation of the NPA on the Worst Forms of Child Labour;
- (g) Incidence of child labor is reduced.

The EAST conducted a mid-term independent evaluation in Feb 2010 to assess the progress made towards achieving established outcomes, to identify constraints and newly emerging opportunities which have been identified during the first phase of the project, but also provides recommendations for improved project operation and effectiveness. The independent evaluation team conducted a review of EAST documents and reports; conducted field visits, interviewed and held group discussion with key stakeholders and beneficiaries (including students in Aceh, West Papua, Papua, Sulawesi Selatan and NTT). It also conducted and analysed tailor-made questionnaires to include various categories of stakeholders. The midterm evaluation found that the project was very well in line with the Government and development partners' policies and strategies; however, the implementation has been slightly fragmented due to the complexity of the project design

in linking the project up with various elements. The midterm evaluation also assessed project impact, effectiveness, and efficiency as good with some exceptions on certain components e.g. life skills and career and education counselling. The midterm evaluation identified gender mainstreaming as a particular challenge in some geographical areas (e.g. Aceh) and emphasised the need for stronger monitoring systems, which are a challenge given the size of the project. The evaluation concluded that there is a high probability for EAST to have a long lasting and systemic impact.

Project component wise, the midterm evaluation identified the following recommendations.

- Component 1 – Back to SMP level education: ILO should continue to undertake and monitor the activity and ensure that any model of successes, as well as challenges are documented for good practices and lessons learnt
- Component 2 – Life skills in SMP: the project should revisit its approaches and discuss with MoNE the issue of the ‘mismatch’ of EAST’s messages and the prevailing notions of Life Skills in schools. Targets need to be looked over and experience documented in each province. Decisions should be made on reallocating resources and downsizing in non-performing areas/schools to enable funds to be utilized for other activity areas.
- Component 3- Job and Education Counselling Services to Students: similar to recommendations for component 2 that the project resources should be reallocated in activity area for which there exist common interest and appreciation for concepts among authorities and the project.
- Component 4 – Vocational skills training programme for out-of-school youth – the project should reduce the originally unrealistic quantitative targets by 50 percent.
- Component 5 – TVET: number of recommendations provided under this component including develop quality labor market driven training packages, provide portability of qualifications, establish a model TVET centre of excellence, introduce CBT across all programme and course, incorporate core work skills in all training courses, strengthen relationships between BLKs and relevant business and industry sectors, increase participation of women in TVET courses, increase cooperation between component 4,5 and 6.
- Component 6 – Entrepreneurship development: the project should assist youth with information and linkages with lending institutions and share information.
- Component 7 – Research and Policy level Actions: a) research and studies - should be completed well in advance of the completion workshop planned for the second half of 2011; b) policy work – the project should continue the good work and strive to influence policy makers in order for piloted activities to be translated into policy at all levels. Provincial experiences gained should be documented as case studies
- Gender mainstreaming and gender equality: a) gender disaggregated data must be collected, analysed and presented; b) gender equality concerns should be promoted in all Provinces particularly Aceh.
- Monitoring: a) a tracer studies of school graduates and out of school youth was to be undertaken and used as means of verification as per log frame (for outcomes under D02, IO4, IO5 and IO6).
- Project exit strategy: ILO should enable a comprehensive exit strategy to be in place once the project ends.

3. Purpose, scope and clients of the evaluation

Purpose

The final evaluation will assess whether the project objectives have been achieved as well as determine what steps have been undertaken to ensure sustainability and system impact of key components after the project comes to an end.

The evaluation should also isolate (a) what has worked which should be presented with what measures need to be taken for ensuring sustainability and with details of what may constitute a model for upscaling – and (b) what has failed (partially or fully) – to be presented with explanations, and possible remedial action that need to be taken by respective partners.

