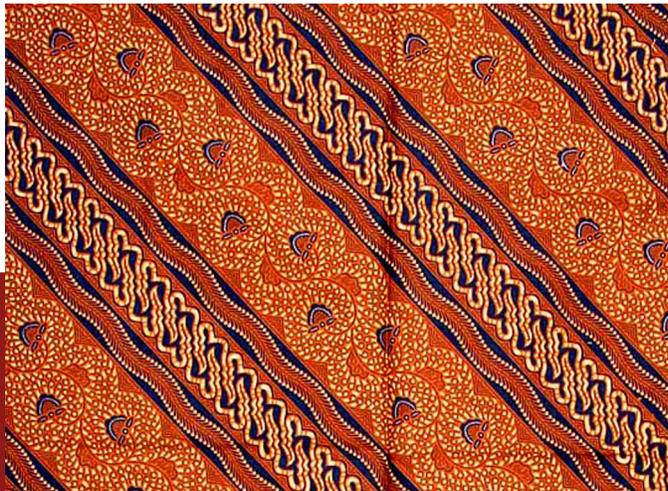


FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR

# Independent Midterm Evaluation of the Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor

International Labour Organization  
Cooperative Agreement No. IL-I6569-07-75-K



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## ACKNOWLEDGEMENTS

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This report describes in detail the midterm evaluation, conducted during October 2009, of the Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor. The report was prepared by Macro International Inc., an ICF International Company (ICF Macro), according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the Time-Bound Program in Indonesia was conducted and documented by Mei Zegers, an independent evaluator in collaboration with USDOL/OCFT staff, the Timebound Program team, and stakeholders in Indonesia. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, the International Labour Organization International Programme on the Elimination of Child Labour and its partners, and U.S. Department of Labor.



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## LIST OF ACRONYMS

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3R	Rights, Responsibilities, and Representation
AP	Action programs
BAPENAS	The Ministry of Planning
BOS	Operational School Fund or <i>Operasional Sekolah</i>
CCT	Conditional Cash Transfer Program
CDW	Child Domestic Work
CSEC	Commercial Sexual Exploitation
CSR	Corporate Social Responsibility
DBMR	Direct Beneficiaries Monitoring and Reporting
EAST	Education, Skills, and Training Program Project.
GET Ahead	Gender and Entrepreneurship Together
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
IQ	Intelligence Quotient
M&E	Monitoring and Evaluation
MoMT	Ministry of Manpower and Transmigration
MONE	Ministry of Education
MoSA	Ministry of Social Affairs
NAC	National Action Committee
NGO	Nongovernmental Organization
NPA II	National Plan of Action Phase II
NPA	National Plan of Action
OSH	Occupational Safety and Health
RBSA	Regular Budget Supplementary Account
TBP I	First Phase of the Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor
TBP II	Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor
USDOL	U.S. Department of Labor
WFCL	Worst Forms of Child Labor

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## EXECUTIVE SUMMARY

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Indonesia was the first country in Asia to ratify International Labour Organization (ILO) Convention 182 on the worst forms of child labor (WFCL). A National Plan of Action (NPA) designed to support implementation of Convention 182 is currently in its second phase and is being implemented from 2008–2013.<sup>1</sup> Concurrent with the second phase of the NPA, the ILO is implementing the second phase of its Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor (TBP II). The project's starting date was in September 2007 but the project document was not finalized and approved by the U.S. Department of Labor (USDOL) and the National Steering Committee until April 2008.<sup>2</sup> The project end date is in September 2011.

The overall goal of the project is to contribute to a reduction in the overall number of children engaged in exploitive child labor in Indonesia. The project objectives, areas of concentration and strategies, are conceived to support the NPA in vital ways.

### **The project's immediate objectives are:**

1. Children withdrawn from exploitive child labor or prevented from entering exploitive child labor are educated.
2. That the program, policy, and legislative framework for child labor are enhanced and better enforced.
3. Improved capacity of stakeholders for implementing action against child labor.
4. Increased awareness of the worst forms of child labor and the importance of education for all children.

