



## Evaluation Unit (EVAL)

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# **Mid Term Evaluation Final Report**

**ILO Project on  
Education and Skills Training for Youth (EAST)**

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**Technical Cooperation project INS/06/15/NET  
Independent Evaluation**

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## Acronyms and Abbreviations

3Rs	Rights, Responsibilities, & Representation
ABKIN	Guidance and Counselling Association of Indonesia
AIDS	Acquired Immune Deficiency Syndrome
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 (Regional Planning and Development Board, province level)
BAPPENAS	National Development Planning Agency
BKSP	Badan Koordinasi Serifikasi Profesi (National Coordinating Agency for Professions' Certification)
BLK	Balai Latihan Kerja (Vocational Training Center)
BLKI	Balai Latihan Kerja Industri (Industrial Vocational Training Centre managed by Centre)
BLTKI	Balai Latihan Tenaga Kerja Indonesia (Indonesian Employees Training Center)
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 dan Informal (Bureau for Non – Formal and Informal Education)
CBT	Competency-based Training
CCT	Conditional Cash Transfer
CEA	Community Employment Assessment
CLMS	Child Labour 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
GoI	Government of Indonesia
IA	Implementing Agency
ICT	Information and Communication Technology
IDR	Indonesian Rupiah
IGTC	International Garment Training Centre
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
IRIS	Integrated Resource Information System
ISO	International Organization for Standardization
ICT	Information and Communication Technology
JEC	Job and Education Counselling
JICA	Japan International Corporation Agency
KAB	Know About Business
KADIN	Kamar Dagang dan Industri Indonesia (Trade and Industry Chambers of Commerce of Indonesia)
KSBSI	Konfederasi Serikat Buruh Indonesia
KSPSI	Konfederasi Serikat Pekerja Seluruh Indonesia
KSPI	
LEMBARA	Lembaga Pemberdayaan dan Pengembangan Masyarakat (Community Development and Empowerment Agency)

LFA	Logical Framework Analysis
LF	Logical Framework
LMIA	Labour Market Information and Analysis
LMS	Labour Market Survey
LP2KM	Lembaga Pengembangan Pendidikan dan Ketrampilan Masyarakat (Community Education and Skill Development Agency)
LPK	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 (Profession Certification Agency)
M&E	Monitoring and Evaluation
MFI	Micro Finance Institution
MGBK	Musyawarah Guru Bimbingan Karir (Regular Assembly Meeting of Counselling Teachers)
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 Pendidik dan Tenaga Kependidikan (Teachers Empowerment and Development Center)
PBB	Performance Based Budgeting
PC	Project Coordinator
PERDU	Community Development and Nature Conservation Agency
PGA	Participatory Gender Audit
PGRI	Persatuan Guru Republik Indonesia (Teachers Association)
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 (Strategic Plan)
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)
SYB	Start Your Business
SYIB	Start and Improve Your Business
TA	Technical Assistance
TAB	Technical Advisory Board
TCP	Technical Cooperation Program
TCPSO	Technical Cooperation Program Summary Outline
TEK MEK	Teknik dan Mekanik (Mechanical and Technical Branch)

TNA	Training Needs Assessment
TOR	Terms of Reference
TOT	Training of Trainers
TPR	Technical Progress Report
TU	Trade Union
TUK	Place for Competency Assessment
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UNM	Universitas Negeri Makassar (Makassar State University)
UNORC	United Nations Office of the Recovery Coordinator for Aceh and Nias
UPTD	Unit Pelaksana Teknis Daerah
UPTD-PTK	Unit Pelaksana Teknis Daerah – Pelatihan Tenaga Kerja (Regional Technical Implementing Unit on Labour Training)
WB	World Bank
WDACL	World Day Against Child Labour
WFCL	Worst Forms of Child Labour
YNI	Yayasan Nusantara Indah (Nusantara Indah Foundation)

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## Executive Summary

**Regarding the overall progress of the ILO executed EAST Project at mid term,** the evaluation has concluded that the actual implementation only took off in mid 2008, as the project had a slow and shaky start, but implementation and delivery picked up significantly during 2009. The distribution of benefits has been uneven among the Provinces where the Project has been active. An Internal Review of the Project was carried out at the beginning of 2009 and the Project has in a satisfactory way met the recommendations generated by this review.

The issue of ownership by the government agencies and constituents has been, and continues to be, a great challenge for the Project management, although cooperation and coordination with the key partners have been strengthened during the last half-year, and in particular since the Internal Review in 2009. The complicated design of the Project has posed another major challenge in particular in the attempts to create a transparent and integrated programme.

The criteria used in assessing the Project's progress on its themes and components, are validity of project design, relevance and strategic fit, efficiency, effectiveness, impact and sustainability. The evaluation has concluded that **validity of project design is not more than satisfactory** as its complexity has made it difficult for both staff and to appreciate the original intentions including the linkages between the various elements. Thus the impression has been a fragmented implementation scenario. On the positive side, the Project has made good attempts to improve on the design of the Logframe Matrix to enhance its use as a management tool and framework in reviews and evaluations.

Regarding **validity of selecting the project operational areas**, it was noted that while Aceh fits in with some of the selection criteria used, it clearly stands out due to the prevailing religious and socio-political climate and restrictions posed on women and girls (and young people in general). ILO clearly has to do much more to explain and reaffirm its gender strategy and position vis-à-vis its constituents in Aceh - as it was found that the representatives of these organisations did not agree to promote basic ILO messages on equal opportunities for women and men.

**Relevance and strategic fit of the Project was assessed as very good** as the Project clearly is well in line with the Government's and development partner's policies and strategies, ILO's support to the National Action Plan (NAP) for the Elimination of Worst Forms of Child Labour (WFCL).

**Regarding efficiency and producing the stated outputs the assessment made is good.** Some exceptions were found, within Component 2 (life skills) and 3 (career and education counselling). These components showed to be quite problematic, as the activities are not grounded in a common understanding with the involved institutions about ILO's messages and intentions. As for outputs produced within Component 4 - it is commendable that the Project is actively working to combine the approaches and inputs with those for developing entrepreneurship in Component 6, which ought to increase efficiency of the work under both components. Efforts are also made to continue to build bridges and merge inputs of e.g. Component 5 (the TVET component) with 6 and 4, and 1 with 2 and 3. These efforts should not only result in greater efficiencies but also make for more holistic and integrated ILO-supported interventions.

In terms of disbursement/delivery rate 2009 was much improved in comparison to 2007-2008.

**Regarding effectiveness this was assessed as good** – keeping in mind that there is still time to achieve and reach the objectives at the end of 2011.

**Impact was assessed, generally, to be very good** – however with reservation regarding component 2 and 3, where impact yet has to be determined. It was clear to the evaluation that educationalists and students have become more aware of the hazards of child labour especially at young age; There is greater participation by students in classroom activities such as group work and discussions and in expressing opinions; and At-risk students in Community Learning Centres (PKBM) have better access to learning as well as recreational activities such as sports, public speaking, radio talk shows and art. However, much more advocacy is needed on the issue of combating child labour as it was revealed that there is quite some acceptance among the stakeholders that child labour is a necessity and

justified as “children are assisting their low-income families”, i.e. the right of the child is often not a concern, as such.

Regarding sustainability - this is an important and pressing issue at mid term of the Project and **it was assessed that, overall, the likelihood of sustained benefits of the Project is good.** The work that has come across as likely to be sustained after the end of the Project is within an area where ILO has a definite comparative advantage, namely its capacity-building work as well as in promoting social mobilisations/training models. It is imperative that the Project initiates discussions with the Government and its stakeholders about sustainability after 2011. Stakeholders from government, as well as non-government and the private sector should give their own assessment of the various EAST models and suggest ways that support mechanisms are put in place to continue using models that have worked well. The system of monitoring schools and non-formal educational places e.g. in rural areas, also need to be evaluated by national/local stakeholders, particularly as they will require significant resources to continue. The possibility of expanding the project into new districts and provinces should be discussed with relevant stakeholders.

**Regarding the activity components, the following assessments were made:**

**Back to SMP level education (Component 1):** The activities are highly relevant in particular in areas where there is a high occurrence of child labour.

**Recommendation:** ILO should continue to undertake and monitor this activity and ensure that any model or successes, as well as challenges are documented for good practices and lessons learnt, to be shared with other actors in the sector.

**Life skills in SMP (Component 2):** It was clear that there is a mismatch regarding the Project’s messages on the one hand, and what Indonesian educators consider should be the contents and aim of pre-vocational activities (referred to as Ketrampilan) on the other. This has made success hard to come by on a short-term project basis, as the very foundation for change seems to be lacking, including a full agreement about the Project’s objectives.

**Recommendation:** 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 that have come up in this evaluation. Targets need to be looked over and experiences documented in each province. Decisions should be made on reallocation of resources and downsizing in non-performing areas/schools to enable funds to be utilized for other activity areas (e.g. Component 1, 4, or 6). However, the evaluation team acknowledges that the lack of progress cannot be generalized to all areas. Remaining resources under the project should be used where taken positive action has been made, as a result of the project interventions.

**Job and Education Counselling Services to Students (Component 3):** The Job and Educational Counselling activities have generally not been satisfactory, despite good attempts. The reasons seem to be similar to that of component 2 - namely that the ground (foundation) in schools to assimilate the innovations and ideas of the Project is weak.

**Recommendation:** Much of the recommendation regarding Component 2 also applies for Component 3. Basically, project resources should be used in activity areas (components) for which there exist common interest and appreciation for the concepts - among the authorities and the Project. Meanwhile, non-performing areas/schools should be encouraged to create enabling environments to ensure that counselling teacher can perform their functions fully, which includes being assisted in planning and implementing such activities. Simultaneously, advocacy and capacity building activities should continue aimed to strengthen knowledge and commitment of education policy makers on the importance of career counselling for students.

**Vocational Skills Training Programmes for Out-of-School Youth (Component 4):** The Project is commended for taking the initiatives to merging this Component with Component 6 - in order to develop greater market orientation and relevance and linking SYB training with vocational training programmes.

**Recommendation:** The project should reduce the originally unrealistic quantitative targets by 50 per cent.

**Entrepreneurship Development (Component 6):** In this area ILO has a clear comparative advantage – as it has access to methodologies and tools proven useful in so many countries. There exists a great interest among all involved stakeholders and the topic is high on national and provincial governments' agendas.

**Recommendation:** In this favourable climate – the issue of providing credit to youth should be at the forefront and the Project should assist youth with information and linkages with lending institutions and share information. (The assumption in the LF that credit for start-up of business after training is not a problem needs to be clearly abandoned).

**Research and Policy Level Actions (Component 7):** The Project originally intended to influence policies through availing documentation to policy makers resulting from research on various subjects. It is praiseworthy that the Project already, at mid-term, has made direct contributions to various policies at various levels, at the request of government counterparts.

**Recommendations:** *a) Research and studies:* Studies initiated should be completed well in advance of the Completion Workshop, planned for the second half of 2011, so that the findings may be shared with others well before the end and in the workshop. Technical support from ROAP and/or ILO Headquarters should be sought and provided in this respect, if required by the Project. *b) Policy work:* The Project should continue the good work and strive to influence policy makers in order for the results and experiences of pilot activities to be translated into policies at all levels. The experiences gained from provinces, should be documented in Case Studies that clearly describe what has worked and bring out lessons learnt (including what has not worked). The coming months are important in this respect.

**Gender mainstreaming and gender equality:** *a)* The Project regards gender as an important cross-cutting theme and has made efforts in making the programme gender responsive. Some important steps to mainstream gender issues have been taken to ensure that staff members appreciate what gender mainstreaming entails and have the capacity to promote the issue vis-à-vis the stakeholders. Still, there are gaps described in the report. *b)* Aceh province is posing a particular challenge as the continuing influence of conservative religious institutions has a negative impact on the status of women and girls.

**Recommendations:** *a)* Gender disaggregated data must be collected, analysed and presented in technical reports submitted to ILO and the donor. *b)* Gender equality concerns should be promoted in all Provinces, including Aceh, where staff should adopt a much stronger profile in promoting ILO's messages on gender equality. If this is not feasible in Aceh the Project should reconsider its support to this Province.

**Monitoring:** *a)* The monitoring challenges of EAST Project are huge and *b)* the Project would clearly have benefited from having a Monitoring and Evaluation (M&E) position among its experts.

**Recommendations:** *a)* The Tracer Studies to be undertaken are expected to constitute "means of verification" according to the LF (for outcomes under DO2, IO4, IO5 and IO6). These should be prepared already within the first quarter of 2010. ILO IPEC has, over the last five years, developed materials to guide Tracing and Tracking studies, for direct beneficiary monitoring – these experiences may be used to assist the Project in developing tracer studies also involving school graduates and out-of-school youth. Case Studies would supplement these studies and should also be carried out with start during the first half of 2010. *b)* The ILO should in the future include a centrally based TA (M&E) expert position in large Projects which will allow other expert staff to focus more on quality of implementation (this is also part of 'lesson learned', see Chapter 8).

**Project exit strategy:** As the Project's start up and implementation was considerably delayed, it will be a challenge to develop an effective exit strategy before October 2011. The present donor has declared that no more funds will be provided to the Project after 2011.

**Recommendation:** ILO should enable a comprehensive exit strategy to be in place once the Project ends. Whether this would require a transition phase must be up to the Project management and ILO Jakarta. Expertise for such a strategy should be sought from outside the Project, and be worked on in close cooperation with the Project, MoNE and MoMT. If required, resources for this activity could be solicited/availed from the ILO budget and the Indonesian Government. The main committee of relevance for the work per se is the national technical committee - which has met more frequently than the project's NSC. As the Project now only has about one more year to run, it seems practical to keep status quo. In case another extension period is granted, it would make sense to have one joint NSC for TBP and EAST, and any child labour/youth related projects in the country. This should be explored. Whether this would be acceptable from the GoI point of view is not quite clear, as EAST is an ILO executed project - while this is not the case with TBP.

### **Lessons learned**

**Project Design:** ILO and the donor agencies, when planning for new Projects, should strive to have few immediate objectives and strive to design LFs that are user-friendly management tools. Overworked designs have consequences and therefore more realism should be applied as the LF follows the Project to the end and achievements against the framework has to be accounted for in evaluations.

**Project expertise:** Because of the very significant monitoring responsibilities of a multi faceted Project such as EAST, the Project would have benefited from a technical assistance position of a Monitoring and Evaluation (M&E) Specialist with responsibilities to set up and maintain an M&E system from the start. It would also have benefitted from a position of Documentation Specialist<sup>1</sup>, with the responsibility not only to document lessons learned and good or "proven" practices, but also to assist Provincial project staff in documenting effective models of cooperation and the use of various operational guidelines, and feed such information to Jakarta in a systematic way. Such expertise could have eased some of the monitoring and documentation burden from the Project experts and CTA in Jakarta, which in turn could have contributed to the efficiency of obtaining overall results.

**Sub-contracting to Implementing Agencies:** Implementation of the six component-related activities in the Provinces have been sub-contracted to local organisations, many of which are NGOs. One of the reasons for delayed start of the Project is that time and effort of the Project Management and staff had to be spent on identifying and sub-contracting suitable organisations and strengthening their capacity, before implementation could take off. This could have been foreseen at the *design stage* of the Project - as it is not realistic to expect that local NGOs would easily, or quickly, meet the rather heavy administrative/financial requirements and the specific technical requirements.

### **Component 5 - TVET**

Indonesia is not the first country to find itself with TVET institutions in need of reform and restructuring. The experience of countries that have been through that process tells us that to be effective, such reform has to be comprehensive in that it must embrace all elements that go to make up a BLK. Specifically, the reform must address the way the BLKs are managed, the relationships with their stakeholders, the nature and range of programs they offer, the way those programs are delivered and the nature of support that students receive both during the course and after they graduate. Experience further tells us that such reform is a long-term process, taking at least 10 years and that unless training institutions continuously reinvent themselves, they run the risk of becoming stagnant and irrelevant.

Notwithstanding the EAST project's inevitably slow beginning, the evaluation team found tangible evidence of progress in regard to each of the key objectives relating to the revitalisation of the BLKs. For example, the team noted:

- The setting up of training advisory boards (TABs) which will strengthen the relationships with stakeholders.

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<sup>1</sup> Other ILO executed programmes have used such expertise with good results.

- The training and study tours undertaken, which are a good start to satisfying the aim of up-skilling the managers and the instructors of BLKs.
- The erection of new buildings and refurbishing of existing buildings, which together begins to address the problem of run down physical facilities.
- The piloting of six courses in CBT mode, which is a positive start to the reform of the programs offered by the BLKs.

The team also observed a number of other promising initiatives such as the introduction of a preventive maintenance program, the formation of an English conversation club and student support in the form of labour market information via the establishment of the Kiosk '3 in 1' facilities.

In support of the above initiatives and in an effort to ensure that the EAST project, during the second half of its life, has the most beneficial impact on the BLKs, the evaluation team has made a number of recommendations. Each recommendation was assessed against the central objective, viz, to increase the amount and quality of training provided by the BLKs and to increase the percentage of their graduates gaining paid or self employment.

### **Recommendations:**

- Develop quality, labour market driven training packages
- Provide portability of qualifications.
- Establish a model TVET centre/s of excellence.
- Provide ongoing technical assistance (TA) in eight key areas
- Introduce CBT across all programs and course.
- Incorporate core work skills in all training courses
- Build on and expand the EAST Project
- Strengthen relationships between BLKs and relevant business and industry sectors
- Increase participation of women in TVET courses
- Increase cooperation between components 4, 5 and 6
- Cross reference the targets in the Logical Framework with the Technical Program Reports
- Undertake a campaign to market TVET institutions their products and services
- Increase the level of utilisation of BLKs<sup>2</sup>

**Sustainability related to the Project's support to BLKs:** The sustainability of BLK in Aceh will depend largely on the ongoing support by the MoMT both in terms of leadership and funding. Equally, it will depend on the support of the key industry stakeholders (TABs) in terms of offering on-the-job training and placing graduates in jobs. After a long period of neglect the BLKs in Jayapura and Sorong, Papua, have taken significant steps on the road to becoming relevant contributors to the vocational training of young men and women within their respective provinces. Their sustainability will depend on the quality and strength of the relationship they build with their local industries. Ideally those industries, will advise on the nature of the courses to be offered, provide on-the-job training for the students and ultimately employ the graduates.

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<sup>2</sup> See also Annex 1, where six structural changes are recommended to be made (but at a level which is beyond the scope, and lifespan of the EAST project).

# 1. Background

## 1.1. The evaluated Project

The evaluated Project is the Education and Skills Training for Youth (EAST), which is a four-year technical cooperation project executed by the International Labour Organization (ILO). It is funded by the Embassy of the Kingdom of the Netherlands with a budget of US\$ 22.7 million. It is the largest project ever implemented by the ILO in Indonesia, and is currently involving 33 districts in six Provinces.

EAST is implemented in collaboration with the Indonesian Government and social partners at national level and in six selected Provinces. It aims at (a) improving the employability and capacity for entrepreneurship among young women and men, and (b) contributing to the elimination and prevention of child labour through improved access to high-quality and relevant education and training opportunities (c) upgrade selected BLKs to enable them to become more effective and efficient in training young men and women in programmes relevant to the needs of the labour market.

The Project places great importance on linking elimination of child labour to more relevant skills and better opportunities for youth, once they leave school - thus facilitating the school-to-work transition. It provides support to all categories of formal and non-formal education and skills providers for *youth*, which in Indonesia is a category of young people between the ages of 13-29 years<sup>3</sup>.

The focus of the activities are in the Eastern part of Indonesia, namely in provinces of Papua, West Papua, Maluku, NTT, South Sulawesi (Sulawesi Selatan) - with the addition of Aceh in Northern Sumatra.

The Project has two development objectives and seven immediate objectives. The first development objective is “Effective progress with National Plan of Action on Worst Form of Child Labour (WFCL)”. The second is “Education and training systems and policies better equip young people for employment and entrepreneurship”.

The seven immediate objectives are:

1. The capacity of national, provincial and Kabupaten (district) 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 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 labour, education and youth employment.

## 1.2. The context

The Project objectives fall under the Decent Work Country Programme (DWCP) 2006-2010, specifically under the theme “Employment Creation for Poverty Reduction and Livelihoods

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<sup>3</sup> The definition of youth differs from most other countries (source: ILO).

Recovery, especially for Youth”<sup>4</sup>. The DWCP was formulated on the basis of the United Nations Common Country Assessment, which provided an analysis of the development challenges of Indonesia.

The Medium Term Development Plan (RPJMN) for 2004-2009 stipulated the Government’s spending at national and local levels. This plan, as well as the Ministry of Manpower and Transmigration’s RENSTRA 2005 – 2009, identified children, and women migrant workers, as particularly vulnerable groups. A new Government Medium Term Development Plan (RPJMN) for 2010-2014 has recently been developed and presented. A national summit on finalization of this Plan was held in Jakarta on 11-13 December 2009. Eleven national priorities were determined to ensure the achievement of the nation’s development goals. In brief, these priorities are: (1) bureaucratic and good governance reformation, (2) education, (3) health, (4) poverty alleviation, (5) food security, (6) infrastructure, (7) business and investment climate, (8) energy, (9) environmental and disaster management, (10) less developed and post conflict areas and (11) culture, creativity and technology innovation.

Other recent developments of relevance for the EAST Project is that the President of Indonesia called for an overhaul of the education system to focus more on developing innovation and entrepreneurial spirit of the graduates. He called for a national education system that emphasized case studies and problem solving so that job seekers would become job providers. The President who was re-elected for his second term announced “100 days program” of his new cabinet during November 2009. Fifteen programme priorities were selected as a basis for the five-years development programme. One of the fifteen priorities is synchronization of the education system and the world of work in a strive to make the education more relevant to the needs of the labour market and adapt it to improve employability and entrepreneurship skills of youth<sup>5</sup>.

### ***ILO previous work on transition and links between child labour and youth employment***

In recent years, policy makers and researchers have increasingly focused their attention on the relationships of, and transition between child labour and youth employment. In the realisation that not much had been done to investigate the subject, ILO has investigated this transition and committed itself to contribute to developing policies and strategies to improve the situation for youth and facilitate their entry into the job market. Through its work it has stimulated policy changes, built capacity of the social partners, identified/tested new channels for addressing hazardous child labour on a mass scale and built the knowledge base on threats to young workers through field studies<sup>6</sup>.

### **1.3. Objective, purpose and scope of the Evaluation**

The objective of the Mid Term Evaluation (MTE) is to assess the progress made to date towards achieving established outcomes, to identify lessons learnt and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. As such it should serve as an opportunity for reflection and self-learning regarding how the project could improve the effectiveness of its operations in the future. Through an independent assessment of project progress and achievements, it should assess constraints and opportunities and (wherever required) make recommendations related to revision of objectives, targets, strategies, institutional arrangements, work plans, partnership arrangements and resources. The MTE is covering all Outcomes and Components<sup>7</sup> of the Project, with particular attention to synergies across components. It has attempted to address all

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<sup>4</sup> The three objectives under B, are: 1. Employment targets in the Indonesian Government’s Medium-Term Development Plan (RPJM) are underpinned by a set of policies and programmes that emphasise pro-poor employment growth; 2. Effective implementation of employment-intensive and other livelihood programmes for crisis-affected areas, especially Aceh, North Sumatra, and Eastern Indonesia; and 3. Education and training systems and policies better equip young people for employment and entrepreneurship.

<sup>5</sup> This is referred to in the Project’s TPR December 2009. The President spoke on this matter on 29 October 2009 at the National Summit on “Making A Prosperous, Judicious and Democratic Indonesia”,

<sup>6</sup> A research-oriented global ILO project, funded by Sida, named ‘Child Labour and Youth Employment Linkages’ has produced a knowledge base on the topic.

<sup>7</sup> Throughout this report, reference to outcomes, components and immediate objectives are those defined in the Project’s Logical Framework.

major activities implemented since the start, including the work of the Implementing Agencies and assignments under other sub-contracts.