The evaluation has the following key objectives: -

1. To assess the extent to which the EAST project has taken into account and acted upon the midterm evaluations' recommendations
2. To assess the results of the EAST project vis-à-vis its outcome monitoring plan and reporting indicators.
3. To assess the extent to which the project has adapted its strategy/activities to allow the project to focus on the outcome vis-à-vis opportunities and challenges.
4. To analyse the project's impact and assess the extent of relevance of the tools and training materials, which were developed to assist *replication* and increase the likelihood of upscaling of piloted interventions (through various Government schemes and social partners' strategies). A fair attribution of the impact should be given to existing programmes, especially those funded by the central and the provincial Governments, and to the support provided by ILO EAST in order to give a balanced view of the ILO EAST impact.
5. To assess synergies between EAST and other ILO projects e.g. Time bound Child Labour programme and the contribution of the project to the overall DWCP outcomes and how EAST was able to increase the Office's visibility and role to support the Government in strengthening local governance at various levels in Indonesia.
6. To assess the effectiveness of stakeholders engagement and to identify the next steps and the transition strategy on how ILO should moves forward to the post project work
7. To identify key lessons learnt and good practices

Scope

The final evaluation will cover all components of the project, include all the project sites and will assess the project for the entire implementation period. The evaluation builds on the findings of the midterm independent evaluation, which was undertaken in Feb 2010 and should take into account the evaluation's purpose and objectives as available in the project document. The following aspects should be addressed:-

- **Design:** Provide inputs and recommendations to the project design, the scope and complexity (comprised several components e.g. child labor, youth employment, skills and vocational training, etc.), size, and geographical coverage.
- **Managing for results:** a) whether the project of this size has in place an adequate M&E system and capacity in order to monitor its progress towards achieving the project impact and outcome b) to what extent the project has adapted to challenges and changing circumstances (both opportunities and risks) and what are the contributing factors.
- **Synergy among components and with other interventions:** to what extent each component of the EAST project has contributed and how these components have complemented each other to achieve the development objective. Further, to what extent the EAST has made linkages to other interventions (other ILO interventions or others') for better or more effective results and sustainability.
- **Substantive results:** analyse the major results achieved (including tools and models for *replication*) and the contributions made to Indonesia DWCP, to government and social partners' policy/schemes (including the medium term development goals of Government of Indonesia/ and the provincial development plans in the case of provincial interventions) and identify the factors and processes which were responsible for the achievement of those results.
- **Constituents and partners capacity:** To what extent has the project increased the capacity of tripartite constituents and partner organisations to address child labor, skills development and entrepreneurship opportunities for youth in the following areas: 1) organisational capacity; 2) greater involvement of the social partners in project implementation; and 3) mobilisation of social partners to ensure enabling environment i.e. to have child labor, relevant skills training, and entrepreneurship for youth in their portfolio of work.
- **Gender mainstreaming:** To what extent the EAST project has succeeded in mainstreaming gender equality in its work (outputs/outcomes) and its processes?

To what extent achieved EAST a systemic impact in the area of gender mainstreaming at policy and system and institutional levels?

- **Exit strategy/Transition/Post project strategy:** Assess strategies taken by EAST for an exit strategy and how the ILO should move forward on the post- project work. Assess how EAST achievements have supported the priorities of Indonesia Jobs Pact, provincial and national government programmes and eventually the design of next DWCP.

The final evaluation will have access to the tracer studies report and a comprehensive good practice report.

Clients

The primary clients of the evaluation are EAST project management and project partners (Ministry of Manpower and Transmigration, the Ministry of National Education, National Development Planning Agency, Employers' Organization, Workers' Organizations), which includes provincial and local governments besides ILO staff involved in the project (ILO Jakarta, ROAP, ILO field technical specialists and ILO technical units at HQ) and the Embassy of the Kingdom of the Netherlands for Indonesia, who are responsible for the follow-up of the evaluation.

4. Evaluation criteria and questions

ILO independent evaluations usually emphasise relevance of the programme to beneficiary needs, the validity of the programme design, the project effectiveness and efficiency, the impact of the results and sustainability as defined in the ILO Guidelines on Planning and Managing Project Evaluation (April, 2006). ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007) address gender sensitive monitoring and evaluation. The evaluation will be conducted following UN evaluation standards and norms.

In line with the results-based approach applied by the ILO, the evaluation assess to what extent the immediate objectives of the project were achieved, while using the logical framework indicators as the reference. The main source of these questions was from the initial consultation with the stakeholders and tripartite constituents. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with the evaluation manager.