The project was evaluated at midterm in October 2009. The primary purpose of the midterm evaluation was to assess the achievements of the project toward reaching its targets and objectives, as outlined in the cooperative agreement and project document.

The project is relevant to the cultural, economic, and political context in the country and is well suited to the priorities and policies of the host-country government and USDOL. The project's criteria for selecting action program regions, WFCL sectors, and subsequently project beneficiaries are very relevant. The project's immediate objectives, outputs, indicators, and means of verification are relevant. The outputs are, nevertheless very ambitious and may not be entirely realistic, particularly with respect to the number of children to be withdrawn (6,000).

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<sup>1</sup> National Committee for the Elimination of the Worst Forms of Child Labor. (2008). National Plan of Action for the Elimination of the Worst Forms of Child Labor Phase II for the Period 2008–2012. Jakarta, Indonesia.

<sup>2</sup> The project was not officially, publicly launched until July 9, 2008.

Gender issues were considered in the analysis that led to the project design. The design includes promotion of gender mainstreaming through training implementing partners and the National Steering Committee members. The design also includes awareness raising on gender equality through the use of training materials and the avoidance of gender segregation during training.<sup>3</sup> Project data collection is disaggregated by gender.

The project is on track in terms of planning to reach most of the targets/objectives. Action programs (AP) are already being implemented so that children are withdrawn from exploitive child labor or prevented from entering exploitive child labor through education.<sup>4</sup> Some efforts are underway to enhance and better enforce the program, policy, and legislative framework for child labor but more work is needed to ensure effective coordination and improved enforcement.<sup>5</sup> The project has made progress to improve the capacity of stakeholders to implement actions against child labor, particularly with implementing partners.<sup>6</sup> However, given the low capacities of many of the implementing partners and other stakeholders, much still remains to be done, particularly with respect to reaching targets for withdrawal and prevention. Awareness of the worst forms of child labor and the importance of education for all children has increased, particularly at local levels.<sup>7</sup> Additional involvement of a wider range of partners, including employers and workers organizations, will contribute to even greater effectiveness in the area of raising awareness.

The project is developing a wide range of action programs and other activities with a large number of partners. The project design includes a highly diversified approach that makes coordination and model development challenging. Many of the implementing partners need substantial capacity strengthening and technical support beyond what was anticipated in the project design. As a result, the project has had to prioritize some activities, notably the development of action programs, over some other activities. Increased attention in the second half of the project toward attaining the immediate objective on the enhancement, and particularly enforcement, of the policy and legislative framework for child labor is recommended.

Currently approved action programs cover the following:

- The direct beneficiaries targeted for withdrawal (71.9%)
- The direct beneficiaries targeted for prevention (62.4%)
- Targeted families (66.5%)

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<sup>3</sup> Includes use of “Empowerment for children, youth and families: 3-R trainers’ kit on rights, responsibilities and representation,”

International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (2008).

<sup>4</sup> “Project Document: Project of Support to the Indonesian Time-bound Program on the elimination of the worst forms of child labor (WFCL),” International Labour Organization International Programme on the Elimination of Child Labour, p. 2, refers to Immediate Objective 1.

<sup>5</sup> Ibid., Immediate Objective 2.

<sup>6</sup> Ibid., Immediate Objective 3.

<sup>7</sup> Ibid., Immediate Objective 4.