Throughout this report, reference to outcomes, components and immediate objectives are as defined in the Project's Logical Framework (LF) Matrix.

The primary clients of the evaluation are EAST project management, project partners (Ministry of Manpower and Transmigration, the Ministry of National Education, National Development Planning Agency, Employers' Organization, Workers' Organizations), 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 all share responsibility for deciding on the follow-up to the findings and recommendations of the evaluation.

The evaluation has been undertaken by Ms. Lotta Nycander, Team Leader, Mr. Michael Sachsse, TVET Specialist with focus on the project's component 5, Martin Sirait and Sinta Satriana, national professionals who also assisting with interpretations. The evaluation manager at ILO headquarters was Ms. Erlien Wubbs, while Ms. Parissara Liewkat and EAST project staff administered the evaluation from the ILO office in Jakarta.

#### 1.4. Methodology and evaluation criteria

**Some principles applied:** Throughout the visit in Indonesia, participatory consultation and inquiry methods have been applied. A triangular approach of data gathering has allowed for cross-checking, thereby strengthening the reliability of the conclusions of the Evaluation. At times different evaluators have asked the same or similar questions to the same person in order to, as much as possible, neutralize personal bias. The team has strived to place focus on systems, structures, processes, and institutional procedures and avoid undue focus on individuals or groups. In the interests of effectiveness, and taking into account the team member's particular areas of expertise, the evaluation team divided into two groups. One focussed primarily, but not exclusively, on components 1 2 3 4 6 & 7, and the other on component 5.

UN evaluation norms, standards and ethics have been followed throughout the work.

The gathering of information, data and views has consisted of the following steps:

- **Documentation review:** The Evaluation team has reviewed key ILO publications, Technical Progress Reports (TPRs), TCP reports from Implementing Agencies, Project technical and research reports, ILO Mission Reports, Minutes of Technical Steering Committee meetings and ILO Evaluation reports related to ILO's programme in Indonesia. Reviews and audits during 2009 and the recommendations emanating from these have been reviewed in particular those of the comprehensive Internal Review of February 2009, the ILO Gender Audit Report and the recent report on Internal Audit of the EAST Project (January 2010) conducted by the Office of Internal Audit and Oversight (IAO). Relevant for the assessment of achievements is also the Evaluation of Indonesia's Decent Work Country Programme (July 2009) and the Independent Evaluation of the ILO's strategy to increase Member States' capacities to develop policies and programmes focused on youth employment (June 2009).
- **Interviews:** The team has made effort to solicit and hear views of stakeholders involved and has interviewed ILO staff in Geneva, Project staff members in Jakarta and in all the Provinces visited, including finance and administrative staff. Interviews were also undertaken with representatives of the Government, Employers, Workers, NGOs and consultants in Jakarta and the provinces.
- **Group discussions:** Group discussions were held with e.g. ILO Programme Officers and other non-EAST Technical Assistance (TA) staff in the ILO Office in Jakarta, and with students in provincial and district schools.
- **Questionnaires:** The team formulated and disseminated questionnaires, which were tailor-made for various categories of stakeholders including all EAST Project staff in Jakarta, and in all the project Provinces (including Project staff in Maluku Province), ILO Programme Officers and ILO non-EAST project staff in Jakarta, as well as the Implementing Agencies (Annex III).

Questionnaires were also given to the Ministry of Manpower and Transmigration regarding the BLKIs, and Directors of BLKs (Annex IV).

- **Observations during field visits:** Combined with some of the above methods to gather information, the Evaluation team also made observations during three weeks field visits to Aceh, West Papua, Papua<sup>8</sup>, Sulawesi Selatan, NTT (province and district level visits). In the Provinces, interviews and discussions were held with Project staff, Government, Employers, Trade Unions, NGO staff, School Teachers, Master Trainers, PKBM Instructors and School administration staff. Very important interviews and discussions were held with students of all ages, in all schools and NFE places visited. During these field visits, the team attempted to assess benefits accrued by these end users (students and out of school youth) while acknowledging that some benefits clearly are a bit early to identify at mid term of the Project.

**Limitations of the Evaluation:** Maluku was the only Province covered by the Project that was not visited by the team. The information from the project staff is that Maluku was not part of the areas to it recommended to visit only for reasons of logistics and because of lack of sufficient time evaluation team has had no reason to doubt this explanation. The evaluation team has attempted to counteract this limitation through gathering information from the project staff based in Maluku through the staff questionnaire. Additional information from Maluku was also received from Sandra Rothboeck, ILO staff member based in ROAP, who was on an extended technical mission in Maluku during the period of the evaluation. She was interviewed in Jakarta after her return from Maluku and has also generously shared her mission report with the team.

**Presentation of preliminary findings in Jakarta:** The Mid-Term Evaluation presented its preliminary findings to the ILO and key Partners organisations in Jakarta on February 25, 2010.

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<sup>8</sup> In Papua and West Papua, Project Component 5 was at focus, while in the other Provinces all activity Components were reviewed.

## 2. Findings A. Overall progress

This Chapter gives a brief account of the MTE's findings regarding the Project's *overall* achievements to date - while the findings regarding the project outcomes and components are discussed in Chapter 3. Cooperation with the key Partners, and the main challenges faced, are also briefly described here. The findings relating to outcome and component 5, are covered in Chapter 4 Findings C: Revitalising the TVET Centres.

### 2.1. Key achievements to date

The EAST Project had a slow and shaky start in November 2007 and actual implementation only took off in mid 2008. During the first one and a half years, the rate of delivery was poor<sup>9</sup> and several staff members left the programme. The delivery has picked up significantly during 2009, as procedures and systems have become more established. Building up a Project organisation with the size and scope of EAST has been quite an undertaking and has involved recruiting staff in Jakarta and 6 Provinces, setting up offices, training Project staff, selecting implementing agencies and assisting them to follow ILO's rather cumbersome reporting and accounting procedures.

A National Steering Committee has been established to guide the Project's implementation. At the time of the evaluation, this committee had met twice 2007 and once in 2009. A National Technical Committee (NTC) has also been formed, and has met three times (November 2007, February 2008 and February 2009). Two Working Groups have been formed; one under MoNE and one under MoMT. The MoNE Working Group met in November 2007 and October 2009. Regarding the MoMT Working Group, one group was operational under the BINALATAS (Skills Training and Productivity Directorate) that has met almost on a monthly basis since February 2009 (after the Internal Review). Another group met several times under the Directorate for International Cooperation. The latter also included the directorate that looks after child labour issues. (After the MTE field mission, it was decided to merge the two, and BINALATAS is now chairing the Working Group in MoMT.)

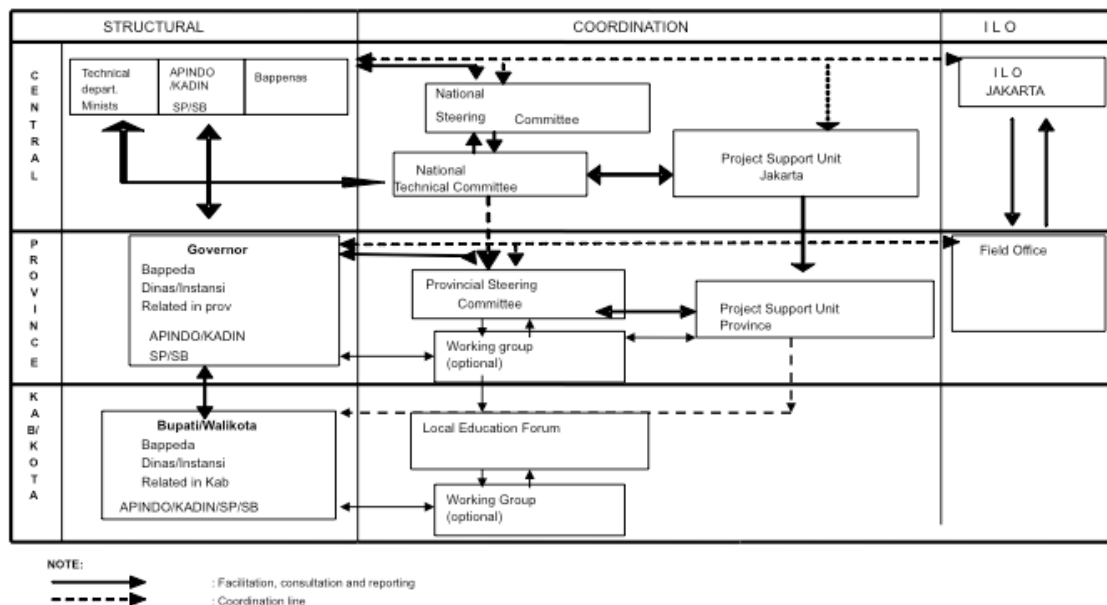
Provincial Action Committees (PACs) have been established. These are working groups with representatives of local MONE and MoMT and in some districts District Action Committees (DAC) have also been formed. Finally, training advisory boards (TAB) linked to BLKs have been established.

#### Figure 1

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<sup>9</sup> The authorized financial statement for 2009 was not finalized at the time of the MTE but is foreseen to be available in April 2010.

## EAST ORGANIZATION CHART



The Project's Jakarta team based in the ILO Office, consists of a CTA and 10 staff members, out of whom five constitute the expert core team and five are administrative and finance staff. In the overall Project, including the provinces, there were 26 national staff and 4 international experts at the time of the evaluation. One of the TVET expatriate experts ended his assignment at the time of the evaluation, reducing the international staff to three. The 5 experts in Jakarta have responsibilities that include implementation, reviewing/monitoring and following up progress and challenges. Each expert has been assigned to support and monitor one, or two, out of six major Project components and to oversee the progress of the work undertaken in the six provinces. One expert has additional responsibilities related to social dialogue vis-à-vis the Ministries, Employers and Trade Unions.

Six Provincial Project teams, consisting of 3-5 staff members, implement activities jointly with its Partner organisations. Offices have been established in all provincial towns; towns: Jayapura (Papua), Manokwari (West Papua), Kupang (Nusa Tenggara Timur, or NTT), Ambon (Maluku), Makassar (South Sulawesi, or Sulawesi Selatan,) and Banda Aceh (NAD).

For the actual implementation, 38 Implementing Agencies (IAs), mainly Non-Governmental Organisations, but also some government agencies, have been selected and sub-contracted by ILO through a lengthy process. Their staff required assistance in following ILO's administrative procedures and to appreciate the Project concept. In both Jakarta and the provinces much time has been devoted to raise interest and understanding among key stakeholders about the Project and its objectives through workshops and meetings.

The first batches of Master Trainers have been trained in a number of different subject areas and methodologies. They, in turn, have trained Teachers and Instructors attached to non-formal education (NFE) units (One Roof Schools, Open Junior High Schools, PKBMs, Private Learning Centers and/or CCs), Junior High Schools (SMP), Secondary High Schools (SMA) and Vocational schools (SMK). Trainers are also training out-of-school youth in entrepreneurship as well as providing post-training support to former trainees. This extensive training apparatus had started to yield results, in the sense that the ultimate end users - the students and out of school children and youth - had received benefits from the Project at the time of the MTE.

Implementing Agencies (IA), sub-contracted by ILO, are responsible for training and capacity building, awareness-raising activities and for monitoring and reporting on educators' activities in

various schools and NFE “places”, among other tasks. The Table below shows the distribution of these IAs and the spread of the Project in provinces and districts:

**Table 1. Implementation through locally based organisations & operational areas**

Provinces	Implementing agencies	Project Provinces & districts
<b>Aceh</b>	<b>Implementation through 6 IAs:</b> Korwil CC Muhammadiyah, Yayasan Usaha Muliah – Aceh Community Center (YUM ACC), Yayasan Matahari, Yayasan Nusantara Indah (YNI), Pusat Kajian dan Perlindungan Anak (PKPA). BLK Network with: IGTC & APINDO Employers Association UKM Center FE Unsyiah	<b>Project office:</b> Banda Aceh. <b>Operational districts:</b> Banda Aceh, Sabang, Aceh Besar, Pidie Bireuen, Lhokseumawe, Aceh Utara, Aceh Timur, Langsa. All 7 Components are implemented.
<b>NTT</b>	<b>Implementation through 6 IAs:</b> YANUBADI & PPPSE-KA, UPT-PPNFI, LPMP, UPTD-PTK, YBST, P4TK (for Know About Business) Malang, LAPENKOP (for Start Your Business).	<b>Project office:</b> Kupang. <b>Operational districts:</b> Kupang municipality, Kupang district, TTS, TTU and Belu <sup>10</sup> . Components 1,2,3,4 and 6 are currently implemented..
<b>Papua</b>	- <b>Support to BLK.</b> - <b>Implementation through 6 IAs:</b> WVI, UPTD BLTK, LPMP Papua, LPM UNCEN (Universitas Cendrawasih), STIE Ottow Geissler Jayapura, and P4TK Malang.	<b>Project office:</b> Jayapura <b>Operational districts:</b> Jayapura Municipality (Kota Jayapura), Jayapura district (Kabupaten Jayapura), Sarmi district, Keerom district, Merauke district, Boven Digoel district, and Jayawijaya district. Components 1,2,3,4,5 and 6 are currently implemented; with Component 5 (BLK) only in Jayapura Municipality.
<b>West Papua<sup>11</sup></b>	- <b>Support to BLK in Sorong.</b> - <b>Implementation through 6 IAs:</b> PERDU, YPPK KMS, BELANTARA, YASOBAT, LPM UNIPA (Universitas Papua), P4TK CIANJUR.	<b>Project office:</b> Manokwari <b>Operational districts:</b> Sorong Municipality (Kota Sorong), Sorong district (Kabupaten Sorong), Manokwari district and Fakfak district. Component 1,2,3,4,5 and 6 are currently implemented; with Component 5 (BLK) only in Sorong Municipality.
<b>South Sulawesi</b>	<b>Implementation through 6 IAs:</b> LSM LEMBARA, LP2KM Wajo, ABKIN Sulsel, LPMP Sulsel, BPPNFI Regional V, SPB Makassar.	<b>Project office:</b> Makassar. <b>Operational districts:</b> Takalar, Bantaeng, Bulukumba, Wajo, Tana Toraja & Makassar city. Components 1-6 are implemented <sup>12</sup> .
<b>Maluku</b>	<b>Implementation through 6 agencies:</b> YPN, YPPM	<b>Project office:</b> Ambon

The Evaluation assessed that cooperation and coordination with the key partners had been strengthened since the Internal Review in early 2009. The working relationships need to be continuously nourished. The Project is quite an active player in national and international dialogue on child labour, education and youth employment issues and has promoted joint cooperation. The Netherlands Embassy has also encouraged such cooperation by organising joint visits to the provinces, in which also UNICEF and WB has taken part.

A concern is that the Project’s achievements are unevenly distributed among Provinces in reaching planned outcomes, quantitative targets and in coordinating actions with provincial and district policy and decision-makers. Sulawesi Selatan seems to be a clear forerunner among the six project areas.

An Internal Review of the Project was carried out at the beginning of 2009. The majority of the recommendations of this review have been followed, although there is scope for more improvements:

- The Logical Framework (LF) has been streamlined;

<sup>10</sup> Originally, the intention was to cover 4 districts but focus to date has been in these 5 districts. The other districts (Flores, Sumba, Alor) were found to be too remotely located and resource demanding for the project EAST to cover.

- ▶ The coordination and communication with the Government has been strengthened;
- ▶ Staff meetings for all 6 areas have been increased in frequency & reporting formats have been simplified, and field visits have increased;
- ▶ Joint monitoring visits (GoI and partners) have been carried out, which has improved monitoring and communication and raised awareness;
- ▶ Increased attention has been given to the quality of activities, services and outputs;
- ▶ More capacity is built for the MIS (database) process – and data is to be updated every 4 months;
- ▶ Attempts have been made to improve training of Counselling Teachers through introducing Lesson Plans (this work is in progress) and issuing of Government letters to schools to influence commitments for Job and Education Counselling;
- ▶ Plans have been drawn to improve quality and length of vocational courses for out of school youth. The quality of the trainings for the out of school youth have improved significantly as reflected in the 65% rate of youth trained that have either started a business or are employed; and finally,
- ▶ Gender Audits have been made of the Implementing Agencies, and gender disaggregated reporting has improved as a result.

## 2.2. Cooperation with the Government and Key Partners

The primary Project Partners are the Ministry of Manpower and Transmigration (MoMT), the Ministry of National Education (MoNE), National Development Planning Agency (BAPPENAS), Employers' Organizations and Workers' Organizations and the Implementing Agencies. The Embassy of the Kingdom of the Netherlands for Indonesia is the Development Partner (donor agency).

MTE's discussions with Project staff and MoMT officials have revealed that the cooperation with the Government has intensified considerably during the last year. An increased number of informal contacts has generally been beneficial and fostered mutual understanding with the Ministry officials. MoMT's decision to let one Project staff member operate from within the Ministry a few days per week has contributed to improvements in working relationships and communication. A discussion at MoMT, with the Directorate of Inspection, Children and Women Working Norms and Directorate of Religion, clarified that this unit has interest for more involvement in the Project activities.

It has been found that the Project's cooperation with the staff in technical units of the MoNE in Jakarta has been very good and was clearly mutually beneficial. Good cooperation was also found with provincial and district education officials in Aceh and South Sulawesi, while in NTT cooperation may need to be strengthened. The MTE held discussions with representatives of the two ministries both in Jakarta and in the Provinces. During meetings with MoNE<sup>13</sup>, the General Secretariat, Planning and International Cooperation Bureau expressed the opinion that they had not received sufficient information about the Project. They further suggested that a large Project such as the ILO EAST ought to have been implemented by the Ministry, not by the ILO. Officials of other units generally indicated that they had good knowledge of the Project and that they had cooperated with EAST staff in various activities. For example being involved in the planning/design stage, in attending workshops and in developing training materials and guidelines. They also referred to undertaking joint monitoring visits to operational sites.

Following the discussion with the Director for Education and Religious Affairs at BAPPENAS (National Development Planning Agency) in Jakarta, as well as information received from the

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<sup>13</sup> Officials of the following directorates and sub-directorates were met in MoNE, Jakarta: Directorate General, Non Formal and Informal Education; Quality Improvement, Directorate of Courses and Institutional Empowerment; (Head) Sub-Directorate Program, Directorate of Senior High Education; DG of Elementary and Secondary Education; (Head) Sub-Directorate of School Institution, Directorate of Junior High Education DG of Elementary and Secondary Education.

Project, it was evident that the two have developed a close, and mutually beneficial working relationship.

In the Provinces and Districts, the extent and quality of cooperation with Government officials is varied. For instance, in Aceh good working relationships have been developed with education officers and with KADIN and APINDO, while in South Sulawesi and NTT good cooperation exists with the Governors. In NTT, the level of cooperation with the Education officials requires attention.

The Project's cooperation with ILO's constituents, the employer groups and trade unions, has generally not been strong during the period under review and the following steps were taken by the Project to intensify cooperation with the ILO Constituents:

Regarding cooperation with employers, the Project is working with 70 employers for job placement of out of school youth and training of BLKI instructors and in Aceh, APINDO is Chairing the TAB (BLK) although in Aceh, the cooperation with KADIN is closer than with APINDO.

Regarding cooperation with trade unions, PGRI (Teachers Association) has been actively involved through a sub-contract arrangement in raising awareness of the perils of child labour under Component 1. The Seafarers TU will conduct training sessions to out-of-school youth and in April 2010 a National seminar for TU focal points on child labour will be organised by the Project.

Furthermore, discussions with representatives of KSBSII, KSPSI<sup>14</sup> and KSPI, the three trade union confederations in Jakarta, revealed that although they had not had much involvement in the Project implementation previously, they were now interested in joining hands with EAST in adapting a Manual for Workers Rights in the world of work. Other possible collaboration was explored during the discussion and it was found that the Project's entrepreneurship development work was an area of interest, in particular the SYB training package.

The capacity of the Implementing Agencies to meet targets set in their contracts has increased over time and many have performed well. The lack of capacity of some organisations was also clear, and in such cases the Project has had to assist these to ensure that they could carry out the tasks required. Interestingly, it was found that very good rapport is the norm for the cooperation with the IAs throughout the programme, with only some exceptions.

The project is involved in the UNDAF process. Cooperation with the Project and the ILO was much appreciated by the representative at the UNRC office, who stated that ILO has played an active role within the international community and the national scene in Indonesia. Regarding international organisations, UNICEF is an important partner especially for the child labour component and mutual exchange of information and cooperation was found in Jakarta and South Sulawesi. The Project is also involved in the work of the Educational Sectors Working Group<sup>15</sup> (ESWG). Cooperation has also been undertaken with Save the Children and USAID. A discussion with representatives of a new GTZ project, which is addressing vocational training, revealed that there is scope for collaboration once the new Project is operational (EAST Project has already made inputs to this Project).

The Project has been involved in joint monitoring visits to Papua with other international organisations e.g. the World Bank (WB). In a discussion two WB representatives in Jakarta, it was clear that this had been an important event. The recent WB Study "Skills for Employability and Productivity in Indonesia", which is part of a regional study, should be of interest for the ILO and the Project.

As for the development partner it was found that excellent partnership and mutual understanding exists between ILO and Embassy of the Kingdom of the Netherlands in Jakarta.

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<sup>14</sup> PGRI the Teachers' Union, with which the Project has had good cooperation in the field of training and support activities under Component 1, is sorting under the KSPSI Confederation.

<sup>15</sup> ESWG is a working group of donors in Indonesia, active in the field of education.

## 2.3. Challenges

Project staff has brought up some key challenges. One major challenge for this ILO executed project has been the lack of ownership by the stakeholders at central and provincial levels – which has had a negative impact, especially in terms of the efficient use by teachers of the skills they have acquired through the Project's skills training programmes. Once the training is over, the project loses control on its translation into improved education practices, and into services to indirect beneficiaries. Corrective measures were taken, including (a) awareness raising meetings and letters of commitment signed by the schools in all provinces, (b) joint monitoring with education office (Maluku), (c) letters sent by the education offices (Aceh) and (d) exhibition of the products of the prevocational activities (planned in Papua<sup>16</sup>) (source: CTA).

Further, with seven different activity Components, emanating from the seven immediate objectives, it has been (and still is) a challenge to create a transparent and integrated programme. The fact that operational capacity to run the programme had to be built simultaneously with technical capacity, both among staff and the Implementing Agencies, has added to the difficulties.

According to experts in Jakarta the transition from selecting partners to actually *implement* the project has also proved to be a challenge. For instance, some stakeholders, including ministries, had to be “convinced” of the importance of the Project in order for them to give firm commitments for cooperation, and to endorse the Project's use of certain tools and methodologies.

Another challenge was that the implementation was slow, as IAs required much assistance to properly appreciate the project contents and strategy and in preparing the Technical Cooperation Programmes (TCPs) for funding. This proved to be a time consuming process.

Finally, the newly installed IRIS<sup>17</sup>, has consumed much effort and according to staff in Jakarta and in some provinces, the system still does not run smoothly. At provincial level, the locally employed financial/ secretarial project assistants have had to learn a new system, and at the Project Headquarters problems were encountered with the system, causing delays in e.g. paying reimbursements of travel claims.

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<sup>16</sup> The project is planning to have a consolidated letter for all schools in Papua, drafted by all the project partners and sent by the heads of the education offices at kabupaten levels, and/or by the head of the Dinas (provincial education offices) at provincial level.

<sup>17</sup> Integrated Resource Information System (IRIS). The system has been installed in ILO to streamline and integrate financial, human resource and technical cooperation administrative processes and rules. EAST is one of the first technical cooperation projects that has started using IRIS.