Relevant and strategic fit of the project

- Does the project effectively address the national/provincial/local development priorities, UNDAF, and specific donor priorities/concerns in Indonesia, noting that these may have evolved significantly since 2006 when the EAST was formulated?
- How does the project align with and support ILO's strategies (DWCP, gender mainstreaming, employment agenda, poverty reduction, youth employment etc.)
- How well did the EAST project complement, fit, and strategically optimise synergies through collaboration with other ILO projects in Indonesia particularly child labor and youth employment projects to increase its effectiveness and impact?

Validity of design

- Were the project strategy, objectives and assumptions appropriate for achieving the planned results?
- Does the project make use of a monitoring and evaluation framework? Is there a clear link between the EAST M&E indicators and that of DWCPs? To what extent are project indicators useful to measure progress and strike the balance in demonstrating accountability for progress against project objectives and not burdening project staff?
- Is the governance structure of EAST, specifically the role and relevance of national and provincial steering committees clear to all stakeholders? Do the terms of reference of these structures adequately reflect key roles and responsibilities? Have the structures and its operation been effective in guiding the EAST project over the project period and to the post project?

Project Effectiveness:

- Has the project achieved its planned objectives? What factors influenced the effectiveness of the project capacity building and other activities? Have the quantity and quality of outputs been satisfactory? How have outputs been transformed into outcomes?
- How and to what extent have tripartite constituents been involved in project implementation?
- Did EAST regularly monitor its programme activities? Is data regularly collected?
- To what extent has the EAST project been able to build on other ILO initiatives and create synergies? If so, was the quality of the result(s) better and more apparent and/or whether wider beneficiaries benefited from those results?
- Analyse the linkages between EAST and IPEC TBP Indonesia – highlighting the linkage between eliminating child labor and addressing youth unemployment in Indonesia.
- Have effective has the EAST project developed a strategy for knowledge management and sharing internally and externally?

Adequacy and efficiency of resource use:

- To what extent have the projects been able to build on other ILO initiatives and create synergies that allowed for more efficient use of resources?
- Does the project have good systems to provide (a) budget planning and reporting and (b) work planning and reporting effectively correspond? Do they allow for efficient use of time and resources?
- What level of the project activities (national, provincial, local, institutional) provided the most cost-effective benefits? What factors influenced decisions to fund certain proposed project activities, and not others?

Gender:

- Has the EAST project effectively succeeded in mainstreaming gender equality in its areas of work (outputs) and its processes? What are the outcomes delivered in terms of gender equality?
- Estimate the impact of the policies adopted/implemented on the gender of women and men where appropriate
- Assess the impact of gender mainstreaming at policy and system levels.

Effectiveness of management arrangements

- Are the National and provincial steering committees' active and effective? Are they clear about their roles and responsibilities?
- Did the project have adequate staff capacity to implement the project? What could have been done more or differently?
- Did the project receive adequate administrative, technical and if needed political support from the ILO Jakarta, ROAP, technical specialists and the responsible technical units at HQ (*the Technical units in HQ shall include admin and management support unit such as e.g. BUD, FIN, and PROCUREMENT*). How effective was the internal coordination among technical units to support the EAST?
- How the project management monitor and deliver the project outputs? What tools have been developed and used?
- Any substantive factors that support (or hinder) the smooth project implementation?

Impact orientation

- To what extent have project results been anchored in national/local and provincial institutions? Are there demonstrated linkages between project results and policy processes?
- Is there evidence that tools developed by the project and the project's advocacy for the elimination of child labor and support to youth employment have been replicated and mainstreamed into existing policies and programmes due to the efforts of the EAST project?
- Assess a fair attribution of the impact that the EAST has contributed to existing relevant programmes in Indonesia, especially those funded by the central and the provincial Governments
- Analyse the evidences that the EAST has contributed to DWCP Indonesia

Sustainability:

- Is there exit strategy? If so how realistic is it? What needs, if any, were identified for further capacity building and supports to promote the likelihood of sustainability?
- Which project components will most likely be sustained after the project and how? How likely is it that the project outcomes will be sustainable – that is, that the local/national partners take ownership of them and have the necessary capacity and resources to continue or even expand them?
- What roles can the local, provincial, and national governments play in integrating EAST experiences beyond the duration of the EAST project? Examine the opinions of the National, provincial steering committees and the Action Committee for the Elimination of the Worst Forms of Child Labour at the national, provincial and district levels, if already establish.
- Can the project approach and results be maintained or scaled up by the national/local/provincial partners after completion of the project (e.g. replication in other BLKs, reaching out to teachers currently not covered by the project)? Is this likely to happen considering the capacity (technical and financial) and will of national/local and provincial partners? Has the project effectively created an enabling environment? What would support their replication or scaling up?
- Assess the possible good practices that Regional Office can replicate in other countries e.g. linkage of child labor and youth employment, the EAST strategy that may be replicated in other low middle income countries in the region

5. Methodology

The evaluation will be conducted in accordance with ILO guidelines for independence, credibility and transparency. The evaluation will be conducted between 22 August and 31 October 2011 and will include field visits to Indonesia (Jakarta and all provinces).

The evaluation is expected to use a mixed methodological approach and takes advantage of the following tools:

- Desk review will analyse project and other documents but not limited to the followings: -
 - o Key project documents and midterm evaluation reports
 - o Project progress reports
 - o Indonesia DWCP 2006-2010 document
 - o Tracer studies report
 - o Good practices report
 - o Project monitoring plan and data collection report
 - o Other key documents produced by the project
 - o Other relevant national and provincial development plans

The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. **The evaluation team will review the documents before conducting any interview.**

- Focused group discussion and/or Semi-structured interviews and telephone conversations:
 - o EAST project staff members
 - o ILO Jakarta officials e.g. Director and relevant Programme Officers
 - o ILO staff outside Jakarta e.g. HQ technical units (Skills, IPEC, Youth employment) and ROAP and DWT relevant specialists (by phone)
 - o Donors
 - o National and local/provincial tripartite constituents
 - o National and local/provincial implementing partners
 - o Beneficiaries
- Field visits for observation and interviews with staff, including semi-structured interviews with key provincial stakeholders, staff and beneficiaries.
- Participation as observers in the EAST Closing Workshop in Jakarta (Oct 4-5, 2011).
- On the final day of the field visits, the evaluation team will present preliminary findings, conclusions, and recommendations to the key stakeholders and EAST project staff.

6. Main outputs and schedule

Deliverable	Timeframe for submission by
1) Inception report: includes detailed methodological document outlining the evaluative approach, key activities, interview questionnaires and timeframe	1 September
2) Field visits to Indonesia (Jakarta and all provinces) Including participating in EAST Closing Workshop on October 4-5, 2011 Power point presentation of the preliminary findings shared with the NSC	5 September -6 October , 2011 <u>Debriefing workshop to be held on 6 Oct.</u>

Deliverable	Timeframe for submission by
	<u>2011</u>
3) Draft evaluation report	20 October
4) Second draft report	10 November
5) Final report	15 November

The report will include an executive summary (using ILO standard format) and a full report of findings and recommendations (following the ILO checklist of quality evaluation report) to be finalized by the evaluation team leader. The contents of the report include:

- Title page
- Table of contents
- Executive summary
- Acronyms
- Background and project description
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status and findings by outcome and overall
- Conclusions and recommendations
- Lessons learnt and potential good practices and models of intervention
- Annexes (list of interviews, overview of meetings, proceedings stakeholder meetings, other relevant information)

The evaluation report should be concise and not exceed 35 pages excluding annexes (supporting data and details can be included in annexes).

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO Jakarta. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

7. Management, time frame and resources

Management

The evaluation team will report to the evaluation manager (Ms Pamornrat Pringsulaka, pamornrat@ilo.org) and should discuss any technical, methodological or organisational matters with the evaluation manager. The evaluation Unit at ILO HQ will provide quality control of the evaluation process and report.

The evaluation will be carried out with logistical support of the EAST project team and with the administrative support of the ILO Office in Jakarta and the EAST project team and the backstopping official for EAST, the skills and employability specialist, who is based in the DWT in Bangkok..

