



Evaluation Summaries

Education and Skills Training for Youth Employment

Quick Facts

Countries: *Indonesia*

Mid-Term Evaluation: *February – May 2010*

Mode of Evaluation: *Independent Mid-term Evaluation*

Technical Area: *EMP/SEED*

Evaluation Management: *Ms Erlien Wubs (PARDEV)*

Evaluation Team: *Ms Lotta Nycander, Mr Michael Sachsse, Ms Sinta Satriana and Mr George Sitrait*

Project Start: *December 2006*

Project End: *October 2011*

Project Code: *INS/06/15/NET*

Donor: *Netherlands (USD 22,675,772)*

Keywords: *Youth Employment, Small Enterprise Development, Entrepreneurship, vocational training, Child Labour, Skills Development*

Background & Context

Summary of the project purpose, logic and structure

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 BLKIs 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 years¹.

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

¹ The definition of youth differs from most other countries (source: ILO).

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 Project objectives fall under the Decent Work Country Programme (DWCP) 2006-2010, specifically under the theme “Employment Creation for Poverty Reduction and Livelihoods Recovery, especially for Youth”². 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-year development programme. One of the fifteen priorities is synchronization of the education system and the world of work in an effort to make education more relevant to the needs of the labour market and adapt it to improve employability and entrepreneurship skills of youth³.

Purpose, scope and clients 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

² 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.

³ 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”,

all Outcomes and Components of the Project, with particular attention to synergies across components. It has attempted to address all major activities implemented since the start, including the work of the Implementing Agencies and assignments under other sub-contracts.

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.

Methodology of evaluation

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 with** stakeholders involved, including ILO staff in Geneva, Project staff members in Jakarta and in all the Provinces visited, including finance and administrative staff, and most importantly representatives of the Government, Employers, Workers, NGOs and consultants in Jakarta and the provinces.
- **Group discussions** 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** 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. Questionnaires were also given to the Ministry of Manpower and Transmigration regarding the BLKIs, and Directors of BLKs.
- **Observations during field visits** were 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, 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 and ROAP ILO staff mission reports.

Main Findings & Conclusions

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.

Recommendations & Lessons Learned

Main recommendations and follow-up

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.

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.
- 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

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.

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.

Important lessons learned

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 have 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 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 has 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