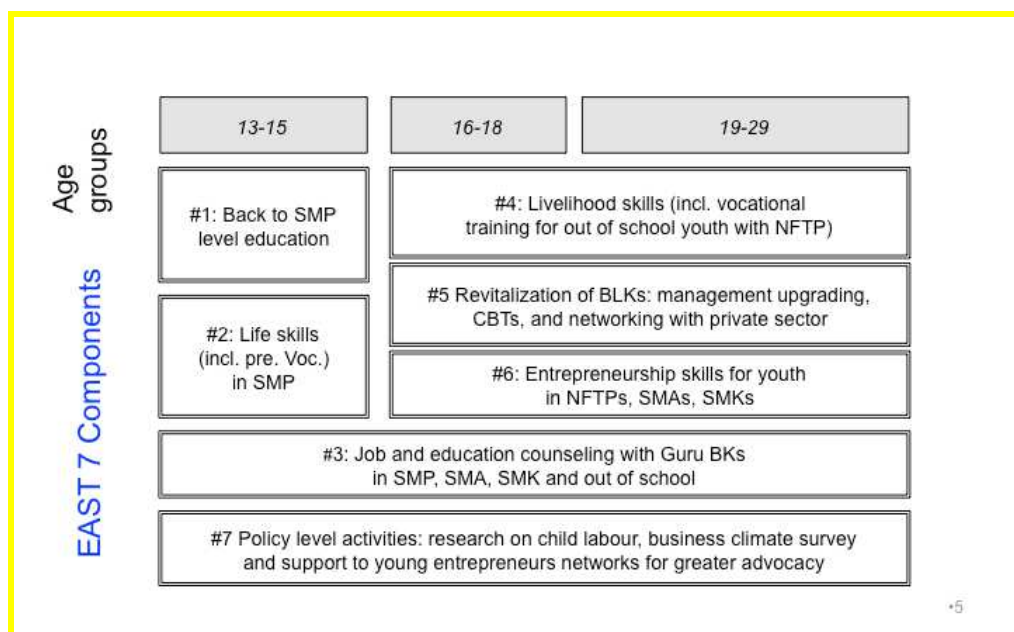
### 3. Findings B. Project Outcomes

The following sections describe the Project activities undertaken intended to produce Outcomes 1,2,3,4, 6 and 7 - while the work regarding revitalization of the TVET Centres (5) is discussed in detail in Chapter 4.

The Strategic Objectives for all the work undertaken, as spelled out in the Project Document are i) enhanced employability for productive youth employment and ii) elimination and prevention of child labour through increased access to education and training opportunities.

The age groups of the beneficiaries<sup>18</sup> for the activities are children and youth (in and out of school) aged 13-15, 16-18<sup>19</sup> and 19-29. Increased enrolment rates are foreseen at SMP (Junior High School), through technical support for MoNE programmes, Non-Formal Education, prevention of child labour, job and education guidance and development of pre-vocational skills. The Project Matrix below shows the “target groups” of children and youth, intended to be the ultimate beneficiaries:

Figure 2: Age groups targeted through EAST Project components



#### 3.1. Capacity of partners to implement, monitor and evaluate school-to-work transition programmes

The Component under this Outcome<sup>20</sup> has several names, such as “Back to School”, “Back to SMP level education” or “Preventing Children to fall into Child Labour” (in South Sulawesi). The project team in Jakarta described the work as aiming at preventing of and supporting the elimination of child labour along with ensuring an increased access and quality of education to the at-risk children/youth. The work is sub-contracted to Implementing Agencies, mainly NGOs. The targeted beneficiaries are those at-risk of dropping out of school and also young people who are out of school and originally the age group targeted was 13 to 15 years, later extended up to 18 years.

<sup>18</sup> The Project uses the term ‘beneficiaries’ for students and trainees, while the term ‘recipient’ is used for Teachers. This MTE is noting that it would be better to use terms that convey that they actually are, and should be, *active participants* and also stakeholders, in the programme.

<sup>19</sup> The age group has been extended up to 18 years of age because the interventions are class based; many students within the classes are actually above the expected age, and it was not, according to the project management, not feasible to segregate children below 15 in separate sub-classes.

<sup>20</sup> In the Project Document, this outcome was named “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”.

## Progress

The work has involved identification of students and teachers, training of Peer Educators<sup>21</sup>. Training has also been undertaken on a Child Labour Monitoring System<sup>22</sup> (CLMS) that is being developed, which started in 2008 in South Sulawesi, followed by NTT and Papua in 2010.

This activity was not foreseen in the Project Document. The Project CTA has explained that this was nevertheless initiated and as there are references to activities in the Project Document aiming at building local coalitions for education and against child labour at district level. The system should not only be a tool for monitoring and identifying hazards for child labourers - but also to show viable alternatives.

The work also involves Non Formal Education (NFE) courses. “Mainstreaming” children into formal education is intended to follow and, after one year, they should be enrolled in refresher training and be given post-training support. NFE providers organise recreational activities for out-of-school children and youth in PKBMs and Children Centres. These activities include art, games, life skills, handcraft making, among others.

Two ILO modules have been translated to Bahasa and field tested, and used in extra curricular activities, namely “Rights, Representation and Responsibilities”. These address debate, role-plays, drama and collage making. The module Supporting Children Rights through Education, Arts and Media (SCREAM)<sup>23</sup> have also been translated and field tested. A Teachers Manual on Inclusive Education has been drafted and pilot tested as well<sup>24</sup>.

Project activities have included capacity building through Training of Trainers (ToT), and refresher training for 48 Provincial Master Trainers, MoNE officials and PGRI (Teachers Trade Union) on child labour prevention and rehabilitation; ToT for 75 Provincial Master Trainers on Inclusive Education resulted in Training of 1,577 ORS/OJHS teachers (**79% of the target**), 286 Instructors of Children Centres and PKBMs on 3Rs and SCREAM (**100% of the target**). Further, Training of 480 PGRI teachers (**100%**) have been conducted. Training on Trade Unions Modules has also been undertaken to “strengthen the roles of trade union in the elimination of child labour” - of 12 PGRI and National Union (KSBSI, KSPI, KSPSI) members. Within the period July to December 2009, **1,863 ORS/OJHS and NFE teachers/tutors/instructors** from 6 provinces were trained on SCREAM, 3Rs and the Teachers’ Manual. As a result **8,385 children have indirectly benefited** from the improved teachers’ skills and a more interactive, inclusive and child-centred learning environment. Based on the sample of the schools visited, **27% of the ORS/OJHS schools** were found to have started using the modules with their students (**111 schools of the total target of 400**).

Up to December 2009 period, **1,673 direct beneficiaries** (out of the 4002 targets) were provided with direct services and Junior High level education services.

## Evaluation findings regarding content and quality

The evaluation observed that in some project areas, emphasis in the Provinces seemed to lie more on child labour preventive activities - than school-to-work transition as the Outcome indicates. An ILO report states that Makassar is the region where parents have the highest tendency to allow their children to work, and less positive perception of education (Attitudes to Child labour and Education, 2006, ILO).

The MTE found that Component 1 generally is highly relevant, in particular in areas where there is a high occurrence of child labour<sup>25</sup>, for example, in Makassar, and the districts involved in the Project

<sup>21</sup> Peer Educators of Implementing Agencies, PKBMs, Children Centres (CCs), Open Roof Schools (ORS) and Open Junior High Schools (OJHS).

<sup>22</sup> The CLMS conceptual approach involves direct observations, repeated regularly, in places where children work, and in schools, to: (a) identify child labourers and identify risks to which they are exposed; (b) refer them to services for rehabilitation and/or provide them with risk reduction support as a temporary approach; (c) track them to verify that they have been removed and/or that the risk has been eliminated and that they access satisfactory alternatives.

<sup>23</sup> 310 teachers of ORS/OJHS are reported to have implemented 3Rs, SCREAM, Teachers’ Manual on Prevention of Children who have dropped out of school.

<sup>24</sup> The Project Document stated that materials would be “discussed and shared” with the USAID DBE3 programme in order to achieve synergy and avoid duplication, however this seemed not to have materialized.

<sup>25</sup> The children/youth whom the MTE interviewed were engaged in agricultural activities and work at construction sites, markets, garbage/waste dumps, and domestic work. The practice of families in rural areas to send their children to relatives or other “caretakers” to peri-urban areas seemed common. In “exchange” for going to non-formal education schools in the afternoons, they work during the rest of the day, morning and evenings.

in South Sulawesi where also early marriages of girls is common (according to a representative from the Child Protection Body in Makassar).

The education and social mobilization initiative SCREAM<sup>26</sup>, used in both formal and non-formal education, is intended to provide young people with tools of self-expression placing emphasis on the use of the visual, literary and performing arts. With some exceptions, the teachers that the evaluation team interviewed quite strongly acknowledged that the training had equipped them with new methods of teaching and interactive learning and often mentioned the packages of SCREAM and 3R.

Discussions with various stakeholders revealed that there is quite a high acceptance and understanding for the fact that children of low-income families work in the Province, both in rural districts and in urban areas. This was often referred to “children helping their parents” and often not labelled as “child labour”. In this situation, the local authorities, schools and NFE providers play an important role in attracting children to attend and stay in school, as well as encouraging parents, relatives and “caretakers to children to school.

Some of the children/youth who were interviewed were engaged in agricultural activities and work at construction sites, markets, garbage/waste dumps, and domestic work. The practice of families in rural areas to send their children to relatives or other “caretakers” to more urbanized areas, seemed common. School staff informed the evaluation team visiting South Sulawesi, that working children were rewarded for their work by parents or caretakers and allowed to attend afternoons classes, specifically organised for working children. The children whom the MTE spoke with informed that they are obliged to work from early mornings up to noon, after which they attend classes for a few hours in the afternoons, then continue domestic work in the evenings.

The regular SMPs that are assigned a special support function vis-à-vis the less resourced Open Junior High School classes (SMP *Terbuka*) seemed to play an important role as well. Children and youth who attend these schools during afternoons expressed enthusiasm for the sessions promoted by the Project.

### **3.2. Jr. Secondary School students & parents are increasingly satisfied with the relevance of their education**

The work intended to lead to Outcome 2 is named “Life skills in SMP” and constitutes Component 2. This is directed at encouraging schools to impart life and pre-vocational skills to 13-15 year old students in Secondary High School (SMP), through training of Trainers and Teachers. Personal and social skills are to be developed through engaging students in various practical pre-vocational activities<sup>27</sup>. Teachers are trained to develop syllabus and teaching/learning sessions, which should have clear linkages between the core work skills (personal and social skills) and the selected pre-vocational activities. Local resources and materials are to be used in the extra-curricular session in producing various items, and students’ own interest should be taken into account. Students are also encouraged to sell the products made e.g. in fairs or in their neighbourhoods. The role of the IAs is to support and monitor the school activities.

#### **Progress**

The work has involved identifying teachers/trainers (“recipients”), to take part in the training organised by the Project, drafting training modules and Training of Master Trainers (2008) and teachers (Sept. 2008 – May 2009). Proposals from schools were approved (2008, going on to 2010) and the first training on extra-curricular activities took place during 2009, followed by National Refresher Workshop for Provincial Master Trainers (December 2009). It is planned that refresher training for teachers will be held in 2010. The plan is to assess progress of this work focused on the

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<sup>26</sup> The International Programme on the Elimination of Child Labour (IPEC) created the SCREAM (Children’s Rights through Education, the Arts and the Media) programme.

<sup>27</sup> These could include sewing and embroidery, gardening, sliced fish and chips processing, mulberry and silkworm culture, pineapple jelly processing, flower bunching, stitching, carpentry, making water dispenser covers, school uniform sewing, school batik uniform sewing, chair-pillow case and table-cloth production, curtain sewing, cement-brick making, traditional cap/hat making, ‘Koi fish’ cultivation and baking cakes/bread.

benefits of students, through a Tracer Study between August and October 2010, then finalise a training module in January-March 2011 and, finally, present results in the Conclusion Workshop/s at national level and in the six Provinces in May-June the same year.

Draft life skills module (development of personal and social skills through pre-vocational activity) is approved by MONE and being piloted; TOT for 25 provincial master trainers conducted on life skills for SMP; National Refresher Workshop for 9 provincial master trainers and 8 implementing agents is completed; Training for teachers is completed in 5 (Aceh, South Sulawesi, NTT, Papua, Papua Barat) out of 6 provinces; 430 teachers (89%) from 217 SMPs (90%) are already trained and 113 are actively using the teaching support materials for 4,414 students; 170 proposals (56%) for pre-vocational activities from 6 provinces were submitted and approved; 4,414 (37%) students are received direct services.

In planning to further develop this component, refresher workshops will be held in the Provinces, and attempts made to combine approaches of component 2 and 3 for South Sulawesi, in order to *create synergy* and strengthening the work on personal and social skills. Technical working group meetings will be held with MoNE. For the second part of the year, plans include developing tools to assess/measure results and benefits for students. Identification will be done, of core work skills (prioritized by private sector) and related competency based materials.

### **Evaluation findings regarding content and quality**

The evaluation had the impression that teachers engaged in pre-vocational activities, which are extra-curricular, reportedly have a lower status than other teachers in SMP schools.

Many teachers are happy to implement pre-vocational activities and it helps to link education processes with practical activities. It also contributes to a more child friendly teaching environment where children can participate. However, many teachers are not using this opportunity to focus on soft skills and children are sometimes not involved in the management of the prevocational activities (source: CTA). In quite a few schools visited (Aceh, Sulsel and NTT) however, students as well as teachers, seemed to a lack enthusiasm for these activities, in particular in urban/peri-urban schools. Some teachers complained that they lacked sufficient resources to make this a meaningful activity.

The work is clearly frustrated by the fact that school management and staff hold on to the conventional *Ketrampilan* concept, which focus solely on practical aspects, and not on personal and social development, as promoted by the Project. According to MoNE officials in Jakarta the approach promoted by the ILO Project and that of the conventional concept *complement* each other, however, very little evidence for the Project's messages was found when speaking to students, teachers and school principals. Challenges in making headway in this work were discussed in a Workshop in December 2009 attended by provincial master trainers, implementing agencies, provincial education offices and Provincial staff. It was concluded that a stronger commitment from School Principals is required to make this component successful (TPR July-December 2009).

If pre-vocational activities are not attractive enough neither for students not teachers - how cold they be made more interesting? A recent World Bank regional study<sup>28</sup> undertaken in Indonesia has explored the skills in demand and identified key skill gaps, and assessed how the education and training system could respond more effectively to labour market and skills needs. One of the results indicates that English and Computer skills were highest in demand by employers. When discussing with 13-15 year old students in SMP schools in all Provinces, the MTE found that there was great interest in learning about computers and internet<sup>29</sup>. According to MoNE in Jakarta, SMP students should be able to choose Information and Communication Technology as an extra-curricular activity but that this option is only given to students in regular SMP schools - not the Open Junior High Schools (SMP Terbuka). In a meeting with MoNE officials in Makassar in South Sulawesi, attended also by Trainers recruited by the Project, it was clear that there is great interest to provide students

<sup>28</sup> This regional study was presented in Jakarta on 3 March 2010, and includes results also from Mongolia, Vietnam and the Philippines

<sup>29</sup> An interesting finding is that Facebook (FB) use among teenaged students is very high in Indonesia, and among the highest in the world. FB is now the most used web site Indonesia with 13.9 million active users (Article in Jakarta Post February 15<sup>th</sup>, 2010 "*That's what Facebookers are for*"). In Aceh FB is very popular and SMP students in Banda Aceh told the MTE that many of them would visit cyber cafés after school.

with more ICT options and that school officials and teachers themselves have keen interest in learning about computers and internet.

### **3.3. Students are fully informed about options and their consequences**

The work intended to produce Outcome 3 is named “Job and Education Counselling Services to Students” or “Career Counselling” (Component 3). The aim of this component, according to the Project Document is to help young people in making well-informed choices about education, training and career plans. One of aspect to be considered in the decision-making is the labour market information to match the decision with labour market demand. The intended beneficiaries of this component are students in SMP, SMA and SMK schools, aged 13-29 years (including out-of school youth). The number of targeted schools and teachers for the activities is high; in average, 67 SMP schools, 84 SMA schools and 50 SMK schools, are targeted per province, and two teachers per school to be invited for Counselling training.

#### **Progress**

The work has involved a socialization workshop in Jakarta in May 2008, followed by the approval of six proposals under the Technical Cooperation Program (TCP), a process, which lasted until October 2008. Simultaneously, a draft ‘Job and Education Manual’ was developed as a draft but has not yet been finalised. Training of Trainers then followed, involving 60 Master Trainers in September the same year. Socialization workshops were then held in all six provinces during the period up to December 2008, followed by Training for 2.880 school Counsellors and NFE Instructors until February 2009.

A Labour Market Survey was commissioned to 5 national consultants (one for each Province) between January and March 2009. The Aceh survey report has been transformed into a skills gap analysis that proved useful for (a) discussing skills development with BAPPEDA and World Bank, (b) revising the other 4 provincial labour market surveys which were in process at the time of the evaluation.

By June 2010, it is expected that over 100,000 students will have benefited from “service delivery” e.g. from career counselling by trained Teachers. A Tracer Study will be undertaken in the 6 provinces at the end of 2010. Refresher training for Counsellors was held in September 2009, to be continued in 2010, followed by “more service delivery” for students in schools. Training of Counsellors is still ongoing in NTT and West Papua.

The activities outlined for the first half of 2010 include finalizing lesson plans and training the Trainers on the same, after which the Manual should be finalised. Refresher training will be organised for teachers. A Manual on youth’s rights at work with trade union will be commenced and discussions have been held with the three Trade Union Confederations in the country. During the latter part of the year, Tracer studies on the impact of job and education counselling are planned to take place. Advocacy work regarding a job and education strategy is also planned for. The results of this component will be presented in A Project Closing Workshop in July – Sept 2011.

Training of Trainers for 60 provincial Master Trainers were conducted; Training for 1,920 school counselors in 6 provinces done (80%), and tutors of PKBMs; 45,204 youth (45.7%) benefited through the provision of job and education counseling in school (SMP 13,512, SMA 15,281, SMK 11,601, PKBM 4,070); Skills Gap Analysis being finalized in 5 provinces (Papua to be included at a later date); Draft Lesson Plans and Worksheets available; Circular letter on implementation of J&E Counselling in schools from districts education offices issued in 5 targeted districts in Aceh province; Education Strategic Plan of Papua province includes the importance of JEC to be implemented in schools; Radio talk show on counselling in Ambon, Maluku.

The Internal Review, carried out at the beginning of 2009, recommended a further assessment (in consultation with MoNE) of the educational background of teachers, to determine whether the manual is meeting their needs appropriately; as well as improve the quality of the manual and links with the National Education Standards Agency to ensure certification of counselling teachers is possible. It also recommended that MoNE should be encouraged to provide written instructions/advice to schools underlining the importance of job and education counselling, as part of the national counselling curriculum. The Project has explained that a) certification of school counsellors is already available

for students who follow a two years programme in university, and b) There is no chance for the one-week course proposed by the review to lead to a recognized national certification.

Still, the Project has attempted to improve training of counselling teachers initiated “Lesson Plans” intended to be given to teachers as a minimum package of counselling for SMP, SMA and SMK levels and be discussed with MoNE. It has also encouraged the Government to issue letters to schools to increase commitments for this subject.

### **Evaluation findings on content and quality**

The Project’s promotion of this topic shows good attempts and efforts but progress has not been satisfactory, mainly for reasons outside the control of the Project as such. During the latter part of 2009, more progress was recorded in the Provinces, for instance, more regular counselling has been reported in schools in South Sulawesi and Aceh, and support from the Government has been received for this activity, particularly by district education offices. Radio talk shows have been organised, e.g. in Ambon (Maluku Province) where students discussed the topic.

However, during visits to schools and discussions with many students and school staff in the provinces and districts, the Project has faced similar challenges as with Component 2 (pre-vocational training), to get its “messages” adopted by school staff. These are: Counselling is provided to students on a need basis (not a regular subject) which does not give weight neither to the subject nor the teachers; Only 25-30 per cent of the trainees in ILO’s courses have the 2-years academic background as School Counsellors, others are Math, Religious and Language teachers; Lack of space for sessions to be held in schools; Lack of Guidance on the job; and Teachers not having access to labour market information to share with students (this is intended to be dealt with through the labour market survey and skills gap analysis).

Furthermore, the schools targeted for this activity are spread in several districts, often in remote areas. Monitoring the progress in schools is found to be a great challenge, particularly since not all of the implementing agencies have field staff based at district level. The staff undertaking monitoring are stated they were not always met with respect by school management (e.g. Aceh), while in other areas it was informed that they were seen as inspectors by the Teachers (e.g. NTT). Perhaps the most challenging situation is the finding that Counselling is perceived by school staff as a measure to correct students’ behaviour e.g. for violating school rules, or “dealing with children with problems” (originally, the Project promoted both individual and group counselling but is lately only promoting group counselling - which probably is wise).

The draft Job and Education Manual for Counselling teachers is basically found to be of good quality. Some of its information to the teachers may have lost their relevance once work to finalise it is resumed (after developing Lesson Plans) – e.g. references to web sites for students to seek career guidance and tips on entrepreneurship.

### **3.4. More youth can access more relevant and improved skills training**

The work intended to produce the stated Outcome is named “Vocational Skills Training Programmes for Out-of-School Youth” (Component 4). According to the Project document the activities should be geared towards offering three inter-linked sets of skills for out-of-school youth aged 15 to 29 years, namely life skills (personal, social and academic skills), vocational skills and entrepreneurial and business skills.

#### **Progress**

Socialization workshops were held during October to December 2008. The activities that followed were: Training of Tutors on core work skills and Competency Based Training, Community Employment Assessments (November 2008 - and ongoing to March 2010). Enrolment and training of trainees took place in January 2009 and are ongoing to June 2010. Training courses on the subject were undertaken in February 2009 – and are ongoing to September 2010. Post training support follows and is ongoing to December 2010. Tracer studies are foreseen in March 2010 – May 2010.

Documentation of Lessons Learnt and Good Practices documentation will be done until June 2011 and the results will be presented in Completion workshop in January – September 2011.

Draft Life Skills Tool Kit (10 Modules) for NFE youth developed and being piloted; 329 tutors trained on Life skills (78%); Draft community Employment Assessment (CEA) Manual for identification of employment and business opportunities developed; Draft Handbook on Competency Based Training delivery for NFE developed; 27 Provincial Master Trainers trained on Life skills and Competency Based Training delivery; 200 PKBM managers trained on CEA methodology and CEAs conducted in 6 provinces; 1,349 out of school youth (30%) benefited of vocational and life skills programmes; Collaborating with over 70 employers for apprenticeship and placement support.

The TPR (July-December 2010) of January 2010 states that the development and implementation of market driven vocational skills training programme proposals picked up momentum during the reporting period. Community Employment Assessments were carried out in all six provinces undertook assessments of employment and business potentials. Vocational training proposals were developed in the field (53 new training programmes). Benefits have been extended to 1,329 Out of School Youth (compared to 138 youth during the last reporting period).

The Project has stated that 65 per cent of trained graduates under this component are gainfully employed, and 48 per cent of the participants are women, however, the Evaluation has not been able to verify this figure.

A positive development at national level is that MonE has shown interest in strategies piloted by the Project, namely identification of employment and business, providing opportunities before training and the efforts to link vocational training with entrepreneurship training. The Project has reported that these have been made an integral part of a new programme named "Community Entrepreneurship Programme", or also known as "Four in One Approach". It is also reported that 65 per cent of the trained out of school youth have received gainful employment (but the MTE has not been able to verify this).

The Internal Review recommended that quality and relevance of training should be ensured and a "revision of the number of target beneficiaries or allocation of additional moneys to this component is recommended". The Review team also sought a solution for those NFE graduates who do not pass the entry requirements for SIYB-training but still require entrepreneurship training. Potential linkages to WEDGE and other packages should be explored to deliver entrepreneurship training to this particular group; Targets should be formulated for Component 4 and the outcome indicator aligned to the immediate objective". The Project has responded by reallocating funds (from Component 2) and proposed to reduce the target (by almost 50 per cent) to enable more quality assurance and synergy between component 4 and component 6 (entrepreneurship development). A quality control tool will also be worked on, to verify that each training event proposed is based on market demand. This would also ensure that the skills to be provided to out of school youth are based on competencies and as per the minimum standards required - to enable youth to access gainful employment (it seems that WEDGE training package has not been used yet).