Composition evaluation team

The evaluation team will consist of one international evaluation consultant, and two independent national evaluation consultants. The international consultant will be the team leader and have final responsibility for the overall evaluation and the evaluation report. The Team leader is responsible for the division of labor among the team member. The national consultants will contribute substantively and will take part in the evaluation missions and provide substantive inputs to the evaluation process and to the report to be drafted by the team leader. The evaluation team will be qualified senior evaluation specialists with extensive experience in project evaluation. Extensive experience in the areas of youth employment, non-formal and formal technical and vocational education and training will be an important asset. The evaluation team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

Team leader: profile and responsibilities

Profile	Responsibilities
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<ul style="list-style-type: none"> - Experience in design, management and evaluation of development projects - Experience in designing evaluation tools that fit the need of the exercise, conducting desk reviews and evaluation missions, drafting of evaluation reports - Experience in evaluations in the UN system, preferably as team leader - Experience in the areas of child labor, youth labor and vocational training is an advantage - Extensive experience in technical and vocational education and training - Experience in facilitating workshops - Relevant regional experience - Ability to write concisely in English 	<ul style="list-style-type: none"> - Coordinate the use of evaluation processes and methodologies. Responsible for the evaluation instrument - Facilitate the preparation of outputs of the evaluation team - Coordinates with the other consultants and project stakeholders - Final responsibility for conducting the evaluation according to the Terms of Reference, including the quality of the report and compliance with deadlines
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National consultants: profile and responsibilities

Profile	Responsibilities
<ul style="list-style-type: none"> - Relevant background in social and/or economic development - Experience in design, management and evaluation of development projects - Technical knowledge of child labor, youth employment and vocational training and after training support - Experience in facilitating workshops - Fluency in Bahasa and English 	<ul style="list-style-type: none"> - Assist in desk review of project documents, fact-finding, research on relevant national policy and programme documents - Undertake field visits with team leader - Hold and facilitate interviews and discussions. - Prepare and facilitate stakeholder workshops (report of workshop) - Assisting in the documentation, analysis and interpretation of evaluation findings

Time frame and work plan

The total duration of the evaluation process is approximately 2.5 months. The evaluation team leader will be engaged approximately 40 work days of which 4 weeks (24 work days) will be in Indonesia. It is expected that the national consultants will be engaged for approximately 30 work days.

Meetings in Jakarta and in the provinces will be organized by EAST project staff, in accordance with the team leader's requests and consistent with the terms of reference. A detailed programme for the in-country mission will be prepared by EAST project.

Provisional work plan

Phase	Dates (tentative)	Responsible persons
0) preparation of TOR and consultation with constituents and stakeholders	June-August 2011	Evaluation manager
1) Telephone briefing with evaluation manager Desk review of project related documents Evaluation instrument based on desk review Inception report	22-29 August 2011	Evaluation team leader, with support of evaluation team
2) field mission in Indonesia and consultations with stakeholders, participating in the closing workshop and presentation of preliminary findings	5 September – 6 October 2011	Evaluation team with logistical support by project
3) Draft evaluation report based on desk review and consultations from field visits	<u>To be submitted by 20 October 2011</u>	Evaluation Team leader with support of evaluation team members
4) Circulate draft evaluation report to key stakeholders Consolidate comments of stakeholders and send to evaluation team leader	20 Oct- 5 Nov 2011	Evaluation Manager

Phase	Dates (tentative)	Responsible persons
5) Submission of revise the report (including explanations on why comments were not included)	10 Nov 2011	Evaluation Team Leader
6) Final report	15 Nov. 2011	Evaluation Team Leader

Final report submission procedure

For this independent evaluation, the following procedure is used:

- The team leader will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the team leader.
- The team leader will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager who will then forward it to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to stakeholders including the donor.

Resources

The resources required for this evaluation are:

For the team leader:

- Fees for team leader for approx. 40 days
- Fees for international travel from consultants' home to Indonesia in accordance with ILO regulations and policies
- Fees for local DSA during the field visits (as appropriate)

For the evaluation team members:

- Fees for a national consultant for approx. 30 days
- Fees for local DSA during the field visits (as appropriate)

For the evaluation exercise as a whole:

- Stakeholder workshop expenditures
- Interpretation costs as appropriate
- Any other miscellaneous costs