### **Evaluation findings on content and quality**

The Project's attempt of merging component 4, with Component 6 is commendable and necessary as in order to develop greater market orientation and relevance in this component and linking SYB training with vocational training programmes. It has been found that there could be more synergy with Component 1 in order to further link child labour prevention issues stronger with decent work for youth. One of the reasons for the project appearing "complicated" (as it has been called by so many in Indonesia) is possibly the lack of inbuilt mechanisms in the design to keep these components (Pillars) together, as it were.

**An example of attempts to "merge" C4 and C6 from the island Seram, in Maluku:** The provincial project is planning to hold 15 training programmes. Community Based Employment (CEA) Assessments were initiated to identify training and employment needs and potential employers and markets were identified to ensure placement and sustained business after training. The challenges lie in quality delivery at local level and on sustainability. The team is well aware of these challenges and is in the process of more detailed monitoring, and development of competency charts and assessments which are being introduced during the training, as well as support to implementation agencies on training and "after training linkages" with government officials, banks, markets and business units. A Seafarer training particularly showed high potential, as training allows out of school youth to get certified and therefore, access formal wage employment. 100 "out of school youth" are being trained and linkages with the Seafarer's trade union, allows further training on workers' rights and linkages with trade unions. The initiative will further explore whether the vocational training centre is interested in integrating the basic seafarer

training into their training courses. Other training activities have also been identified, e.g. Ketchup making (100 women trainees); Coir processing: Broom Making, Tempe production, Garment Training and ongoing SIYB training (an ILO mission report).

It was further found that some courses under this component seemed to have strong connection with prospective market demands, such as baby sitting (which reportedly is in *high demand* in Aceh), ICT (South Sulawesi), electronic repairs, seaweed cultivation (to be considered in Maluku) - while others offered more traditional vocations (e.g. sewing, embroidery). In South Sulawesi, young women have been enrolled in a welding training course, which is innovative as it challenges conventional views on what vocations are suitable for women. Other women are reported to have joined other “non traditional” courses such as welding, cell phone service, air cooler repairs and auto repair.

### 3.5. Increased access of young people to qualified entrepreneurship education that leads to capability of starting a micro-enterprise

The work intended to produce Outcome 6 is named “Entrepreneurship Development” or “Entrepreneurship skills training with Know About Business” (Component 6). The aim of this component, as expressed in the Project Document, is to enhance the curricula of formal and non-formal education and training providers with respect to entrepreneurship skills and attitudes. Building a culture of entrepreneurship and business creation is necessary to prepare young people for self-employment, especially in areas with a poorly developed formal labour market. ILO tools on entrepreneurship skills and attitudes (some already applied in Aceh for out-of-school training) were to be applied in SMA, SMK, PKBM and BLK.

#### Progress

The work started with socialization and identification, and selection of schools and teachers was done during the last quarter 2008. Training was organised for SMK and SMA teachers in October 2008. The ILO basic training package Know About Business (KAB) for students started in January 2009 – and will continue until July 2011 in the six provinces. Refresher training of teachers, documentation of good practices and developing a system to track students who have undergone KAB and ‘Start Your Business’ (SYB) in SMKs is planned for April – July 2010. Plans also include offering SYB training to 10 per cent of SMK students (2,020 students in 6 provinces). As in the other components, the intention is then to undertake Tracer Studies in the six provinces in October-December 2010 and present the results in the Project Completion workshop.

**a) Start Your Business:** Training for 67 SIYB Trainers in 6 provinces in cooperation with Provincial Business Development Services Providers (BDS-P) has been carried out; Refresher ToT of SIYB was done for 35 SIY trainers from NTT, SulSel, and Aceh; 602 (23%) out of the targeted 2,604 youth selected and trained on SYB in NTT, Sulsel, Aceh, Maluku, Papua and Papua Barat; **b) Know About Business<sup>30</sup>:** Awareness Workshop on KAB for SMA and SMK School Principals were done in Aceh, NTT, Sulsel, and Papua Barat; TOT on KAB: Training for 327 SMK and SMA teachers on KAB was done in Aceh, NTT, Sulsel, and West Papua (36.5%); 10,624 students of SMK and SMA schools are being trained on KAB in Aceh, NTT, SulSel and Papua Barat (32.7%)

During the first half of 2010, the 6 provincial teams, 6 IAs and 67 SYB trainers will benefit from regular coaching and monitoring from the Jakarta expert through monthly visits. Results of the Business Climate Survey, which has met with many delays, should feed into the know-how of this component in particular. A Working Paper on challenges of enterprises is expected to be available in March, while a Paper on Papua SMP entrepreneurship modules should be available during the 2<sup>nd</sup> quarter of the year. A regional seminar on entrepreneurship will be organized jointly with the ILO programme ENTERPRISE in July, and three IAs will receive coaching and monthly support regarding implementation of KAB for 32,500 students (in SMAs and SMKs in 6 provinces). During the second half of the year, a radio and web based youth entrepreneurship module is expected to be available and broadcasted (November 1<sup>st</sup> 2010). Standards for entrepreneurship education teachers are defined (July 2010) and agreed with MoNE (November 2010).

<sup>30</sup> The project so far provided entrepreneurship education through Know About Business Modules (KAB) to 10,634 students (32.7 per cent of the target).

Further, MoNE has requested the Project to support the development of Community Entrepreneurship Programme and Modules for NFE. Regarding KAB the Directorate PSMP (Directorate of Junior Education, MoNE) has requested that KAB is introduced into Junior High School Education (SMP) level.

The SYB part in SMKs depend of the capacity of the SMK directorate to provide the start up capital. The programme was discontinued in 2009.

### **Evaluation findings on content and quality**

Component 6 has proved to be under budgeted. The activities have progressed in the right direction as it is to be merged with Component 4 (vocational skills for out of school youth). Great interest was found for this work, among all involved stakeholders; the national Government, private sector NGOs, Employers and Trade Unions. The subject is also high on provincial governments' agendas, notably in NTT where the Governor expressed a strong interest for the topic and appreciation for the Project's activities on entrepreneurship training.

The entrepreneurship activities, which interestingly are part of SMA curricula, have generated enthusiasm among staff and students in schools visited in NTT, and KAB was clearly used by Teachers in Kupang. Entrepreneurship training is also targeting youth who have dropped out of school, who are in the age bracket of 15-29 years, who already have business ideas and are willing to participate in 6-day training without "seating allowance" and transport allowance. In NTT, the IA involved stated that it had faced a challenge in finding candidates who met these criteria, but after starting to collaborate with training providers of vocational training (under component 4) and with Cooperatives in the Province, more candidates were identified.

There is also quite an interest among stakeholders for SYB Training and "after training support". In Aceh this training is sub-contracted with UKM Center, a business development service under Syah Kuala University of Aceh, with which the Project had developed a good working relationship. One challenge brought up was that some trainees who had undergone training were not able to start up business as they lacked initial capital, and some did not have sufficient basic knowledge to absorb the content. Trainees who already had something started up before attending the training seemed to fair quite well and had been able to develop their enterprises as a result of the training.

The Project has set a target of 40 per cent women in training courses and events. In Aceh, there were more women than men attending SYB training. In South Sulawesi, however, it has been difficult to attract sufficient number of women who meet the course attendance requirements. Potential candidates for an entrepreneurship course whom the MTE talked with were all young men. In NTT it was interesting to note that the majority of trainees in a course organised through the Project were young women, the reason given that more young women than men drop out from high school and therefore looking for options for self-employment.

The MTE has noted the Project's stated assumption "access to capital is not a problem to the graduates" after undergone training and when starting up micro-businesses (refer to the LF). If holding on to this assumption, youth of lower income groups will not easily be involved in the training, as the evaluation found that acquiring start-up capital for small businesses for youth indeed is a problem.

The Entrepreneurship activities have benefited from tested ILO training packages manuals, which are appreciated and used in many parts of the world (SYB and KAB). However, it was not quite clear whether these would require further adaptation to the Indonesian context and to the diverse socio-cultural settings in the provinces. Women entrepreneurs have shown quite some interest in NTT, e.g. in South Sulawesi where more women than men had been enrolled in SYB training. The "GET Ahead for Women" training package has not yet been used by the EAST Project but was earlier used by a project that has ended. However, in Papua it has been found that that the "Western model of entrepreneurship" has not been suitable although most activities are located cities and suburbs in Papua, while the outreach of the project is limited in traditional communities. The approach used for SYB-training here is reportedly the same as in all Provinces, is to attract interest or the training courses is to identify business providers through advertising in the press, and invite the wider public.

Trainers are linked to community learning centres, attended by youth, and a screening process follows in which it is determined whether those applying can read and calculate, and have business ideas - and if meeting these requirements they may enrol in SYB training free of charge (source: CTA).

### **3.6. Up-to-date knowledge is available and actively being used to improve policies and programmes**

The work intended to produce this Outcome 7, is named “Research & Policy Level Actions”, or “Research Activities”.

#### **Evaluation findings**

It has been found that while the Project originally intended to influence policies through availing documentation resulting from its research on various subjects, the Project has, already at its mid-term stage, made some direct contributions to various policies, on the request of government counterparts - at national, province and district levels (Annex V. Contribution to policies).

For instance, inputs were made in the Medium-Term Strategic Plan 2010-2015 (RPJM) through line ministries and BAPPENAS on child labour, life skills, youth employment, entrepreneurship, vocational training linked to market and CBT<sup>31</sup>. Contributions have also been made to Government’s Strategic Plan for Education in Papua (RENSTRA 2005–2009) in Papua<sup>32</sup>, Baseline Surveys of the Millennium Development Goals (MDG) as well as two reports on MDGs<sup>33</sup> in Aceh and Papua.

It has also been active in providing inputs in drafting process of the United Nations Development Assistance Framework (UNDAF)<sup>34</sup>. Inputs have also been made in the Education for All reports (Sulawesi Selatan Province 2008, GoI, ILO and UNICEF), the Research on Equivalency Programme in South Sulawesi and Papua (final draft). Contributions have been made to the UNICEF/WFP survey on food security (on child labour as a coping mechanism) and in two seminars on Conditional Cash Transfer (CCTs) regarding issues of Child Labour.

The size and impact of the entrepreneurship training (e.g. KAB and SYB) has allowed ILO to formulate detailed recommendations on entrepreneurship skills training that have been incorporated in policy documents at national level (President programme on entrepreneurship).

A Research Paper<sup>35</sup>, with the purpose to identify entry points for ILO EAST Project to mainstream child labour and youth employment within policy development, concluded that for a more effective implementation of the ILO EAST tools, collaboration needed to be strengthened with the GoI at all levels in a “more formal and sustainable way” – as most of the ILO EAST tools were not known, according to this study.

Research on Indigenous Child Labour in Papua is in progress and Business Climate Survey in NTT Province, South Sulawesi and Papua are reported to be work in progress, while studies on Skills Gap Analysis, Child Labour and Disability, as well as Challenges to Entrepreneurship in Papua will be initiated.

Regarding studies and mapping exercises, a number of studies have been initiated. Three of the reports from the below-mentioned studies have been submitted to the Government, while for the others, work is still in progress:

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<sup>31</sup> Source: A Project list showing specific text inputs made.

<sup>32</sup> It was found that quite substantial text inputs were made in the Papuan RENSTRA, in Chapters 1, 3 and 5 on the core themes of EAST Project (e.g. life skills, career counselling, entrepreneurship development) related to different sectors of the Papuan society and with adaptation to socio-cultural settings and varied education levels of the population.

<sup>33</sup> Project inputs in the MDG on Papua and Aceh were made into texts on Goal 1 (poverty), G2 (universal education), G3 (gender), G5 (HIV/AIDS) and G8 (Youth Employment).

<sup>34</sup> The inputs made by the Project in the UNDAF’s framework are under outcome on Economic Growth, Income Generation and Decent Work, and sub-outcome and outputs on Youth Employment.

<sup>35</sup> Annex in ILO EAST TPR “The Mapping of Policy Development Framework on Child Labour and Youth Employment Issues in Indonesia”

- ▶ Equivalency Education Program in Papua and South Sulawesi. *Progress:* A revised draft was submitted in December 2009 and preliminary findings will be presented to MoNE in February - March 2010.
- ▶ Child labour in Indigenous Papuan communities. *Progress:* A Final draft will be available by February 2010.
- ▶ Mapping of policy documents and processes (exploring how child labour and youth employment could be mainstreamed at national, province and district level). *Progress:* A Final draft was submitted in December 2009, to be circulated and disseminated in February 2010.
- ▶ Contributions to the UNICEF/WFP Longitudinal Research on Food Security regarding the impact of the Crisis on Child Labour. *Progress:* A first draft was published and disseminated to the Ministry of Agriculture FAS SC - TWG (Food Security Agency, Steering Committee Technical Working Group) in November 2009. Policy recommendations were also to be produced but this work was discontinued before completion, as it was not satisfactory.
- ▶ Business Climate Survey aimed at identifying recommendations for the improvement of the legal and practical environment for youth enterprises, by Swiss Contact. *Progress:* First draft report was planned to be available by March 2010. Note: This survey was delayed already in 2007 but seems to be clearly needed in the Provinces, to enhance the work on vocational training (component 4) and entrepreneurship development (component 6).
- ▶ Management Information System (MIS) with the aim to determine capacity level of the Project's "recipient" (Teachers, Trainers). *Progress:* Analysis is ongoing.

## 4. Findings C. Revitalization of the TVET Centres

Outcome 5 in the Project's Logical Framework is defined as "Improved policies and programmes concerning technical training in public BLK, and increased employment opportunities for graduates". The Immediate Objective is "Public technical training centres (BLK) deliver competency-based training courses according to market demand". The evaluator who was responsible for addressing these issues, has focused on the Project's stated attempts to 'Revitalize the TVET Centres', following the terms of the evaluation assignment.

Very early it was realised that the word "revitalise" was not adequate to describe the nature and magnitude of the changes that would be required to turn the TVET Centres (BLKs) into centres of excellence, which is the stated aim of their vision statements. It was clear that nothing short of fundamental reform and restructuring would be needed to address the long-term neglect, resulting in the poor state in which it found these institutions. The experience from TVET institutions that have been through this process tells us that such reform has to be comprehensive in that it must embrace all elements that make up a BLK. Therefore the reform must address the way the BLKs are managed, the relationships with their stakeholders, the nature and range of programs they offer, the way those programs are delivered and the nature of support that students receive both during the course and after they graduate.

Experience further tells us that such reform is a long-term process, taking at least 10 years. Even then it will need to be ongoing in order to keep pace with an ever-changing world. In short, unless training institutions continuously reinvent themselves they run the risk of becoming stagnant and irrelevant. Having said that, stakeholders deserve to see significant and tangible outcomes within the life of the EAST project. High on the list of those outcomes must be the ability to successfully address the long standing issue of management capacity and the associated underutilisation of the BLK's.

### Evaluation findings

#### 1) Changes to TVET Centres arising from EAST project

In visiting the three pilot BLKs (Banda Aceh, Jayapura and Sorong) and in talking to a range of key stakeholders (i.e. senior MoMT managers, BLK directors, senior managers, staff, TVET Specialists, employer groups and union representatives) the evaluation team made a number of observations and findings. The first observation was an acknowledgement on the part of the stakeholders that the ILO EAST project is playing an important role in helping to revitalize the TVET Centres.

**TVET Specialists:** There was also an acknowledgement that the hard work, skill and dedication of the two TVET Specialists appointed through the EAST project has been instrumental in the progress made to date. In particular the Specialists were acknowledged to have:

- ▶ Helped with the development of five year plans for each of the BLKs and assisted in taking the first steps in the implementation of those plans;
- ▶ Begun to build the capacity among instructors and management, as well as linkages between the BLKs and relevant stakeholders, including the setting up of Training Advisory Boards (TABs) in Aceh;
- ▶ Assisted with the establishment and staffing of places for competency assessment (TUKs);
- ▶ Encouraged directors of BLKs to being proactive (i.e. not waiting to be given directions from the MoMT or the provincial government),
- ▶ Begun to raise awareness of, and change attitudes to, the issue of gender equality in training; and
- ▶ Begun to change the poor public and industry perceptions of the BLKs by marketing them as revitalised institutions, which offer relevant market driven programs and courses by trained instructors and in quality facilities.

However, the evaluation team noted that it was unrealistic to expect any one specialist to possess the full range of skills and expertise required to be able to advise on the reform and restructuring of TVET Centres. To be effective it is important that the TVET Specialists and the BLK's have the capacity to bring in short term technical assistance (TA) in specific areas (e.g. competency based training (CBT) or the various aspects of management training or in the areas of Labour Market Information and analysis (LMIA) etc.). (Refer to recommendation A4).

**Professional Development:** The evaluators noted that the managers and instructors of BLK's have received formal training in CBT (the managers were trained at the ILO International Training Centre (ITC) in Turin, Italy, while the instructors attending ILO-ITC training sessions in Jakarta). However, the evaluators also noted that, because the training was not followed with the practical application of CBT to the training environment, much of the knowledge has since been lost. (Refer to recommendation A5).

**Quality of management:** The evaluation team observed a considerable variation in the quality of the leadership and management between the three BLKI's. That difference manifested itself in the ability and willingness on the part of the directors and managers to embrace the change process. Several stakeholders identified lack of leadership and capacity at senior management level as a significant impediment to making progress.

**Facilities and equipment:** The evaluators observed that there has been an extensive upgrading of classrooms, workshops and administrative areas in each of the BLKI's. In addition there has been extensive repair and refurbishing of equipment in the technical training workshops. It appeared that much of the refurbishing was being undertaken by staff, who were making use of the downtime associated with there being no students on campus. It was further noted that the level of refurbishing and re-equipping differed greatly between the BLKs and appeared to be related to the authority under which the BLK was administered. In the BLKs administered by MoMT significant funds have been invested in additional buildings or the upgrading of existing buildings. The BLKs administered by the provinces appear not to have profited in the same way.

**Relations with industry:** The evaluators were heartened to observe that steps had been taken to establish formal relationships between the BLKs and the local sectors of industries, employer and worker organisations as evidenced by establishment of Training Advisory Boards.

## **2) Meeting the targets set by work plan**

When checking the outputs and outcomes achieved during the first half of the EAST project against the targets set in the Logframe, which is incorporated in the work plans, the evaluation team found the following:

**Graduate employment rate:** Performance indicator 5.1 sets a target of 30 per cent employment rate for graduates of the BLK in the four identified pilot skill areas 1) sewing and embroidery 2) air-conditioning and cooling (Banda Aceh BLK) 3) automotive (Sorong BLK) 4) welding (Jayapura BLK). Although no tracer studies or formal graduate surveys had been undertaken, the instructors in charge were able to provide evaluators with figures that showed the targets had not only been reached but actually exceeded in both areas.

**Professional development of staff:** Performance indicator 5.1.1 sets a target of 32 managers and staff to undertake study tours and training programs aimed at improving their efficiency in utilising resources. In this instance the technical progress report (TPR) shows that these targets have been met in a quantitative terms. However, only time will tell whether that training has actually improved their efficiency and, more importantly, their effectiveness.

**Introducing CBT:** Performance indicator 5.2 sets a target for ILO EAST to introduce CBT in 6 skill areas across the 3 BLKs by the completion of the project. Although that target has been met in a quantitative sense, the evaluators were not persuaded that the recipients had fully grasped the complex concepts of CBT and, more importantly, they had not taken action to apply the concepts to the learning environment.

**Certification of students:** Performance indicator 5.2.1 sets a target requiring 50 per cent of students in the two focus areas receiving certificates that specify the competencies acquired by them. The evaluators were unable to find reference to the target being met in the Technical Progress Report (TPR) but did sight a copy of the certificate awarded to graduates of the 2009 ACC program. On the rear of that certificate were listed the 10 areas in which the graduate was deemed competent. The TVET specialist at Banda Aceh BLK has assured the evaluators that they will issue certificates based on CBA in the summer of 2010.

**On-the-job training:** Performance indicator 5.3.1 sets a target of 40 per cent, by July 2010, for the number of students from within the six focus skill areas (ACC and sewing and embroidery) to receive on-the-job training and placements in private sector companies. While the TPR gives detailed lists of equipment acquired and gives statistics on the training of staff, it is silent about the targets set in the Logframe in regard to students. However, the evaluators were assured that an increasing number of students were able to access on-the-job training. Moreover, there was a view that those numbers would increase as the relationships with industry were strengthened through the TABs.

### **3) Response to the Internal Review:**

The Internal Review (2009), made a number of recommendations in regard to the revitalisation of TVET Centres. In particular it pointed to: 1) the need to strengthen the relationship between the MoMT and the ILO EAST Project team and 2) the need to “formulate clear indicators that measure the project’s progress at the outcome /impact level”.

**Relationship with MoMT:** As mentioned earlier in this report, decisive action has been taken to address the first of the issues. The action, which centred on the appointment of a point five, full time liaison officer, has proved very effective. The two organisations now meet less formally but more frequently, are sharing information and are planning more collaboratively. In short they have made considerable progress in building a mutually respectful and trusting relationship. However, in discussions with the MoMT the evaluators were given to understand that there was still work to be done on arriving at a shared work plan covering the respective roles and responsibilities in regard to the rehabilitation of the three BLKs during the coming two years.

**Technical Progress Reports:** In regard to the second issue the evaluators found that the six monthly progress reports show that the outputs, as per the targets set in the Logframe, are being met in a quantitative sense. However, there is a lack of evidence in regard to the effect or impact they are making. For example, it is of little comfort to learn that 50 per cent of students are receiving certificates of competency if only a limited number go on to be employed because their courses were not relevant to the needs of the labour market. Nor is there any joy in learning that 85 per cent of instructors have undertaken training in CBT if that does not translate into a CBT approach to the training they offer.

### **4) Challenges still facing the TVET Centres and the EAST Project**

Notwithstanding the many positive changes that can be attributed to the efforts of the ILO EAST project, resulting from its first two years of operation, the evaluation team made a number of observations, which showed that there was still much work to be done and many challenges to be met. The observations have been grouped under the following headings:

**Underutilisation of BLK’s:** The evaluation team noted a serious underutilisation of the BLKs. For example, over the course of the review of the BLKs the evaluators did not meet a single student. They were told that the BLKs were gearing up for the next intake of students in April and were using the downtime to upgrade the equipment, the facilities and the skills of the instructors. It was noted that a number of workshops currently only have one intake of between 16 and 20 students per year undertaking a 420 hrs (i.e. 12 week) course. This underutilisation was clearly an area of concern for other stakeholders and has been previously reported in reviews and progress reports. The evaluators also found the level of utilisation of the mobile training units (13 at Aceh and 1 at Jayapura) to be unacceptably low. Here, according to the director of the BLK the problem was not so much lack of demand, but rather lack of funding. A number of explanations were offered for BLKIs having reached such a low point. These relate to the Asian financial crisis of 1997/98, the World recession in 2009

and the move to regional autonomy in 2001. Although these events clearly had an influence on the level of utilisation, the evaluation team was informed that the most important constraint is the routine budget cycle. The budget allocation is simply inadequate to fund the appointment of the necessary instructors and pay for the courses that could be conducted by the BLKs within their existing facilities.

**Lack of capacity by provincial and district administrators:** The move to regional autonomy is often quoted as having had the greatest debilitating effect on the BLKs because most of the local governments lacked the capacity, and in many instances the commitment, to properly manage the BLKs placed under their control. This view seems to be borne out by the fact that, since 2001, some 11 BLKs have been handed back to the MoMT and quite a few more are in the pipeline for such a return. The evaluators also observed a significant difference in the quality of facilities and equipment between those BLKs administered by the MoMT and those administered by provincial and district offices. Although the evaluators did not visit a BLK administered by a district government, they were given to understand that the level of funding and support was generally even lower than for those administered by the national and provincial authorities.

**Need to implement competency based training (CBT):** The implementation of CBT is a central platform in the move to establish TVET centres of excellence. In this respect, the EAST work plan (Logframe) contains two sets of targets. One relates to the 6 new skill areas to pilot CBT by December 2009. The other relates to the 50 per cent of students to graduate with certificates of competence. In each case the evaluators found that the targets had been met in a quantitative sense. However, when questioned, it became evident that the instructors, who had received the training lacked knowledge about the following elements of CBT:

- Core work skills (also known as employability skills and life skills),
- Quality control and continuous improvement,
- National Qualification Framework;
- National standards and portability of certification,
- Recognition of Prior Learning (RPL)
- Competency based assessment (in particular the principles of assessment and the rules of evidence)
- Student-centred learning.

The evaluation team observed that one of the core work skills, relating to students having “a positive attitude to world of work and knowledge of the labour market”, was being addressed through the “Kiosk three-in-one” initiatives. The team also noted that the Kiosk initiatives are still in their infancy and that more work is required to make them fully functional. The focus of that work needs to be in strengthening the management of the Kiosks and staffing them with skilled personnel.

**Core work skills:** In regard to the other core work skills (e.g. functional literacy and numeracy, communication, information processing, negotiation, problem solving, self management, team work and learning-to-learn skills) little has been done to integrate them into the curriculum. Clearly the instructors will need specialist assistance to master the methodologies necessary for facilitating the core work skills as an integral part of every course and topic they deliver.

The lack of progress made in implementing CBT does not come entirely as a surprise. CBT comprises a complex set of elements. Furthermore, unless instructors trained in CBT are able to put that knowledge into practice within a short period of time much of it will be forgotten. In short, the staff that undertook the CBT training in 2007 and 2008 would probably need to be.

The point has been made here, that moving BLKs to become Centres of Excellence requires fundamental restructuring and reform both at the BLK level as well as at the National and Provincial Government level. Given the magnitude of the changes required, the reform will go well beyond the life of the EAST project which comes to an end in Oct 2011.

## 5. Findings D. Gender mainstreaming

### Previous findings

Gender is regarded as one of the cross-cutting themes in the Project, along with social dialogue, activities related to HIV/AIDs and disabilities.

A recent Advisory Report on Gender Mainstreaming Strategy (GMS) of ILO's programme in Indonesia, found that the EAST Project documentation "shows some elements of gender mainstreaming" for instance, it mentions that gender equality is stated as a cross-cutting strategy that is promoted through policies, programmes and structures on child labour, education and youth employment. It mentions some elements of gender related approaches as outlined in the Project Document<sup>36</sup>, and concludes that the project missed some opportunities as "good elements from this Document are not translated into a strong accountability mechanism. Gender equality is neither captured in the project objectives nor in the project's budget or performance indicators. More critically, key aspects of project accountability, which is established in the funding statement, is marginalized in the prococ's annex".

The Internal Review also had critical statements regarding the Project's handling of gender mainstreaming, stating that the Project Document is "gender blind", among others.

### Evaluation findings

After scrutinizing the Project Document, the Evaluation team does not agree to the above statement, as there are many references to gender issues and, generally, the document conveys the message that the gender theme is important. "At the end of the day", a CTA has the responsibility, and even quite some flexibility, to ensure that mechanisms are in place and that resources are used in the best way to mainstream gender and make the Project gender responsive – even in cases where gender is much less prominent than in the EAST Project Document.

Regarding implementation, the Evaluation team has found that some important steps to mainstream gender issues have been taken and also that the Project management, supported by ILO Jakarta staff, with quite a high level of effort such as ensuring that staff are undergoing gender training. Other responses are: i) Gender audits of the work of Implementing Agencies (component 4, 5 and 6) in Aceh, South Sulawesi and NTT; ii) Gender balance in recruitments; Training on Gender Equality Mainstreaming Strategy to increase staff's gender awareness; iii) Strived to have 40 per cent women's participation in project activities and reporting on progress in the MIS; iv) Improved gender mainstreaming in TCP and TORs; v) Training 26 Participatory Gender Audit (PGA) Facilitators; and vi) holding a PGA Writing Report Workshop in December 2009 in collaboration with ILO Geneva and Jakarta office.

Regarding collection and presentation of sex-disaggregated data, it has been stated that the Project provincial offices, in collaboration with the selected consultants, are in the process of verifying and finalizing the data of the beneficiaries to be processed in the Monitoring Information System (MIS) and that gender disaggregated data collection is part of this exercise (TPR July-December 2009). It has been found that there is still some way to go in this respect. For instance, in the last semi-annual TPR none of the Tables related to reaching "training targets" under the main Components are gender disaggregated.

Disaggregating data and information is important in monitoring and reporting, and ultimately for and planning purposes to ensure that both women and men have opportunities to benefit from the project

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<sup>36</sup> *These are some of the elements of the Project Document that are referred to:* Need to raise awareness of and "incentives" to increase the value put on girls' higher education and relevant education and training; Job descriptions for key staff cover relevant responsibilities to promote gender equality within their duties and require gender mainstreaming competences; Annex 8 of the project document describes the general implementation and management of the project in terms of the gender-related approaches that will be used; A separate budget line for gender-specific activities such as consultants, studies, workshops, training activities and monitoring and evaluation is stated in annex 8; and in each targeted *Kecamatan* (district), a gender focal point will be established to ensure that gender issues are properly mainstreamed in all types of school-based and community-based education.

activities<sup>37</sup>. However, the work of EAST related to gender concerns must not only be assessed on the basis of the accuracy of such quantitative reporting.

Good efforts, in general, were found in the Provincial projects visited to raise awareness and change attitudes among stakeholders, and for instance to involve young women in skills training activities, for instance in occupational areas that traditionally cater for men only. A good example of such an attempt was found in South Sulawesi where the Project is piloting vocational training (welding) involving some young women who had “dropped out” of school. The evaluation was informed that it has not been easy to identify girls to attend such training courses and thus this was clearly an innovative action. There seemed to be good opportunities to identify women interested in joining entrepreneurship training e.g. to start up shop keeping, while in areas such as providing ICT and computer services – this seemed to be a realm of young boys only.

Influencing attitudes regarding gender is, however, quite a slow process in all areas, with Aceh seemingly being the most challenging. It was found that, in Aceh, the continuing influence of conservative religious institutions has a negative impact on the status of women and girls. The prevailing norm among some of the key Stakeholders talked to, revealed that it is preferred that young women should be home based and/or undertake occupations that are regarded as suitable for women. These views were found to clearly prevent women from venturing out in the open job market.

Key ILO constituents in Aceh expressed great conservatism in this respect, as well. Although some Project efforts to counteract these attitudes are commendable, other approaches relating to the work of the IAs in Aceh do not reflect a conviction that young women and men should have equal job and education opportunities. Provincial Projects have assigned one of the project staff members to act as ‘gender focal point’ and this has been found to be successful in some provinces, and less in others. It was for instance found that in Aceh, the Project should express more clearly its gender policy including its messages of gender equality. Here ILO needs to ask itself whether its gender strategy has any chance of being applied – and if not there should be some consequences for supporting the organisations in Aceh.

Also, in some provinces, the concept of gender is often perceived to be equivalent to ‘women participation’ – while it is meant to concern the specific and often divergent needs of both men and women, boys and girls. These issues were discussed with the CTA and in relation to gender training of staff it seems that more training is necessary to ensure that ILO’s gender strategy is appreciated.

In regard to gender equality related to TVET and BLKs, there are some encouraging examples of young women entering into non-traditional areas, but they are few and far between. Notwithstanding the relatively recent action by BLKs to add programs and courses in the areas of information and communication technology (ICT) and hospitality, which are proving popular among young women, the existing programs and courses offered by BLKs are, overwhelmingly, in areas that are traditionally the exclusive preserve of men.

Furthermore, it was noted that the Project’s TPR No. 1 states that there is a specific gender budget line in the budget (this specific allocation is sorting under component 8).







Finally, it is concluded that the Project is on track and good efforts should be intensified for instance to prepare for the Project Conclusion Workshop in 2011, the Project should also already at this stage start identifying, and documenting good or “proven” practices on gender related work, in order to share and discussed these with the participants at the end of the Project. Finally, the Project management needs to maintain a watch that staff understands that gender is not equivalent to ‘women’ or ‘women participation’ but in its broader sense and approached by all staff as a central theme in all EAST’s activities - and promoted through its work with all Stakeholders.

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<sup>37</sup> The point made in the Gender Audit, about the risks of lack of monitoring and evaluation about what goes on “on the ground” named as “Evaporation” (when good policy intentions fail to be followed through in practice) and “Invisibilization”: (the tendency for gender issues and women to become invisible “again”) was originally brought up by Caroline Moser, and is a relevant point in this respect.

## 6. Assessment of project progress

The Table below reflects a summary assessment of the overall Project progress to date. The criteria used in assessing the progress are validity of project design, relevance and strategic fit, efficiency, effectiveness, impact and sustainability (6.1-6.6).

Evaluation Area	Rating			
	Poor	Satisfactory	Good	Very good
Validity of design				
Relevance & strategic fit				
Efficiency to date				
Effectiveness to date				
Impact to date				
Likelihood of sustained benefits				

### 6.1. Validity of project design

#### *Complexity*

The EAST Project is an unusually large ILO-executed technical cooperation project, in terms of funding, the number of government agencies involved, the spread of the operational areas, the number of staff and sub-contracted Implementing Agencies. Almost all stakeholders, including some ILO staff, have described the EAST Project as complicated. The management has struggled with the original Logical Framework (LF) Matrix and in following the original intentions of the Project Document. A national consultant, commissioned by the Project, revised the LF in 2009.

The LF has outlined a comprehensive project, which has two development objectives and seven immediate objectives, as mentioned in chapter 1. Each objective has its own set of outcomes, outputs, activities and indicators of achievement, that are time-related, as described in detail in the latest revised LF. These seven objectives are, in day-to-day use, been turned into seven separate Components. Whilst that has become the day-to-day or operational terminology, it is not referred to as such in the LF. At mid-term the Project is making great efforts to *build bridges* between these Components (for example between components 6 with 4, and 5 with 6 and 4) in order to make for a more integrated programme.

From an outsider's point of view, the different names for the seven Components used by the Project staff (as mentioned in Chapter 4) have at times made the assessment more difficult, as well as the use of some of the LF terms, e.g. Outcomes are confused with Immediate Objectives - revealed in the Tables about progress in the TPR of July-December 2009. The Internal Review also made a similar comment.

It was found that key stakeholders were involved in the start up planning discussion of the EAST Project, which is commendable. The LF was revised in response to Internal Review's recommendations (a task that was carried out by a national M&E consultant)<sup>38</sup>. Basically, the revision is an improvement to the original, as targets have been readjusted to be more realistic. The changes seem not to be officially documented but were endorsed by the Embassy (donor agency). The Project Experts in Jakarta were actively involved in the revision, but most of the Provincial Project staff claim they were not and, according to the CTA, neither were the key stakeholders.

<sup>38</sup> After scrutinizing the LF the following was found: i) All programme Outcomes from the original Project Document have been renamed as Immediate Objectives.; ii) The Development Objectives (DO) do not seem to be sufficiently "high level"; iii) Some Immediate Objectives (IO) are too similar to the DOs; and, finally, iv) the Assumptions should have been phrased as being conditions *outside the control of the project*.

### ***Selection of Project operational areas***

The criteria used in selecting Project operational areas, reflects a mix of ILO's and national interests and concerns. Most areas were selected on the basis of their poor human development indicators and poorly developed private sector, but with political commitment to improving education and training (source: Project Document). South Sulawesi was, among other reasons, selected for its human and financial resources and its role as gateway to Eastern Indonesia. The choice of Aceh, in Northern Sumatra, was influenced by ILO's earlier commitments and in order to complement other ILO assistance in Aceh. The intention for Aceh was also to generate a "quick replication or up-scaling".

While South Sulawesi was a good choice as it plays an active role model for other areas in several respects, the MTE is not convinced that Aceh, being the only Indonesian province allowed to apply *Sharia* (or Islamic law) and with its social and religious restrictions imposed on the daily lives of women and girls fits in with the political commitment criteria, mentioned above (see also the discussion on gender mainstreaming in Chapter 5).

### **6.2. Relevance and strategic fit**

The assessment is that the Project as a whole is relevant and in line with the government policies and strategies and the Development Partners (donor agency). When assessing the relevance of all its seven major Components, it has been found that pre-vocational activities (Component 2) and Job and Educational counselling (Component 3) have lost some of its relevance, as the foundation on which to base the activities is weak and it was found that there is an apparent lack of shared vision between ILO and school authorities about what the concepts personal and social development and counselling stands for. As for pre-vocational sessions in SMPs, efforts should be made to encourage authorities and school administrations to offer ICT learning – according to MoNE officials responsible for this subject at the Ministry in Jakarta, this option already exists, at least theoretically, for students attending pre-vocational sessions in SMP schools (but not for SMP Open Junior High Schools - SMP Terbuka).

The Project has collaborated with other ILO projects, in particular the USDOL funded IPEC Project of support to the National Action Plan (NAP) for the Elimination of Worst Forms of Child Labour (WFCL), which is a nation-wide programme but with focus in East Java, West Java, Greater Jakarta, Lampung and North Sumatra. It supports GoI's work on policy development, research, and awareness raising activities, combined with local level programmes to prevent and remove children from child labour. The cooperation consisting of the sharing of information, strategies and organising the World Against Child Labour (WDACL) in 2009, has enhanced the progress of EAST Project, regarding Component 1. For the IPEC national CTA in Jakarta, EAST was perceived as an extended arm for IPEC in the Eastern part of the country. In Provinces the MTE occasionally found that the work of the EAST project and the work supporting the NAP were perceived as being one and the same. This should not be of any consequence as such. The only concern was when stakeholders believed that EAST's focus was to combat child labour only, not being aware that youth employment promotion was the other main pillar. This issue was raised for instance in a stakeholders meeting in South Sulawesi, organised on the occasion of the evaluation.

EAST has also cooperated with the Job Opportunities for Youth (JOY) Project. JOY focuses on implementing employment intensive growth and provision of income opportunities for youth, as described by the CTA. Joint activities will be organised with EAST in June on LED (Local Economic Development) with focus on agribusinesses and tourism. As JOY is coming to an end, efforts are made to support the establishment of a Secretariat for the Youth Employment Network, Indonesia (I-YEN), which would consist of staff members from BAPPENAS and MoNE.

The Project has also been working with the Migrant Workers Project, which focuses on domestic workers. According to the CTA of the latter Project, cooperation has consisted of developing skills, capacity of youth, as well as community based development oriented activities. Examples mentioned are SYB Training of Trainers, "step-down training" and 'financial education'<sup>39</sup> activities.

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<sup>39</sup> A national consultant has been working on the subject of 'Financial Education'.

Experts of the Regional Office of Asia and Pacific (ROAP) and the ILO Headquarters in Geneva support the Project in matters related to e.g. of elimination of child labour (from IPEC) and entrepreneurship development, e.g. in relation to the Business Climate Survey (from the employment sector). ROAP has also provided Backstopping on TVET and Skills Development, among other areas.

### 6.3. Efficiency

The MTE has attempted to examine the Project's efficiency<sup>40</sup> in terms of the use of inputs to yield results, and explored whether any alternative approaches to achieving the outputs could, or should, have been used.

When examining the inputs made to the various components, it was found that in Component 1, the partnership with PGRI in providing teacher training support in One Roof Schools and Open Junior High Schools have, overall been efficient in the above sense. In Component 2, the use of inputs to reach results has, so far, not been efficient and teaching materials have been completed. Here, alternative inputs should have been used to very clearly *target and influence the decision-makers and school administration* in order for its messages to be appreciated and assimilated in schools - instead of targeting the teachers who generally have a low status in the school system.

For Component 3, although job and education guidance/counselling has been introduced in SMK and SMA schools there is also a lack in efficiency in use of inputs to achieve the planned results. Students may have access to "counselling sessions" but the content and quality of this counselling does not generally correspond to what is intended by the Project Document. The inputs used to generate the first output stated in the LF, namely training of teachers and monitoring the regularity and extent of conducting counselling through NGO field staff - seem inefficient. Again, alternative approaches would have been necessary in order for the new ideas to have a reasonable chance to be properly assimilated.

The outputs in the LF under Component 4, are 1) non-formal training and education providers using improved techniques" (to assess market-demand for skills and for adjusting their course selection accordingly), and 2) new teaching materials (for Training of Teachers of out-of school youth). Regarding the use of inputs to produce these, it is commendable that the Project is actively working to combine the approaches and inputs with those for developing entrepreneurship in Component 6.

This should increase efficiency of the work under both components. The recent re-allocation of resources and proposed reduction of targets are geared to enhancing also qualitative results (there are 4 outputs under Component 6<sup>41</sup>). The Project is also increasing its efforts to further build bridges and merge inputs of e.g. Component 5 (the TVET component) with 6 and 4, and 1 with 2 and 3. These efforts should not only result in greater efficiencies but also make for more holistic and integrated ILO-supported interventions.

In terms of disbursement/delivery rate 2009 was much improved when compared to 2007-2008. Project Finance Assistants have improved their efficiency, e.g. the Project financial reports which in the end are boosting the rate of implementation. Regarding the capacity for implementation the Project has attempted to follow the recommendations of the Internal Review, for example, having more regular meetings with the Provincial staff and CTA/Experts and spending more time in the field. The improved working arrangement with the Government, in particular MoMT, has also contributed to a more effective programme. Considering the complexity and scope of the East project it is fair to say that the project team is delivering increasingly good results.

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<sup>40</sup> In the OECD/DAC terminology used for evaluation of development aid interventions, efficiency is defined as follows "Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term, which is used to assess the extent to which aid uses the least costly resources possible in order to achieve the desired results.

<sup>41</sup> Output 6.1: Trainers and teacher instructors in vocational/technical PPPG and technical PPPG and LPMP certified competent to facilitate training of entrepreneurship teachers to deliver KAB & SYB programme; Output 6.2: Vocational secondary school teachers and general secondary school; Output 6.3: Competency standards for SYB trainers established; Output 6.4: SMK and SMA students in selected provinces learn about and understand entrepreneurship and enterprise start up and development in relation to "enhancing future employability".

## 6.4. Effectiveness

The evaluation team has attempted to gauge the extent to which activities have attained its objectives to date. Several factors were taken into account, such as the staff's own assessments, and assessments of all major stakeholders - as well as analysis of data and "evidence" put forward by stakeholders and own observations and interviews.

To gauge the extent to which the EAST project has been effective<sup>42</sup> - the MTE has considered that, at mid term, there is still time to achieve results. Therefore, it has attempted to determine the *likelihood* of reaching the objectives at the end of 2011, as well as the major factors influencing the achievement or non-achievement. The seven immediate objectives are:

1. The capacity of national, provincial and Kabupaten (district) 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 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 labour, education and youth employment.

The Table below reflects this assessment of effectiveness as defined above:

**Table 2. Likelihood of reaching the immediate objectives**

Immediate Objective	Achievement rating to date	Likelihood of achievement at end of Project	Major factors influencing achievement
1	Medium	High	Achievements so far are promising & supported by ILO and Time Bound Project. ILO IPEC's institutional knowledge reinforces the Project's capacity to offer relevant and appreciated learning methods and techniques.
2	Low	Low ⇒ Medium (if major changes are major made)	Weak foundation in school system for integration of the Project's messages (personal and social development combined with - pre-vocational - activities). Unless major shift in focus is made either by school authorities or a shift in the activities to offer relevant/useful skills - likelihood is still low at end of Project.
3	Low	Low ⇒ Medium (if changes are major made)	Weak foundation in school system (as in IO 2) for integration of Project's messages. ILO's and school's perception of Counselling generally not compatible.
4	Medium	High	Likelihood is increased as concrete efforts have been made to combine market-oriented livelihood and core work skills development with entrepreneurship development.
5	Medium	Medium	A promising start from weak foundations. CBT is a complex and sophisticated system containing a number of elements. The degree to which the project will meet the objective will depend largely on the level of technical assistance to the

<sup>42</sup> Effectiveness: A measure of the extent to which an aid activity attains its objectives. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions: To what extent were the objectives achieved likely to be achieved? What were the major factors influencing the achievement or non-achievement of the objectives? (OECD/DAC evaluation criteria).

			BLKs, as well as availability of labour market information and quality of analysis of that information.
6	Medium	High	Likelihood is increased, as work materializes to combine entrepreneurship with market-oriented livelihood and core work skills development. Links to start-up capital and innovative ways to attract young women are crucial for success.
7	Medium	High	Influencing factors are completion of initiated research, some based on the results of the programme. Other factors relate to improved rapport with Government agencies, Constituents & other Partners.

## 6.5. Impact

In assessing the impact, the evaluation team has taken into account both positive and negative changes as well as intended and unintended results. These are:

1) Education stakeholders have become more aware of the hazards of child labour, and it is quite clear that the Project has played a role in this respect<sup>43</sup>. As a result there is increased awareness among the students regarding the issues of child labour and the dangers of working in a hazardous environment, especially at young age. There are also reports of greater participation by students in classroom activities. For example students appear more willing to express their opinions, for group work and discussions. Furthermore, according to reports from IAs, at-risk students in Community Learning Centres (PKBM) have better access to learning Package B as well as recreational activities such as sports, public speaking, radio talk shows and art.

Still, much more advocacy is needed on the issue of combating child labour. Discussions with several stakeholders (national, provincial and district) revealed that there is an acceptance, even among ILO Constituents, that child labour is a necessity and justified when children are assisting low-income families, i.e. the right of the child is not a concern as such. Children who attend OJHs (SMP Terbuka), during afternoon hours only, as witnessed in the case of South Sulawesi<sup>44</sup>, are often exploited as domestic labourers by relatives, or other caretakers. That this must be viewed as exploitation was not easily acknowledged by representatives of school management - while teachers who had undergone training were very much more aware of the situation and spoke quite openly about the issue.

2) Pre-vocational activities – In regard to outcome 2 the Project Document stated, that Pre-vocational training will have given students a taste of skills that can “help them earn an income”. The evaluation team was unable to identify any such impact, or signs that such an impact is likely to result from the pre-vocational support activities in schools - for the reason explained earlier in this report.

3) Job and Career Counselling – To date there is little evidence of positive impact and the evaluation team is not convinced that there is a likelihood of achieving the outcomes of the LF at the end of the Project.

4) Vocational training - One interesting likely impact is that young women may have improved opportunities to find jobs in non-traditional areas after graduating or dropping out of school. See also the conclusion and recommendation regarding this issue under Component 5, TVET.

5) Revitalisation of BLKs – There is no doubt that the EAST project has made a significant contribution towards forming and restructuring the three BLKs (Aceh, Jayapura and Sorong). The two international TVET specialists appointed through the EAST project, together with their National counterparts, have played a key role in setting clear goals and objectives for the TVET centres and in drawing up comprehensive plans outlining the strategies needed over the next five years to achieve the goals. They have also provided the leadership and support to the managers and staff of the BLKs to take the first steps in implementing the plans. The steps include: developing CBT courses that are

<sup>43</sup> The Project's partnership with PGRI, the Teachers Trade Union, is reported to have been instrumental in this work.

<sup>44</sup> Keeping children in school is believed to be a very important counteractive factor in South Sulawesi, as it is reported by the Child Protection Organisation that there is a high occurrence of early girl marriages for girls, as young age as 12, and even in the urban areas. The Evaluation was not able to access any recent statistics on this though.

responsive to the needs of the labour market; upgrading the capacity of management and staff; upgrading the physical facilities and equipment; establishing closer links with key stakeholders. The process is ongoing and it will be interesting to see how long it will be before the reforms translate into increased student numbers.

6) Entrepreneurship development - The likely impact of the Project's activities is assessed as quite high. The Project has realized the necessity to revise targets and allow additional resources for this activity to develop greater market orientation and relevance (reference is made to Table 1). This is likely to have a greater quality impact during the remainder of the Project period. There is clearly a high level of interest among the key stakeholders in fostering entrepreneurship and it is also high on the Government's agenda.

7) Research and policy level activities - It is clear that the Project has already had an impact on policy. For example, for the first time there is a knowledge base on child labour in the Eastern part of Indonesia, and the issue of child labour has been integrated both at national and provincial levels. The ongoing study on indigenous child labour in Papua, is reportedly the first time a child labour study has been undertaken in Papua and the results are expected to influence policies. Tools and methods used in various educational settings are viewed as part of the Project's policy level work. However, it is too early to determine whether or not these tools will be sustained in the system, and will actually influence policies.

## **6.6. Sustainability**

Institutional sustainability is critical when addressing child labour issues and linking these to youth employment such as the ones EAST Project has attempted to do. According to a representative of the development partner, the Royal Netherlands Embassy in Jakarta, funding to the Project is not likely to be extended beyond October 2011. For the ILO, the issue of sustainability is an important and pressing issue at mid term. The training and monitoring of models created and described in this report, need to be further promoted to prove their effectiveness toward the end of the Project period. Mainstreaming child labour issues into national frameworks (through e.g. national/district action plans) need to make further progress.

However, it is clear that the Project needs to initiate discussions with the Government and its stakeholders about sustainability after the official completion date. Those discussions need to begin now. The stakeholders' own assessment of the various models promoted should be encouraged, as well as the support mechanisms to put these models in place. The system of monitoring schools and non-formal educational places also need to be evaluated by the national stakeholders, particularly as they will require significant resources to continue.

Training institutions and Master Trainers also need to be brought into such a discussion, as they are the key to adopting the training methodologies and strategies. It is very important that NGOs are also encouraged to integrate field and community approaches in their own programmes. It should be noted that these organisations might, in the future, be called upon to provide similar assistance by national and local Governments in the introduction of innovative and interactive learning approaches in various educational contexts. The possibility of expanding the project into new districts and provinces should be discussed with relevant stakeholders. With the global agenda of 'Education for All' and the GoI's commitment to this goal, discussions about replication of EAST themes also need to take place with other international agencies as it is likely that others are willing to contribute to this goal.

In its attempts to assess sustainability of EAST, the MTE, has looked at the likelihood of the continuation of benefits from the Project once donor funding has ceased<sup>45</sup>. The work that has come across as likely to be sustained after the end of the Project, is within an area where ILO has a definite comparative advantage, namely its capacity-building work as well as in its social mobilisations/training models, such as SCREAM, 3Rs, SYB, KAB. The MTE found that activities

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<sup>45</sup> According to the internationally agreed (OECD/DAC) definition of sustainability to use in evaluations of development/aid interventions, sustainability is the continuation of benefits from a development intervention after major development assistance has been completed, the probability of continued long-term benefits and resilience to risks of the net benefits flows over time.

associated with these established training methodologies have met needs and filled gaps, and stakeholders generally refer to their learning through these methods, with enthusiasm.

***Sustainability related to the Project's support to BLKs***

The EAST Project has done much to upgrade the systems and build the in-house capacity of the Aceh BLK. This has laid the foundation for transforming the BLK into a model provider of vocational education and training. A comprehensive, five year, development plan has been drawn up which, if implemented, will take the Aceh BLK closer to achieving its goal to becoming a centre of excellence. That in turn will enable it to be a model for the other BLKs within the province and beyond. The sustainability will depend largely on the ongoing support by the MoMT both in terms of leadership and funding. Equally, it will depend on the support of the key industry stakeholders (TABs) in terms of offering on-the-job training and placing graduates in jobs.

After a long period of neglect the BLKs in Jayapura and Sorong, Papua, have taken significant steps on the road to becoming relevant contributors to the vocational training of young men and women within their respective provinces. The two BLKs have developed five-year plans designed to move them towards their stated goals of becoming centres of excellence. How close they come to achieving that goal will depend on the quality of the leadership of their senior managers and on the quality of the technical advice available to address issues of capacity building for their staff and managers. It will also depend on the ongoing financial and policy support provided by the MoMT and, in the case of the Jayapura BLK, by the provincial government. Finally, their sustainability will depend on the quality and strength of the relationship they build with their local industries. Ideally those industries, will advise on the nature of the courses to be offered, provide on-the-job training for the students and ultimately employ the graduates.

## 7. Conclusions and Recommendations

This Chapter summarises the key conclusions made in report, followed by recommendations. In the conclusions part, section 7.1.1 addresses the overall progress of the project, 7.1.2 addresses specific themes and components (components 1-4, and 6), and section 7.1.3 summarizes the conclusions from the in-depth evaluation of Component 5, the TVET component. The recommendations that follow (section 7.2.2 are based on the conclusions).

### 7.1. Conclusions

#### 7.1.1. Overall progress

The EAST Project had a slow and shaky start in November 2007 and actual implementation only took off in mid 2008. During the first one and a half years, the rate of delivery was poor. The delivery has picked up significantly during 2009, as procedures and systems have become more established and benefits at the level of the end users (students and out-of-school youth) are increasing. However, distribution of benefits is uneven among the Provinces involved, with South Sulawesi being ahead of some of the other Provincial Projects. An Internal Review of the Project was carried out at the beginning of 2009 and the Project has in a satisfactory way met the recommendations generated by this review.

One key challenge for this ILO executed project, emphasized in this report, is the work of building ownership among the government agencies and constituents. Many attempts have been made made by the management to increase ownership among the government and other partner organisations. Further, with a project that has seven major (and quite different) components, emanating from the seven immediate objectives, it has been and continues to be a challenge to create a transparent and integrated programme. The Evaluation has assessed that cooperation and coordination with the key partners have been strengthened during the last half-year and since the Internal Review's observations in early 2009. These working relationships need to be continuously nourished.

The Project is an active player in national and international dialogue on child labour, education and youth employment issues and has promoted joint cooperation, such as joint monitoring visits to Provinces, with UNICEF and WB.

#### 7.1.2. Themes and components

##### Validity of project design

The evaluation team has assessed that the project design is not more than “**satisfactory**”<sup>46</sup>. The Project's complexity mainly derives from the multitude of objectives and a structure that has not been easily understood by stakeholders, resulting in a fragmented implementation scenario. The management has struggled to make good use of the Logframe Matrix and it is commendable that it has worked on a integrating some of the main elements. Regarding validity of selecting the operational areas, the selection criteria used reflect a mix of ILO's and national interests and concerns. Most areas were selected on the basis of their poor human development indicators and poorly developed private sector, *but with political commitment to improve education and training*. Among the six Project provinces, Aceh clearly stands out due to its Sharia law with religious and socio-political restrictions posed on women and girls (and young people in general). In this respect, the evaluation team is not convinced that Aceh fits in with the above-mentioned commitment criteria. Here ILO clearly has to do much more to explain and reaffirm its gender strategy and position vis-à-vis its constituents and partners.

##### Relevance and strategic fit

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<sup>46</sup> For the assessments of validity, relevance, efficiency, effectiveness, impact and sustainability concluded here, see the Summary Assessment Table in Chapter 6.

The assessment regarding the Project's overall relevance and strategic fit is **"very good"** as the Project clearly is well in line with Government policies and strategies, as well as the Development Partners. The Project has fitted in with the objectives of other ILO projects, in particular the USDOL funded IPEC Project of support to the National Action Plan (NAP) for the Elimination of Worst Forms of Child Labour (WFCL). The cooperation has consisted of sharing information, strategies and organising the World Child Labour Day in 2009. The cooperation has clearly enhanced the progress of EAST Project, regarding Component 1. In the visited Provinces, the evaluation team occasionally found that the EAST project and the NAP related work were perceived as being one and the same. This was only a concern for the evaluation in cases when stakeholders believed that EAST's focus was to combat child labour only, not being aware that youth employment was the other main pillar (e.g. as in the case a stakeholders meeting in South Sulawesi).

### **Efficiency**

The evaluation assessed that the Project's efficiency and producing the outputs generally was **"good"**. Some exceptions were found, such as the use of inputs to reach results in Component 2 regarding teaching materials. Alternative inputs should here have been used to clearly *target and influence the decision-makers and school administration* in order for the Project's messages to be appreciated and assimilated in schools - instead of the approach to target teachers who generally have a low status in the school system. Another exception was in Component 3, where a lack in efficiency was detected in use of inputs to achieve the planned results and for which alternative approaches would have been necessary in order for the new ideas to have a reasonable chance to be properly assimilated.

Regarding the work to produce outputs within Component 4 - it is commendable that the Project is actively working to combine the approaches and inputs with those for developing entrepreneurship in Component 6, which ought to increase efficiency of the work under both components. Efforts are also made to continue to build bridges and merge inputs of e.g. Component 5 (the TVET component) with 6 and 4, and 1 with 2 and 3. These efforts should not only result in greater efficiencies but also make for more holistic and integrated ILO-supported interventions.

In terms of disbursement/delivery rate 2009 was much improved in comparison to 2007-2008.

### **Effectiveness**

The assessment regarding the Project's effectiveness to date was also **"good"**. As there is still time to achieve results the evaluation team attempted to determine the likelihood of reaching the objectives at the end of 2011, as well as the major factors influencing the achievement or non-achievement (for a detailed assessment on effectiveness in reaching each immediate objective to date - see Table 2 in Chapter 6.4).

### **Impact**

Regarding the impact of the Project the team assessed it to be **"very good"** - however with reservation regarding component 2 and 3, where there is little evidence of positive impact to date.

Positive and negative changes as well as intended and unintended results were taken into account. Among these are that educationalists and students have become more aware of the hazards of child labour especially at young age; There is greater participation by students in classroom activities such as group work and discussions and in expressing opinions; and At-risk students in Community Learning Centres (PKBM) have better access to learning as well as recreational activities such as sports, public speaking, radio talk shows and art (for details of assessed impact of each outcome, see Section 6.5).

Much more advocacy is needed on the issue of combating child labour as it was revealed that there is quite some acceptance among the stakeholders that child labour is a necessity and justified as "children are assisting their low-income families", i.e. the right of the child is often not a concern, as such.

### **Sustainability and the likelihood of sustained benefits**

For the ILO, the issue of sustainability is an important and pressing issue at mid term. The evaluation team assessed that, overall, the likelihood of sustained benefits of the Project as “good”. The work that has come across as likely to be sustained after the end of the Project is within an area where ILO has a definite comparative advantage, namely its capacity-building work as well as in promoting social mobilisations/training models such as SCREAM, 3Rs, SYB, KAB. The evaluation team found that activities associated with these established training methodologies have met needs and filled gaps, and stakeholders generally refer to their learning through these methods, with enthusiasm.

To maximize the benefits, the training and monitoring of the various models (described in this report) need to be further promoted to prove their effectiveness toward the end of the Project period. Mainstreaming child labour issues into national frameworks (through e.g. national/district action plans) need to make further progress. It is imperative that the Project initiates discussions with the Government and its stakeholders about sustainability after 2011. Stakeholders from government, as well as non-government and the private sector should give their own assessment of the various EAST models and suggest ways that support mechanisms are put in place to continue using models that have worked well. The system of monitoring schools and non-formal educational places e.g. in rural areas, also need to be evaluated by national/local stakeholders, *particularly as they will require significant resources to continue.*

The possibility of expanding the project into new districts and provinces should be discussed with relevant stakeholders. With the global agenda of ‘Education for All’ and the GoI’s commitment to this goal, discussions about replication of EAST themes also need to take place with other international agencies as it is likely that others are willing to contribute to this goal.

As for **sustainability related to the Project’s support to BLKs**, the sustainability of BLK in Aceh will depend largely on the ongoing support by the MoMT both in terms of leadership and funding. Equally, it will depend on the support of the key industry stakeholders (TABs) in terms of offering on-the-job training and placing graduates in jobs.

After a long period of neglect the BLKs in Jayapura and Sorong, Papua, have taken significant steps on the road to becoming relevant contributors to the vocational training of young men and women within their respective provinces. Their sustainability will depend on the quality and strength of the relationship they build with their local industries. Ideally those industries, will advise on the nature of the courses to be offered, provide on-the-job training for the students and ultimately employ the graduates.

### **Back to SMP level education (Component 1)**

The Component 1 activities are highly relevant in particular in areas where there is a high occurrence of child labour, for example in Makassar, and the districts involved in the Project in South Sulawesi, where also early marriages of girls is common. The enthusiasm and commitment found among educators, teachers, IAs and some school administrators in the Provinces was encouraging.

### **Life skills in SMP (Component 2)**

There is a mismatch regarding what the Project is promoting in the area of personal and social development and what Indonesian educators consider should be the contents and aim of pre-vocational activities (referred to as *Ketrampilan*). This makes success hard to come by on a short-term project basis, as the very foundation for change seems to be lacking, including a full agreement about the Project’s objectives.

### **Job and Education Counselling Services to Students (Component 3)**

As in the previous component, good attempts have been made but the Job and Educational Counselling activities have generally not been satisfactory, for reasons that are similar to the pre-vocational activities, namely that the ground (foundation) in schools to assimilate the innovations and ideas of the Project is weak and there exists a mismatch of prevailing “counselling” and the Project’s messages. The Project management is aware of these issues and has initiated the work on Lesson

Plans, which is to be followed by completing the Job and Education Counselling manual, to be reissued in schools.

#### **Vocational Skills Training Programmes for Out-of-School Youth (Component 4)**

The attempt of merging this Component 4, with Component 6, is promising and necessary in order to develop greater market orientation and relevance and linking SYB training with vocational training programmes. The commitment of Project staff in Jakarta combined with technical support provided by the Regional Office of Asia and Pacific (ROAP), as well as more realistic targets should together ensure that skills training provided is of good quality and is relevant enough to attract sufficient number of trainees. *The Project has already allocated funds to the vocational skills training activities in order to improve quality.*

#### **Entrepreneurship Development (Component 6)**

Entrepreneurship development is also a technical area in which ILO has a clear comparative advantage and where methodologies and tools have proved useful in so many countries. Enthusiasm was detected both in schools and among out of school youth for the activity – although there are some issues to be solved. The Project has made commendable efforts to train young men and women in entrepreneurship development activities. There exists a great interest among all involved stakeholders (public, private, NGOs, Employers and Trade Unions), and the topic is high on national and provincial governments' agendas. The Evaluation agrees with the Internal Review that GET Ahead training materials should be used.

However, regarding start-up capital for small businesses after training, youth are perceived as not being “bankable” as they often lack collateral. This was frequently brought up as an issue.

#### **Research and Policy Level Actions (Component 7)**

The Project originally intended to influence policies through *availing documentation* to policy makers resulting from research on various subjects. It is praiseworthy that the Project already, at mid-term, has made direct contributions to various policies at various levels, at the request of government counterparts.

#### **Gender mainstreaming and gender equality**

a) Complexities and power relations are involved in the distribution of, and access to resources in Indonesia, as in most other countries. The Project regards gender as an important cross-cutting theme. Much effort has been placed on making the programme gender responsive and some important steps to mainstream gender issues have been taken to ensure that staff members appreciate what gender mainstreaming entails and have the capacity to promote the issue vis-à-vis the stakeholders. Still, there are gaps, among them the fact that the Project still does not seem to present data from the field in its technical progress reports that provide a clear overview of the involvement and distribution of trainees and benefits to students (gender disaggregated).

b) Aceh province is posing a particular challenge as the continuing influence of conservative religious institutions has a negative impact on the status of women and girls. The prevailing norm expressed by the key stakeholders (including key ILO constituents) was that young women should be home based after leaving school, and if involved in small business activities after undergoing training, these should be home based as well.

#### **Monitoring**

a) The monitoring challenges of EAST are substantial: The data collection for the CLMS was added as a task by the Project, although it was not part of the activities foreseen in the Project Document as such; and IAs are trusted with both implementation and monitoring activities which at times may jeopardize the reliability of its monitoring.

b) The Project would clearly have benefited from having a Monitoring and Evaluation (M&E) position among its experts.

#### **Project exit strategy**

As the Project's start up and implementation was considerably delayed, it will be a challenge for the Project to develop an effective exit strategy before October 2011.

### **7.1.3. TVET Centres**

In relation to the revitalisation of BLKs this report provides two sets of conclusions and recommendations. The first set of thirteen, outlined below, relate to the changes that are of a nature and timeframe that place them within the scope of the EAST project. The second set of seven recommendations, outlined in Annexe 1 "Building a quality TVET system - Beyond EAST", deal with issues that, although vital to the success of BLKs, need to be addressed at a National level. Moreover, they require time frames that place them well beyond the life of the EAST Project.

#### **Quality, labour market driven training packages**

There is a need for quality training packages that are relevant to the needs of the labour market. A good start has been made by MoMT over the past two years to develop such courses for use in the BLKs, but more effort is required to cover the needs of all the industry sectors. The development of the packages must not just consider current industry needs but also the likely needs of emerging industries. Other countries in the region (e.g. Malaysia, and Australia) already have developed training packages for every conceivable course and for every level within those courses. It would be a relatively simple matter to select from the vast bank of courses available and to modify those courses to suit the Indonesian situation. In short there is no need to reinvent the wheel.

#### **Portability of qualifications**

As a growing economy, Indonesia needs a workforce that is mobile not only within the country but also between countries in the region. That mobility requires that qualifications gained in the BLK's are portable. This can be achieved by ensuring that all courses offered by BLKs sit within the National Qualifications Framework (NQF) and are assessed in accordance with the competencies as defined by the National Competency Standards Certification Agency (BNSP). It also requires that graduates receive certificates that are clearly written in terms of competencies achieved. In addition to providing portability of qualifications, offering courses from within the NQF also provides an opportunity for students to build on their qualifications during their life time (e.g. building on their certificates to progress to diplomas).

#### **Model centre/s of excellence**

When you have so many BLKs, each at a different level of development and each with differing capacities, it would make good sense to establish at least one, and preferably two, centres of excellence to act as a model of best practice for the other BLKs. The evaluation team believes that of the three BLKs receiving EAST technical assistance, there are two BLKs that would lend themselves to become such models. They are:

Sorong BLKI which has made significant changes over the past year. It now has refurbished physical facilities of a high standard, a newly set up labour market information exchange (Kiosk 3 in 1) and an impressive supply of new and reconditioned equipment. It also has a viable master plan and has begun the process of up skilling its instructors and its management team. However, one factor that is likely to impede the Sorong BLKs progress towards becoming a model is the fact that it is at least a year away from having its newly trained junior instructors coming back from their basic training.

Banda Aceh BLKI, has also undergone considerable reconstruction and has set up an assessment centre TUK initially for air-conditioning and cooling as well as for sewing and embroidery. In addition it has some 13 mobile training units covering seven trades, a student dormitory and the beginnings of a labour information centre (Kiosk 3 in 1). The imminent appointment of a new Director provides an opportunity to give new impetus to the reform and restructuring of that BLKI.

There is a good case for establishing more than one model institution not only because of the geographic reality of Indonesia (one model in the east and one in the west of the country) but also because it would provide two TVET laboratories in which to test innovative methodologies, structures

and systems. It would allow for a degree of experimentation when it comes to having to make a selection from a range of options.

### **Technical assistance**

As has been noted earlier, the EAST project can take credit for having helped develop plans for the revitalisation of BLKs and for having helped management to take the first steps towards implementing those plans. At the same time it was noted that there is still much to be done particularly if the BLKs are to achieve the centre of excellence status they are aiming for. Given the range and complexity of the changes we are talking about, it is clear that the BLKs will need ongoing support and assistance in order to continue to reform and restructure themselves. In particular they will need TA in some or all of the following:

- Management. Basic management training comprising: general management, strategic management, human resource management, financial management, marketing management, and performance management.
- Instructor capacity. Ongoing training of instructors particularly in the areas of competency based training, the fostering of core work skills and the area of entrepreneurship training.
- Labour market information (LMI). Assist managers to access and analyse LMI to help ensure that the programs offered are relevant to the needs of local business and industry.
- Five year plans. Provide assistance in breaking that plans into goals, objectives, strategies and performance indicators. The outputs and outcomes must be stated in quantitative and qualitative terms and tied to a clear timeframe and budget.
- Performance based budgeting (PBB). Assist BLKs to implement a system of PBB. This will require annual performance agreements (APAs) between the MoMT and the Director of the BLK. The APAs will sets out the negotiated output and outcomes required for the year against a negotiated budget allocation.
- Monitoring and evaluation. Assist in creating the capacity to monitor and evaluate the performance of the BLKs, and their departments/units, to ensure that accountability go side by side with the increased authority.
- Marketing. Assist in marketing the BLKs in order to overcome the image problems that have built up over the years. The image is proving to be serious obstacle to the acceptance by commerce, industry and the students themselves of the worth of the courses offered by the Institutions.
- Commercialise BLKs. Assist in creating an entrepreneurial climate within the BLKs that will, together with a change in policy, enable them to actively sell their products and services (including charging course fees). This will go some way in making them more businesslike and at the same time financially less dependent on the Government.

It is highly unlikely that TVET Specialists can be found who possess expertise in all the above areas. The solution is to bring in the additional expertise on an ‘as needs basis’ to supplement that of the resident TVET Specialist.

### **Core work skills in all training courses**

Core work skills are those skills needed in all jobs and professions. They are critical for the employability of every person hence they are also known as ‘employability skills’ and sometimes as ‘life skills’. They include, but are not limited to, functional literacy, numeracy, communication, information processing, negotiation, problem solving, self management, team work and learning skills. At the level of TVET institutions core work skills must also include a positive attitude to the world of work, as well as knowledge of the labour market and the skills to enter that market. The provision of core work skills is one of the key requirements of CBT.

Although “knowledge of the world of work” is one of the core work skills being addressed by the BLKs through the “Kiosk three-in-one” initiatives there is still much work to be done to integrate the

remaining core work skills into the curriculum. There is also a need for further training of instructors in the use of methodologies that will foster core work skills as an integral part of all training. The TVET specialists may find it useful to bring in short term experts to help integrate core work skills into all facets of training. They may also need assistance with the complex task of assessing and reporting on the core skills.

### **Build on and expand the EAST Project**

Many of the stakeholders interviewed raised the question of “what happens after Oct 2011?” The answer will depend largely on whether the final assessment of the EAST project shows it to be a success in some or all of its seven components. In particular, whether it is a success in terms of its fundamental goal of improving the employment prospects of the young women and men of Indonesia. If the answer is in the affirmative, then it is important to ask whether the project should be continued in its present form or be broken down into its individual components or combinations of those components. Moreover, if it is successful, should it be continued in its present locations and/or expanded to new locations? Whatever the answer, there will then be the question of whether, from a funding point of view, the time has come to integrate some or all of its components into the national education and training system.

In the light of the positive steps taken towards the reform and restructuring of the TVET centres, it is important that the key stakeholders (the Steering C/tee of the EAST project, the MoMT, the MoNE, the Provincial Governments and the ILO) enter into discussions about the future of the project after Oct. 2011. Given the lead-times involved, those discussions should begin now, rather than half way through next year. The discussions need to address the questions raised above. Once the stakeholders have come to a position in regard to the future of component five, which may or may not be linked with the future of the other components, they will need to develop a set of strategies for arriving at that position. They will also have to consider the all important budget implications of whatever decision they make.

### **Strengthen relationships between BLKs and relevant business and industry sectors**

For too long the BLKs, looked at by the evaluation team, have operated in a vacuum, isolated and insulated from their ultimate customers, namely the commercial, business and industry sectors. The result was as tragic as it was predictable. If an institution is not working in close partnership with its customers it runs the risk of becoming irrelevant.

Thanks in part to the work of the EAST project, steps have been taken over the past year to strengthen relationships with the relevant industries by establishing Training Advisory Boards (TABs) and by signing agreements for networking with private training providers and companies. This has not been easy because the industries are themselves busy and have not been particularly proactive in regard to establishing such collaborative relationships. The lack of enthusiasm is also due to the hitherto poor standing of BLKs in some communities.

Once established, the TABs have the potential to make important contributions to the life of BLKs. They can do this in some or all of the following ways:

- Provide information about the nature and level of training required
- Help to provide work experience for students
- Help to conduct ‘on-the-job’ training
- Be a source of experienced trainers and help with the periodic up skilling of technical staff
- Make contributions to the BLKs by helping with the provision of equipment and with the refurbishment of physical facilities
- Give feedback in regard to the quality of the graduates both in regard to the technical skills and to the core work skills.
- Assist in the marketing of the BLKs at commerce, industry, government and public level

- Advocate on behalf of BLKI's to government.

It would be beneficial if senior BLK managers were given the opportunity to see at firsthand how the TABs operate in other countries, in particular to see how they have evolved over the past 20 years, how they are structured, how they are managed, their composition, their modus operandi and the benefits they bring to the institutions.

### **Increase participation of women in TVET Courses**

In regard to the crosscutting issue of gender equality, there are some encouraging examples of young women entering into non-traditional areas of the TVET sector, but they are far and few between. Notwithstanding the relatively recent action by BLKs to add programs and courses in the areas of information and communication technology (ICT) and hospitality, which are proving popular among young women, the existing programs and courses offered by BLK's are, overwhelmingly, in areas which are traditionally the exclusive preserve of males.

There is clearly a need for further intervention in order to address this inequality of access to TVET. Actions could include some policy directive to BLKs to set targets for female participation and including these targets in the annual performance agreements. The strategies could also include setting up a more female friendly workshop environment in the non traditional areas of automotive engineering, metal fabrication and welding and carpentry and joinery and followed by a campaign to encourage young women to participate.

In addition, the BLKs should review their existing program base to ensure that it is not only relevant to the current, but also emerging labour market needs. In doing so they should consider reconfiguring their program to meet the needs of the other productive and creative half of the population, namely women, who are currently not accessing the training market in the numbers that they should.

### **Increase cooperation between components 4, 5 and 6**

Given that one of the key goals of the ILO EAST project is to improve the employability and capacity for entrepreneurship among young men and women, there are good reasons for ensuring that there is a high level of collaboration and cooperation between the three components that relate to these outcomes. That is between component 4 (livelihood training for out of school youth) component 5 (revitalisation of BLKs) and component 6 (entrepreneurship skills training). The evaluation team found little evidence of such cooperation. It seems that the program coordinators and TVET specialists are so busy with their own area of responsibility that they are, understandably, less aware of what was happening in the other components of the EAST project. This lack of knowledge and awareness, particularly in regard to the above-mentioned three inter-related components, represents a wasted opportunity. The evaluation team believes that considerable benefits could result from collaboration between the 3, and that this could occur in the following ways.

- The BLKs make their underutilised physical and human resources available to the Community Learning Centres (PKBMs) of component 4. The PKBMs, have the clients, but often lack the equipment, staff or facilities to meet the needs of those clients.
- The BLKs agree to introduce entrepreneurship training into all of the courses they offer. Current estimates suggest that only 30 to 40% of BLK graduates gain paid employment. That means for the majority of graduates self-employment is the most likely alternative to unemployment. The instructors currently employed, under component 6, to provide entrepreneurship training in the SMKs, could be seconded to work in the BLKs.
- The cooperation between the three components will have the added benefit of providing for skill transfer between the staff of the BLK, the PKBM and the SMKs.

### **Targets in the Logframe with the Technical Progress Reports**

The internal review carried out in early 2009, recommended, inter alia, that the ILO EAST project team formulate clear performance indicators that enable them to measure the project's progress at the outcome or impact level. The evaluators noted that although such indicators have now been incorporated into the Logframe, they tend to focus on the quantitative aspects (e.g. 85% of instructors

have received training in CBT) while making no reference to the qualitative aspect (e.g. how many of them actually applied the knowledge to their learning environment).

Moreover, the evaluators found it difficult to check on progress made because of the inconsistency in cross referencing between the targets set in the Logframe and the information provided in the six monthly TPRs. The cross referencing was inconsistent in the sense that the numbers of instructors trained and the amount of equipment purchased were clearly documented in the TPRs, but progress made in regard to students were not. For example, the TPR July to Dec 2009 makes no reference to the targets set in relation to the number of students who were involved in on-the-job training or to the percentage of those who were issued with certificates of competency.

### **Campaign to market TVET Institutions, their products and services**

It has already been observed that, thanks in large part to the work of the ILO EAST project, the plans for revitalising the BLKs have been drawn up and the first steps in undertaking the reform have been taken. However, when an organisation has been allowed to become run down over such a long time, it will require a special effort to rebuild the image and to overturn the poor standing among the stakeholders and the public at large.

What is required to rebuild the image of the BLKs is a well designed marketing campaign. Such a campaign must, first and foremost, focus on identifying exactly what programs and courses the clients need and what kind of skills and personal qualities they will be looking for in the graduates. The process must involve the newly established training advisory boards (TABs) that will help to guide the BLKs to become not just relevant but indispensable to government, commerce and industry.

Such a marketing strategy will also ensure that the stakeholders and the public are made aware that there is a reform and restructuring exercise under way. An exercise that is addressing the problems of the past and that promises a bright new future. It will also encourage stakeholders to lend a hand by becoming engaged in the process of reform.

A number of stakeholders made a plea to have the current policy changed in order to allow BLKs to be able to sell their products and services in the market place including the introduction of course fees. The argument, used by MoMT officials to defend the status quo, was that the GoI was committed to providing vocational training to all Indonesian men and women irrespective of their financial means. That argument can be taken care of by applying a means test to the charging of fees. That is, the payment of fees is linked to people's capacity to pay as is the case in many countries.

### **Increase the level of utilisation of BLKs**

The evidence of underutilisation, empty workshops and classrooms, was clear for all to see. What was less clear were the underlying reasons for that underutilisation. Was it, as some would have us believe, a result of the cumulative effect of the Asian financial crisis of 1997/98, the World recession in 2009 and the move to regional autonomy in 2001. Or was it a result of poor management, inappropriate courses, incompetent instructors, inadequate facilities, poor equipment, inadequate funding, poor marketing, and poor relationship with the employers? Or was it a combination of some or all of the above?

The evaluation team came to the conclusion that the issue of underutilisation would require a combination of remedies and that view is reflected in the range of recommendations set out above. However, the matter of routine budgeting was highlighted by several credible observers as being one of the root causes of underutilisation because of its effect on the recruitment and appointment of competent instructors. The budget allocation is simply inadequate to fund the appointment of the necessary instructors and pay for the courses that could be conducted by the BLKs within their existing facilities. Again the recommendation above relating to the charging of fees would go some way to address the issue of funding.

## **7.2. Recommendations**

### **7.2.1. Back to SMP level education (Component 1)**

ILO should continue to undertake and monitor this activity and ensure that any model or successes, as well as challenges are documented for good practices and lessons learnt, to be shared with other actors in the sector.

### **7.2.2. Life skills in SMP (Component 2)**

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 that have come up in this evaluation. Targets need to be looked over and experiences documented in each province. Decisions should be made on reallocation of resources and downsizing in non-performing areas/schools to enable funds to be utilized for other activity areas (e.g. Component 1, 4, or 6). However, the evaluation team acknowledges that the lack of progress *cannot be generalized to all areas*. Remaining resources under the project should be used where taken positive action has been made, as a result of the project interventions.

### **7.2.3. Job and Education Counselling Services to Students (Component 3)**

Much of the recommendation regarding Component 2 also applies for Component 3. Basically, project resources should be used in activity areas (components) for which there exist common interest and appreciation for the concepts - among the authorities and the Project. Meanwhile, non-performing areas/schools should be encouraged to create enabling environments to ensure that counselling teacher can perform their functions fully, which includes being assisted in planning and implementing such activities. Simultaneously, advocacy and capacity building activities should continue aimed to strengthen knowledge and commitment of education policy makers on the importance of career counselling for students.

### **7.2.4. Vocational Skills Training Programmes for Out-of-School Youth (Component 4)**

The project should reduce the originally unrealistic quantitative targets by 50 per cent.

### **7.2.5. Entrepreneurship Development (Component 6)**

The Project should address the issue of credit to youth and the notion that youth are not “bankable”. The assumption in the LF that credit for start-up of business after training is not a problem needs to be clearly abandoned. The Project can assist in providing information and links to Government funds for entrepreneurship, micro finance or other funding institutions (but with a clear message that the Project as such will not provide the funds).

### **7.2.6. Research and Policy Level Actions (Component 7)**

a) Research and studies: Studies initiated should be completed well in advance of the Completion Workshop, planned for the second half of 2011, so that the findings may be shared with others well before the end and in the workshop. Technical support from ROAP and/or ILO Headquarters should be sought and provided in this respect, if required by the Project.

b) Policy work: The Project should continue the good work and strive to influence policy makers in order for the results and experiences of pilot activities to be translated into policies at all levels. The experiences gained from provinces, should be documented in Case Studies that clearly describe what has worked and bring out lessons learnt (including what has not worked). The coming months are important in this respect.

### **7.2.7. Gender mainstreaming and gender equality**

a) Gender disaggregated data must be collected, analysed and presented in technical reports submitted to ILO and the donor.

b) Gender equality concerns should be promoted in all Provinces, including Aceh, where staff should adopt a much stronger profile in promoting ILO's messages on gender equality. If this is not feasible in Aceh the Project should reconsider its support to this Province.

#### **7.2.8. Monitoring**

a) The Tracer Studies to be undertaken are expected to constitute "means of verification" according to the LF (for outcomes under DO2, IO4, IO5 and IO6). These should be prepared already within the first quarter of 2010. ILO IPEC has, over the last five years, developed materials to guide Tracing and Tracking studies, for direct beneficiary monitoring – these experiences may be used to assist the Project in developing tracer studies also involving school graduates and out- of-school youth. Case Studies would supplement these studies and should also be carried out with start during the first half of 2010.

b) The ILO should in the future include a centrally based TA (M&E) expert position in large Projects which will allow other expert staff to focus more on quality of implementation.

#### **7.2.9. Comprehensive exit strategy in place in October 2011**

The present donor has declared that no more funds will be provided to the Project after 2011. ILO should enable a comprehensive exit strategy to be in place once the Project ends. Whether this would require a transition phase must be up to the Project management and ILO Jakarta. The following is recommended:

- Expertise for such a strategy should be sought from outside the Project, and be worked on in close cooperation with the Project, MoNE and MoMT.
- If required, resources for this activity could be solicited/availed from the ILO budget and the Indonesian Government.
- The main committee of relevance for the work per se is the national technical committee - which has met more frequently than the project's NSC. As the Project now only has about one more year to run, it seems practical to keep status quo. In case another extension period is granted, it would make sense to have one joint NSC for TBP and EAST, and any child labour/youth related projects in the country. This should be explored. Whether this would be acceptable from the GoI point of view is not quite clear, as EAST is an ILO executed project - while this is not the case with TBP.

### **Special focus on TVET centres, Component 5**

#### **7.2.10. Quality, labour market-driven training packages**

The ILO EAST project should, as a matter of priority, continue to identify and support the development/adaptation of training packages relevant to labour market needs. In doing so it should consider the needs of existing industries as well as those of emerging industries.

#### **7.2.11. Portability of qualifications**

The ILO EAST project should assist the BLKs to utilise, where possible, courses that fall within the national qualifications framework (NQF) and which are assessed in accordance with the national competency standards.

#### **7.2.12. Model centre/s of excellence**

The ILO EAST project should enter into discussions with MoMT in order to: 1) arrive at a shared work plan for rehabilitating the BLKs; 2) nominate two BLKs (Sorong and Banda Aceh) to become centres of excellence and to act as models of best practice for the other BLKs. That additional resources be allocated to ensure the BLKs have access to whatever level of TA they need to reach that goal.

### **7.2.13. Technical assistance**

Additional resources should be allocated to provide the necessary ongoing technical assistance (TA) in the areas identified above. That TA be brought in on an “as needs basis” to supplement the skills and knowledge of the resident TVET specialists.

### **7.2.14. CBT across all programs and courses**

Because of the clear link between competency based assessment and the National Qualification framework, it is imperative that the BLKs adopt a CBT approach to all programs and courses as a matter of urgency. Given the complexity of CBT it is likely that full implementation will go beyond the life of the EAST project. However, every effort should be made to progress the CBT approach with all its elements (e.g. core work skills, student-centred learning, recognition for prior learning and continuous improvement). The move to fully implement CBT into all courses offered in the BLKs will bring Indonesia into line with the other countries in the region and provide the all-important access to a vast reservoir of training packages and associated learning guides. This, in turn, will help to ensure that training is of a high quality and that certification is in accordance with national standards and that certificates are portable.

As a matter of priority, the EAST project should continue to pursue the implementation of CBT across all courses. It should provide follow up training in the various elements of CBT to instructors, and take steps to ensure that such training is applied immediately to the learning environment. Further, a number of key staff should undertake Training and Assessment at certificate 4 level (TAA4). These staff would then be able to provide the leadership and be the driving force behind the implementation of CBT.

### **7.2.15. Core work skills in all training courses**

As a subset of introducing CBT into technical training centres, the Project should take steps to ensure that the BLKs produce well rounded graduates. That is, graduates who are not only competent in a technical sense, but who also possess the full range of core work skills that will help them to function better in the work place as well as in society at large. The Project should provide BLKs with the technical assistance required to integrate core work skills into all their training programs.

### **7.2.16. Build on and expand the EAST Project**

As a matter of priority, the ILO EAST Project set up meetings with the key stakeholders in order to: 1) come to an agreement on what should happen to the EAST project as a whole, and in particular what should happen in regard to the ongoing reform of the BLKs, after October 2011; 2) to consider the budget implications and sources of funding associated with the decision; 3) develop a set of strategies designed to ensure a seamless transition from the current phase to the post Oct 2011 development phase.

### **7.2.17. Strengthen relationships between BLKs and relevant business and industry sectors**

The ILO EAST project should support and encourage the BLKs to actively strengthen their relationship with their relevant business and industry sectors in an effort to maximise the potential benefits that can come from such partnerships. The aim should be the establishment of training advisory boards (TABs) in all major programs at both Provincial and National level. The TABs can also be the forums for input by government and union representatives.

### **7.2.18. Increase participation of women in TVET Courses**

The ILO EAST project should provide the leadership and support to help the BLKs increase participation of women in their programs. This should include setting targets, reviewing the nature of the programs offered and creating a physical and psychological environment more conducive to women. It should also include a marketing campaign aimed at encouraging women to try out non-traditional courses.

#### **7.2.19. Increase cooperation between components 4, 5 and 6**

The ILO EAST project should encourage the TVET Specialists and the program coordinators for components 4 and 6, to actively cooperate in regard to sharing the physical and human resources. Moreover, that the BLKs foster enterprise skills and introduce training in entrepreneurship across all their programs.

#### **7.2.20. Cross-reference the targets in the Logframe with the Technical Progress Reports**

The ILO EAST project team should: 1) fine tune the performance indicators, for component 5 of the Logframe, in order to ensure that they set targets both in a quantitative as well as qualitative sense 2) make clearer reference to the progress made in regard to the performance indicators set out in the Logframe when writing up the next TPR.

#### **7.2.21. Campaign to market TVET Institutions, their products and services**

The ILO EAST project should, in some form, support the undertaking of a well designed marketing campaign to be developed and rolled out simultaneously with the reform and restructuring of the BLKs. The goal of such a campaign should be twofold. 1) It should rehabilitate the standing of the BLKs in the eyes of business, commerce, industry and the community. 2) It should put BLKs into a position where they are able to sell their services and products in the market place. This includes charging course fees on a means tested basis.

#### **7.2.22. Increase the level of utilisation of BLKs**

The Project should encourage the Government to review the funding of BLKs at the national and provincial level as a matter of urgency to ensure that the BLKs are staffed by competent instructors who are sufficiently well paid not to have to undertake other employment. This should be considered in conjunction with the notion of allowing BLKs to charge fees for their services and courses.

## 8. Lessons learned

The EAST Project has brought up lessons learnt in workshops and internal project meetings and is attempting to find solutions if there are problems and challenges - which is commendable. These are some lessons identified by the MTE:

### *Project Design*

ILO and the donor agencies, when planning for new Projects, should strive to have few immediate objectives and strive to design LFs that are user-friendly management tools. Overworked designs have consequences and therefore more realism should be applied as the LF follows the Project to the end and achievements against the framework has to be accounted for in evaluations.

### *Project expertise*

Because of the very significant monitoring responsibilities of a multi faceted Project such as EAST, the Project would have benefited from a technical assistance position of a Monitoring and Evaluation (M&E) Specialist with responsibilities to set up and maintain an M&E system from the start. It would also have benefitted from a position of Documentation Specialist<sup>47</sup>, with the responsibility not only to document lessons learned and good or “proven” practices, but also to assist Provincial project staff in documenting effective models of cooperation and the use of various operational guidelines, and feed such information to Jakarta in a systematic way. Such expertise could have eased some of the monitoring and documentation burden from the Project experts and CTA in Jakarta, which in turn could have contributed to the efficiency of obtaining overall results.

### *Sub-contracting to Implementing Agencies*

Implementation of the six component-related activities in the Provinces have been sub-contracted to local organisations, many of which are NGOs. One of the reasons for delayed start of the Project is that time and effort of the Project Management and staff had to be spent on identifying and sub-contracting suitable organisations and strengthening their capacity, before implementation could take off. This could have been foreseen at the *design stage* of the Project - as it is not realistic to expect that local NGOs would easily, or quickly, meet the rather heavy administrative/financial requirements and the specific technical requirements.

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<sup>47</sup> Other ILO executed programmes have used such expertise with good results.

## **Annex I. Building a quality TVET System beyond the EAST project**

**The interviews related to Component 5 resulted in a lot of useful information, which although outside of cope of the evaluation justifies annexing this information, as follows:**

The following seven sets of Findings, Conclusions and Recommendations are directed to MoMT and calls on the MoMT to:

1. Establish a Management Training Institute
2. Address dichotomy between national and provincial administration of BLKs
3. Establish a competitive but regulated training market
4. Establish a National Training Authority (NTA)
5. Move to online delivery of courses
6. Create more flexibility in areas of human resources management
7. Outsource non-core activities

### **1. Establish a Management Training Institute**

#### **Findings and Conclusions**

It is the view of the evaluation team that a training needs analysis (TNA) of managers of BLKs, SMKs and ministerial staff, would show a serious deficiency in many of the skills required by contemporary managers both at the institutional level and the governing body level. This is most likely also the case for some managers within the MoMT and the MoNE.

Given the number of managers across the country, the magnitude of demand would warrant setting up a prestigious management training institute with the capacity to provide training in the following areas: strategic planning, strategic management, human resource management, financial management, marketing management, information systems management, self-management, performance budgeting and performance management. It is envisaged that such an institute would adapt training materials already available at from one of the Indonesian Schools of Management and/or supplement these with materials from the Malaysian or Australian Institutes of Management. Adapting such existing management materials would be relatively inexpensive. In addition it would give graduates nationally or, in the case of Malaysian or Australian materials, internationally recognised management credentials.

The evaluation team understands that there exists a management training facility of a kind, but that it is reputedly neglected and simply lacks the capacity to undertake this important task in its current shape.

#### **Recommendation**

That the MoMT undertake a training needs analysis (TNA) in regard to the nature and quantum of management training required across Indonesia's TVET system. Having done so, come up with a range of options for meeting this need. Options should include, but not be limited to, resurrecting the existing management training institution, establishing a new institution and entering into an arrangement with a prestigious university within the country or the region to provide such training under contract.

### **2. Address the dichotomy between national and provincial administration of BLKs**

#### **Findings and Conclusion**

The move to regional autonomy is believed by many of the stakeholders, interviewed by the evaluation team, to have had a significant, deleterious effect on the level and quality of vocational training in those provinces that took on the management of BLKI's. Moreover, the apparent lack of capacity, and in many cases lack of commitment, by provincial and district governments in relation to the vocational training continues to be a barrier to implementing the National Development Agenda.

This is an issue that needs to be addressed. The MoMT appears to have adopted two strategies in response to this problem.

- The first is to provide additional resources to regional BLKI's under its jurisdiction in order to enable them to provide support to surrounding provincial and district managed BLK's. This is better than nothing, but is still an ad hoc approach.
- The second strategy is to provide such a high level of support to those BLK's under its control that it becomes a strong incentive for provincial and district managed BLK's to return to the MoMT's umbrella. This appears to have worked in the case of the Sorong and Aceh BLKs.

The evaluation team believes that the training of the country's young men and women is critically important in terms of Indonesia's economy and the social cohesion. For that reason the National Government should take whatever action necessary to wrest back control of vocational training. This is particularly relevant where there is evidence that the capacity for administering the BLKs, at provincial or district level, is not up to an acceptable standard.

### **Recommendation**

That the MoMT make a case to have the management of Indonesia's TVET system returned to the control of the Ministry.

## **3. Establish a competitive but regulated training market**

### **Findings and Conclusions**

Indonesia already has a vibrant private training market. This has sprung up over the years because the private sector saw a demand for training, which the public sector was not satisfying. The take-up of training by the private sector was particularly evident in emerging areas such as information and communication technology, languages, the service industries and the business and commercial industries. There are also a number of large companies such as Freeport Mining, who were dissatisfied with the ability of the public TVET centres to meet their specific training needs and thus set up their own training facilities. In addition there is an unknown amount of informal and non formal training being offered by NGOs and not for profit organisations in order to satisfy local demand for skills.

Although the proliferation of training providers can be a good thing in that it satisfies a need, provides competition and offers consumers a range of choices, there is also a downside. Without some regulating authority there is no control over the quality of the training offered or over the standards of certification provided to graduates. Some of the training currently provided by the private sector is of course of the very highest standard (for example Freeport Mining has very high quality facilities, offers courses accredited by the AQF and delivers these via registered trainers using competency based training methodologies). However, the same cannot be said for many of the private trainers motivated solely by profit. In short, in the current situation, the Government of Indonesia has no way of knowing or controlling what type or how much training is being provided by whom or to what standard.

The GoI would do well to break the monopoly of the BLKs by encourage the growth of a competitive training market and by putting an increasing amount of training programs to tender. To be eligible to tender for such contracts, the interested organisations would have to meet certain standards and be accredited as registered training providers (RTPs).

### **Recommendation**

That the MoMT commission a study into the nature and quantum of training currently undertaken by the private sector. That study should also look at the advantages and disadvantages of encouraging the growth of a competitive training market and consider the associated need to register the training organisations that wish to participate in such a market. The study should take into account the

experiences (both positive and negative) of other countries in the region that have embraced a competitive training market.

#### **4. Establish an Indonesian National Training Authority (INTA)**

##### **Findings and Conclusions**

One way of managing the quantum and quality of TVET is to establish an Indonesian National Training Authority (INTA). Such a body would:

8. Identify the nature and amount of training required across the various commerce and industry sectors throughout the Provinces. It would do this through its Labour Market Information and Analysis Unit.
9. Contract the training out to registered training providers (RTP). The RTP can come from the public sector (e.g. SMKs and BLKs) or the Private sector (e.g. Freeport Mining) or from one of the non-formal, not for profit organisations.
10. Maintain standards by managing the registration of the training providers. That is, it will have the power to register or de-register RTP depending on whether they can meet certain criteria. Such criteria would require them to use nationally accredited courses, appoint appropriately qualified instructors, employ sound management systems, and operate in facilities that meet prescribed standards.
11. Oversee the assessment processes to ensure standards of accreditation are maintained across the nation in accordance with the NQF. Only nationally accredited training providers will be able to give awards that carry the imprimatur of the INTA.

There is nothing like competition to focus the minds of providers on delivering a quality service. If existing training providers, such as the 200 or so BLKs currently operating under the authority of provincial and district governance, are unable to reform and restructure themselves, then in a competitive training market they would not be granted training contracts by the INTA. This would mean that they would eventually be forced to close down.

##### **Recommendation**

That the MoMT develop a case, based on the experience in other countries, for the establishment of an independent national training authority. That the authority be vested with statutory powers that will enable it to regulate the type, amount and quality of vocational training to be offered across the country.

#### **5. Move to online delivery of courses**

##### **Findings and Conclusions**

Given the vast distances and the many small and isolated communities in Indonesia, which cannot be readily serviced in a cost-effective manner, there is merit in utilising the internet for the provision of some of the courses. Already the entrepreneurship courses offered by the EAST Project (component 6) are being offered online. Admittedly, many of the practical courses will still require either attendance at workshops or be offered via the mobile workshops. However, much of the theory would lend itself to online delivery.

The software training platforms are becoming more and more user friendly while at the same time becoming more affordable. Furthermore, there is a growing uptake of the hardware by the general population. In short the environment has never been more conducive for the use of this technology.

##### **Recommendation**

That the MoMT commission a study into the cost effectiveness of using online technology to deliver vocational training to supplement, and in some cases supersede, the current face to face training.

## **6. Create more flexibility in area of human resource management**

### **Findings and Conclusions**

In a modern industrial economy the needs of the labour market are constantly changing as old industries go into decline and new industries emerge. In order to be able to respond to these changes in a timely fashion, training institutions like the BLKs will need to have a more flexible staffing structure than is currently the case. Two ways to achieve greater flexibility is to: 1) Adopt a policy of appointing a certain percentage of your managers and instructors on a contract basis (perhaps 5 year terms) 2) Increase the use of sessional staff.

A bonus for adopting such a model is that it enables staff to move more freely in and out of industry, thus helping to ensure that their technical skills remain relevant to current workplace practices.

Such changes to the staffing structures will need to be negotiated with the relevant unions who, if properly consulted, will appreciate the long term benefits to their members, particularly if a move to contract appointments, as opposed to permanent appointments, carries with it financial incentives.

### **Recommendation**

That the MOMT address the need for flexibility in staffing its BLKs so as to be able to be responsive to changing labour market demands. That in doing so it look at some of the models currently in use both in private enterprise and also the public sector within the Region.

## **7: Outsource non-core activities**

### **Findings and Conclusions**

Under the recommendation relating to the establishment of a competitive training market, the notion of contracting-out training to registered training providers (RTPs) was discussed. There are clear advantages to operating in a competitive as opposed to monopolistic market.

The same argument applies to non-core activities such as cleaning, general maintenance and security etc. In fact the case for outsourcing (or contracting-out) non-core activities is even more compelling. Applying outsourcing to non-core activities will allow the BLKs to focus all their energies on their core activity, namely the delivery of quality training programs.

The issue of outsourcing of non core activities is well outside the scope of the midterm evaluation of the EAST Project. Nevertheless, it is a discussion that needs to be had. Although even more complex, and certainly more controversial, the notion of privatising BLKs is also worthy of consideration. In the latter case the role of government would change from being a provider of training to being the funder and regulator of training.

It must also be said that in countries where outsourcing of non-core activities has been tried it has not always been successful. Such failures have invariably been a result of the absence of the necessary prerequisites. For example, the absence of a mature market (i.e. not sufficient choice of competent operators) or a situation where the parties involved did not have the skills to write up tender documents, enter into realistic contracts or have the necessary monitoring and evaluation skills. However, where those prerequisites were in place, the move to outsourcing have, more often than not, resulted in significant gains in effectiveness and efficiency.

### **Recommendation**

That, in establishing two BLKs as centres of excellence, the MoMT takes the opportunity to outsource some of the non-core activities (e.g. cleaning and maintenance) on a trial basis to see whether such strategies provide the promised cost benefits.



## Annex II. Persons met

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## Annex III. Evaluation instrument

### 1. Objective, purpose and scope<sup>48</sup>

The **objective** of the MTE is to analyse progress made towards achieving established outcomes, to identify lessons learnt and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. The evaluation provides an opportunity for reflection and self-learning regarding how the project could improve the effectiveness of its operations in the future.

The **purpose** is to provide an independent assessment of project progress to date, constraints and opportunities and, where needed, recommendations to revise objectives, targets, strategies, institutional arrangements, work plans, partnership arrangements and resources.

The evaluation will:

- Assess progress and overall achievements of the project as a whole as well as for the individual components and their linked activities.
- Review inputs to the project - by the ILO and involved “non ILO stakeholders” - from within as well as outside the ILO EAST team, as well as the processes through which these inputs were provided, and decisions made.
- Address and review all outcomes of the Project, with particular attention to synergies across components and include activities from the start of date (including the work undertaken by the Implementing Agencies, sub-contracted by under the project)

### Methods to be applied Evaluation Team

Data and information gathering in the process of the evaluation work will be as participatory as possible. Apart from a comprehensive documentation review, in-depth consultations and interviews will be held with staff based in ILO headquarters and ILO office in Jakarta and ILO national project staff in the provinces to be visited.

Outside of Jakarta, the **team of four consultants** (two international and two national) will make visits to Aceh, Makassar, Kupang, Jayapura, and Sorong (the whole team will visit Aceh together, and the work will be divided into two teams for the other areas). In the “field” the evaluation team will interact with all key stakeholder categories, including provincial/district authorities, teachers/trainers (“recipients”), trainees and students (“beneficiaries”) and the implementing agencies. If feasible, the evaluation teams will organize a few Focus Group Discussions (FGDs).

Preliminary findings will be presented (PPT presentations) and discussed in a Workshop during the last day, to which members of the National Technical Committee for the Project are invited to attend, among others.

### Evaluation Questions

Questions will be posed to the ILO Project team; staff in the ILO Jakarta office (including staff of TBP, JOY, YE projects) and ILO staff based in Provinces; Government representatives; Employer Associations; Workers organizations/Trade Unions (see below). Questions will also be posed to the implementing agencies, the “recipients” and “beneficiaries” (the project’s categories are used here, for easy reference). International organizations that have cooperated with the Project, *or* that plan to cooperate with the Project during the remaining project period will also be consulted.

### Questions for ILO Project staff<sup>49</sup>

- When did you join the project? What is your role and key area of responsibility (planning, implementation, reviewing/monitoring, follow up, administration, finance).

<sup>48</sup> Details are found in the Terms of Reference for the assignment.

<sup>49</sup> These questions were sent by e-mail to project staff in Jakarta. The questionnaire to the Provincial project staff did not include the grading of the performance of different provincial teams. is almost identical.

- Do you have any particular views regarding the design of the Project? Are you aware of any changes to the original design? If yes which are they? Did you take part in discussions regarding changes in the design?
- Are you aware of the conclusions and recommendations of the Internal Review carried out in 2009? Did you participate in any discussion regarding the response to this Review? Do you know the response of the Project to this review?
- Are you aware of the findings and recommendations brought out in the latest project audit report (*may not have been circulated to staff yet*) and the gender audit report/s?
- How do you see the progress in implementation of the Project during 2009 to date - compared to 2007-2008?
- If you think the project's progress is satisfactory – which main factors have contributed to this?
- What are the key results so far?
- If the progress is *not* satisfactory to date – what has been lacking? What were the main obstacles for the Project to achieve its goals?
- How do you view the cooperation with the ILO constituents (Ministries/Departments or other government agencies, Employers and Trade Unions)? The Implementing Partners? Recipients and Beneficiaries? Consultants? Other organizations?
- Are there any obstacles in cooperation with others - if so which are they? How should they be overcome?
- In your work, what key activities are planned for 2010 (First half? Second half?)
- How do you rate the team spirit of the Project (in a scale from 1-10, 10 being the highest score)?
- What is most rewarding in your work? What is *least* rewarding in your work (challenges/problems)?
- How do you grade the technical and/or administrative “backstopping” support to the Project from ILO Jakarta Office, ROAP, ILO Geneva Hqs? (Excellent, Sufficient, Not sufficient).

Please **grade the level of achievement** in the provinces where the EAST project is operating (indicate with an X):

	Excellent	Good	Satisfactory	Not satisfactory	Remarks
Papua					
West Papua					
Nusa Tenggara Timur					
Maluku					
South Sulawesi					
NAD					

**Questions for selected “non-EAST” ILO staff: Programme Officers, staff of other relevant ILO projects (e.g JOY, Migrant Project) and activities in support of national efforts (e.g. TBP):**

- What is your role in the ILO Jakarta office?
- In your work, do you cooperate with the EAST Project? If so, to what extent? (Very often, often, not very often).
- In which area are you working with the EAST project? (Details).
- If you have very few contacts and little cooperation with EAST project - what is the reason? Do you think this should be changed and if so, how?

- How do you see the progress of the Project to date? Can you name any successful activities, achievements and/or impact?
- Are you aware of any particular obstacles or challenges faced by the Project – if so which are these?
- If there is a lack of progress or achievements in EAST - describe what it is and how it could be overcome.

#### **Questions to the Development Partner (Netherlands Embassy):**

- How does the project fit strategically with your development programme in Indonesia?
- How do you view the design of the project (logical set up, complexity, set goals and resources)?
- How do you see the progress of the Project? The evolution from the start to date?
- What factors are contributing to progress of implementation?
- What seem to be obstacles and/or challenges where progress has not been evident?
- How frequent is your contact with the ILO regarding EAST? Contacts with the Project management?
- Timeliness of report submission? Do you give feed-back to the reports (written, verbal).
- How responsive is the ILO to any suggestions you make for changes to the way the EAST project is being managed? Can you point to any examples?
- What was your involvement in shaping the nature of the internal review? What is your view about the findings of that review? How well do you believe the ILO is responding to those findings?
- How do you regard issues related to project partners, in particular the GoI?
- Are there any issues of ownership, if so what are they? How do you see sustainability of the projects' benefits in Indonesia? Would your Government be interested in supporting or "replicating" the EAST models or interventions in Indonesia or in other countries?
- Would your Government be interested in continuing to fund the Project after its completion in October 2011 (new phase)? If "yes", what is the reason, if "no" – what is the reasons?
- If the East Project turns out to be successful there is a likelihood other Provinces will be interested to implement something similar. How do you think that demand could be met or should be met? What role do you think your Govt. might play in that?
- With the benefit of hindsight is there anything that you, as a development partner, would have liked to be different in the design of such a project again?

#### **Examples of questions to Government representatives**

- If you were able to influence the EAST Steering Committee what changes would you suggest that they make to the project between now and Oct 2011?
- Do you agree with the findings of the Internal Report in regard to the issues *relating to your area of responsibility*? What action have you taken to address the issues?
- Has your agency been involved in the planning of the East Project? If so, how? If not, how come?
- How does the Project strategically fit in with existing national strategies and policies, e.g. in the education and/or employment sector, and issues of cross-cutting nature (relevance). Is there any component of the Project that is not relevant today?

- Is your (government agency) represented in the National Technical Committee set up for the Project, if so are you satisfied with the level of communication and information received?
- What is the progress of the project? Are you aware of any concrete achievements, results or impact?
- Are you aware of any reforms or new policies/strategies developed by your Government *to which the Project has contributed* (formulation, contents)? If yes, which are these (localized MDGs, Poverty Reduction Strategy, Medium Term Development Plan, Education policies...)?
- How do you see the project's work (benefits, outputs, approaches, processes, systems developed) being sustained and/or integrated/mainstreamed into existing Government/public institutions after the completion of the project?
- Is there any strategy, approach, component, selection of partner or geographical area that should have been done differently regarding project design, implementation or follow-up? If so what would this be? Has this been communicated to the ILO (ILO Office or CTA)?
- Has your agency been involved in the formulation of the MTE's ToR?
- Is there anything in particular that the MTE should put special emphasis to in its work?

#### **Examples of questions to Employer representatives**

- Has your Federation/Association been involved in the planning of the Project? If so, how? If not, how come?
- Is your Federation/Association represented in the National Technical Committee set up for the Project, if so are you satisfied with the level of communication and information received?
- Please describe your current involvement in the Project.
- If your Association is only partially or not much involved – do you think that this should change?
- What is the progress of the Project? Are you aware of any concrete achievements, results, impact?
- How relevant is the Project's strategies and efforts in preventing child labour and linking this work with providing youth (in and out of school) with improved skills for employment – How is this work relevant to Employers and specifically your organization and its members?
- Is there any element of the project's work such as benefits, outputs, tools, approaches, processes, systems developed - that will be integrated or adopted into existing institutions or organizations (public or private) after the completion of the project?
- Is there strategy, approach, component, selection of partner or geographical area that should have been done differently regarding project design, implementation or follow-up? If so what would this be? Has your organization communicated this to the ILO (ILO Office or CTA)?
- Has your agency been involved in the formulation of the MTE's ToR?
- Is there anything in particular that the MTE should put special emphasis to in its work?

#### **Examples of questions to Workers' organization/Trade Union representatives**

- Has your Workers' Organization/Trade Union been involved in the planning of the Project? If so, how? If not, how come?
- Is your Workers' Organization/Trade Union represented in the National Technical Committee set up for the Project, if so are you satisfied with the level of communication and information received?

- Please describe your involvement in the Project.
- If your Workers' Organization/Trade Union is only partially or not much involved – do you think that this should change?
- What is the progress of the Project? Are you aware of any concrete achievements, results, impact?
- How relevant is the Project's strategies and efforts in preventing child labour and linking this work with providing youth (in and out of school) with improved skills for employment – How is this work relevant to Trade Union/Workers' Organization, and specifically to your organization and its members?
- Is there any element of the project's work such as benefits, outputs, tools, approaches, processes, systems developed - that will be integrated or adopted into existing institutions or organizations (public or private) after the completion of the project?
- Is there strategy, approach, component, selection of partner or geographical area that should have been done differently regarding project design, implementation or follow-up? If so what would this be? Has your organization communicated this to the ILO (ILO Office or CTA)?
- Has your agency been involved in the formulation of the MTE's ToR?
- Is there anything in particular that the MTE should put special emphasis to in its work?

#### **Questionnaire to Implementing Agencies**

- What is the nature of your cooperation with the ILO EAST Project? (When did it start and when will it end? Size of the contract? Geographical area?)
- How was your agency selected for the work? Does your organization have previous experience from this field of work? If so, what is it?
- What are the achievements and results of your work to date?
- How are you communicating, and how often, with the Project management (PPC and/or Project management in Jakarta)? Is this communication satisfactory? If "no", why not?
- Has the management or members of your organization been involved or benefited in any way from capacity-building organized by the EAST Project? If "yes" – how? In which way has this benefited you, or your organisation (specifics)?
- Have you faced any challenges in your cooperation with the Project (technical/administrative)? If "yes" – which are these? Have they been overcome?
- Have you faced any challenges in implementing the contracted work? If "yes" – which are these? Have these been overcome and how?
- After the work has been completed, what areas of work will your organization focus on?
- How much time does your organization spend on the ILO EAST work?

#### **Questions to International Organisations**

- What is the level and nature of cooperation between your organization and the EAST Project at national level? What is the cooperation between your organization and the Project in the operational areas (project provinces)? Please describe (specifics).
- How relevant is the Project's strategies and efforts in preventing child labour and *linking this work* with providing youth (in and out of school) with improved skills for employment – How is this work relevant to the policies/strategies of your organization?
- Is the level of cooperation with the Project and ILO sufficient or should it be increased? If it should be increased (specifics).

- Which role do you think that the Project and ILO has played in the sectors of education, skills promotion and/or employment creation (including self-employment in the informal economy)?
- Which role does the ILO play, in general, within the international community in Indonesia?
- Are you aware of any progress, concrete achievements, results, impact stemming from the Project?

## Annex IV. Questionnaire to Directors of BLKIs

1. About your department:
  - Number of equivalent full time staff (male.....female.....)
  - Number of equivalent full time students (%male..... %female.....)
  - Names, level and length of programs offered?
2. What is the nature of your cooperation with the ILO EAST Project? (When did it start and when will it end?)
3. Please inform the evaluation team of any changes that have occurred as a result of the EAST project in any of the following areas:
  1. The organizational structure
  2. The number and quality of staff
  3. The nature and quality of the courses
  4. The quality of management
  5. The nature and quality of the relationship with industry
  6. The number and quality of graduates
  7. The move to competency based training
  8. The increase in women participation
  9. Other
4. In regards of the above areas, have you encountered any barriers/challenges in bringing about changes? If so, what are these and what are you doing to address them?
5. Have you entered in to any performance targets with the ILO EAST project as set up in the logical framework or agreement of cooperation with the ILO? (yes/no)
6. If yes, have you met these targets or are you on track to meeting these targets? If you are not meeting the targets, what are the reasons and what are you doing about it?
7. In your view what are the most important recommendations the Mid Term Review could make which, if implemented, would significantly raise the effectiveness and efficiency of TVET within your area of influence (list up to three).

Please feel free to add any matters that you would like the project team to take on board in producing the midterm evaluation report.

## **Annex V: Status of post training activities: Teachers/Instructors**

- Monitoring / coaching of teachers/tutors on subject of training by IA, ILO EAST, district, provincial and national offices of MoNE;
- Refresher trainings for 48 Provincial Master Trainers, MoNE officials and Trade Unions on SCREAM and 3Rs Modules;
- Refresher training on life skills for SMP for 9 provincial master trainers and 8 implementing agents is conducted;
- Teachers exchange groups revitalized in several provinces
- 170 proposals (70%) for pre-vocational activities in SMP were submitted and approved;
- Advocacy to districts education authority to support life skills / job education counseling;
- Labour Market Surveys being finalized in 6 provinces to provide info. to school counselors
- 59 Community Employment Assessment Proposals developed and approved

## Annex VI. Contributions to policies

Policy	Level of policy implementation	Project's contributions
National Strategy for Education	National	Integration of child labour elimination themes (together with IPEC)
MDG baseline surveys		
RENSTRA		
UNDAF Assessment		
Medium Term Development Plan (RPJM) (2010-2014)	National	Ensured incorporation of issues related to youth employment/decent work for youth
Written Instructions from the Governor's Office to government stakeholders (source: The Governor, NTT)	Provincial (NTT)	Cooperation with the Governor of NTT lead to instructions from his office to work closely with the ILO-EAST in the area of youth entrepreneurship (particularly, for those below university-level).
2008 Report on Education for All in South Sulawesi Province (EFA reports)	Provincial (Sulsel)	Ensured incorporation of some of ILO EAST core themes i.e. child labour and transition to education & opportunities through improved education. (Inputs also made at national level.)
Regulation of Aceh Province Head (No. 45 Year 2009) on Establishment of Provincial Action Committee (PAC) on Elimination of the Worst Forms of Child Labor	Provincial (Aceh)	Provided technical assistance
Decree Letter (May 2009) on Establishment of Training Advisory Board of BLK	Provincial (Aceh)	Provided technical assistance
"Gentlemen Agreement" between ILO-EAST and PNPM (National Program on Community Empowerment) <sup>50</sup>	Regional (Sulsel)	Technical assistance on entrepreneurship & vocational training & J&E Counseling
Head of District Decision (No. 050/28/II/2009) on Establishment of Local Action Committee on Elimination of the Worst Forms of Child Labor	Bantaeng District (Sulsel)	Technical assistance regarding endorsement of the regulation
Circular Letter (No. 424/2166/2009) from Langsa Office of Education on Implementation of Education and Career Counseling in SMP/SMA/SMK	Langsa (Aceh)	Technical assistance regarding training of Counseling Teachers
Circular Letter (No. 421/1920/2009) from Pidie Office of Education on Implementation of	Pidie District (Aceh)	Technical assistance regarding training of Counseling Teachers

<sup>50</sup> Region V South Sulawesi on Promotion of Youth Employment through improving access to market driven vocational and entrepreneurship skills training to Out of School Youth

<b>Policy</b>	<b>Level of policy implementation</b>	<b>Project's contributions</b>
Education and Career Counseling in SMP/SMA/SMK		
Letter (No. 420/A3/5725/2009) from Banda Aceh Office of Education on Implementation of Life Skills-Oriented Education in the targeted schools	9 SMPs in the City of Banda Aceh (Aceh)	Technical assistance regarding trainings of Counseling Teachers
Regulation of Pidie District Head (No. 8 Year 2009) on Establishment of District Action Committee on Elimination of the Worst Forms of Child Labor	Pidie District (Aceh)	Technical assistance regarding trainings of Counseling Teachers
Regulation of Bireun District Head (No. 505 Year 2009) on Establishment of District Action Committee on Elimination of the Worst Forms of Child Labor	Bireun District (Aceh)	Technical assistance regarding endorsement of the regulation

## Annex VII. Documentation

- Advisory Report on Gender Mainstreaming Strategy (GMS) Updates* (Leya Cattleya, Chitrawati Buchori, under the leadership of Annemarie Reerink and Parissara Liewkeat), 2009
- Assessment of the BLKI at Banda Aceh, Nanggroe Aceh Darussalam*. Gorm Skjaerlund; ILO September 2006
- Assessment of TVET Capacity in Public Sector in East Indonesia*, Gorm Skjaerlund; ILO, May 2006
- Attitudes to Child Labour and Education In Indonesia*, Survey 2006, ILO
- DAC Evaluation Quality Standards*, DAC Evaluation Network, 2006
- Evaluation Report, Child Labour and Youth Employment Linkages Project*, ILO IPEC, Geneva
- Fact sheet*, EAST Project, South Sulawesi
- Gender Audit Methodology: Its implementation in DFID Malawi*, October 2004, Caroline Moser
- Gender Mainstreaming Strategy in Indonesia: Implementation and Lessons Assessment on Gender Mainstreaming in Indonesia*, Leya Cattleya, UNDP and the State Ministry for Women's Empowerment, 2006
- ILO EAST Participatory Audit Facilitators' Training: Report of the Training Workshop*; Bogor; 25 to 28 May 2009
- ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects*, September, 2007
- ILO Guidelines on Planning and Managing Project Evaluation*, April, 2006
- Independent evaluation of Indonesia's DWCP*, July 2009
- Independent Evaluation of the ILO's Strategy to Increase Member States' Capacities to Develop Policies and Programmes focused on Youth Employment*, ILO October, 2009 (and the GB document, on the same subject by Programme, Financial and Administrative Committee (PFA) FOR DECISION, GB.306/PFA/13/3 306th Session Governing Body Geneva, November 2009
- Indonesia Youth Employment Action Plan 2004 to 2007; A Review of its Implementation and Recommendations for the Future*; Sri Moertiningsih Adioetomo et al, July 2008
- Internal assessment of the EAST project*, February 2009
- Job and Education Counselling; Manual for Education Counsellors*; Department of National Education, ILO 2010
- Labour and Social Trends in Indonesia 2009*; ILO Office for Indonesia;
- Management Review, MISSION REPORT VALERIE DOCHER* – November/December 2008 – Jakarta DRAFT
- Norms for Evaluation in the UN System*, UNEG, April 2005
- Operation Manual 3RD VERSION*, EAST Project, ILO, DRAFT, DECEMBER 2009
- Progress Report, covering January to June 2009*
- Progress Report, covering July to December 2008*
- Progress Report; July December 2009*; Education and Skills Training for Youth Employment (EAST) Jakarta Office of the ILO December 2009.
- RENSTRA*, MoNE, Papua
- Report on Education for All (draft): Sulawesi Selatan Province 2008*, GoI, ILO and UNICEF
- Report on Participatory Gender Audit Report Writing Workshop*, December 8-10, 2009, Jakarta, Indonesia. (A joint initiative of GENDER, the EAST Project and the RBSA Project on Gender Equality Promotion in Asia)
- Report on Program Appraisal Mission*; Elizabeth Bahr, Indonesian-German Program; Promotion of TVET and Related Labour Market Information; April 2009

*Report on the Internal Audit of the East Project*, Office of the Internal Audit and Oversight (OIA), January 2010.

*Skills for Employability and Productivity in Indonesia*, 2010, Emanuela Di Gropello, Senior Human Development Economist, World Bank (a PPT presentation of a draft study report and brochure).

*Twelve lessons from DAC Peer Reviews. Evaluating Development Co-operation Summary of key norms and standards.* OECD DAC Network on Development Evaluation, 2008.

*UN Evaluation Guidelines*

*Unlocking the Potential of Youth; Indonesia Youth Employment Action Plan*, Youth Employment Network; United Nations, World Bank, ILO

*Women, Gender And Work In Nanggroe Aceh Darussalam Province*, July 2006, Working Paper, by Inge Vianen, Gender Specialist for the ILO Tsunami Response Programme In Banda Aceh.

*Youth Employment, Independent evaluation of the ILO's strategy to increase member States' capacities to develop policies and programs focussed on youth employment.* ILO; October 2009.