A new call for proposals was announced and was presented to the National Steering Committee in December 2009. All planning will cover the targets after approval of these action programs. However, the actual number of children withdrawn and prevented from child labor is still low thus far. As of September 2009, 180 children were withdrawn and 1,221 prevented from child labor. Withdrawal is extremely challenging because of several factors that sometimes combine for low results. Factors include poverty; high cost of transportation; children who consider themselves to be adults; peer and parental pressures to work; the resigned attitude of children; lack of awareness of laws; mobility of children in some sectors; difficulties identifying children, especially in the *hidden sectors* of commercial sexual exploitation; and domestic work. If the project continues its current efforts to withdraw children from child labor, it may be possible to exceed the results of TBP I,<sup>8</sup> but a downscaling of the target from 6,000 to 3,000 children to be withdrawn would be more realistic. This is particularly true given the increasingly challenging criteria which must be met to consider a child as *withdrawn*.

The educational and training methods introduced through the project are well appreciated by the different stakeholders who were interviewed for the evaluation. The specific models on increasing educational quality and opportunities are effective. All tools and materials developed by the ILO are well appreciated, considered effective, and have been well adapted so far. Tools and materials including the Bridging Course, Remedial Course, Life Skills-Rights, Responsibilities, and Representation (3R),<sup>9</sup> Start and Improve Your Business, and Gender and Entrepreneurship Together (GET Ahead).

Interventions are personalized in accordance with the individual needs of children who are being withdrawn from child labor. The training that teachers and tutors received in using the materials with their students has been very successful, particularly with respect to the pedagogical methods. Teachers note that they now use some of these more action-based learning methods in their regular classes, which has improved the overall quality of education. The nonformal government school-equivalency education program is an important option for many of the children.<sup>10</sup>

The project supports various approaches to skills training. Children in some action programs receive vocational training while preparations are underway to channel other children into apprenticeship training in formal enterprises.<sup>11</sup> Another approach, referred to as *pre-vocational* training, is based on experience acquired in Aceh during TBP I. The pre-vocational program contents have recently been adapted and finalized; it is currently being introduced through a mini program<sup>12</sup> prior to up-scaling through action programs and by the government. These *pre-vocational* courses are for children at Junior Secondary school level in formal settings.

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<sup>8</sup> Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor, Phase I (TBP I).

<sup>9</sup> 3R stands for skills involving Rights, Responsibility, and Representation.

<sup>10</sup> Known commonly as Packet A, B, C.

<sup>11</sup> At the time of the evaluation in October 2009.

<sup>12</sup> A mini-program is a smaller version of the action program.

The support of the project for the Conditional Cash Transfer Program (CCT) focuses to a large extent on improving the quality of education through remedial education and improving teaching methods. At this stage of the project, it is too early to assess the full impact of these efforts, particularly with respect to the added value of the project to reducing child labor, although parents and children state that the CCT program is very helpful. It is also still unclear whether the CCT financial support provided to families is sufficient to reduce child labor by itself or if project efforts provide additional incentives for children to stay in school and out of child labor.

The project has started to address one of the principal causes of child labor by providing support to improve economic security to 2,000 family members in five provinces. Support is provided through entrepreneurship training for parents, assistance with self-managed credit unions, and other activities. The parents with whom the evaluation team met were very interested in these project activities.

The project has undertaken good initiatives for raising awareness at different levels, but more work is needed to reach a broader audience and deepen understanding. Awareness of the risks of child labor has increased, particularly among the direct beneficiaries, their families, and some other groups at the district level.

The government has adopted a range of laws as well as presidential and ministerial decrees related to child labor and trafficking.<sup>13</sup> Most of these laws and decrees were adopted during the implementation of TBP I. Child labor was also already mainstreamed into major existing policy and strategy documents during TBP I. The project is currently working to ensure that child labor will continue to be included in strategy documents such as the Midterm Development Plan 2010–2014 and the United Nations Development Assistance Framework 2010–2014.

At the local level the project is supporting the development of District Action Committees on Child Labour and providing input into the development of a local regulation on WFCL in one district. In West Java, the project plans to assist the province to develop and implement regulation for their overall provincial regulation on trafficking in persons.

The project had not yet worked intensively with the private sector at the time of the midterm evaluation. The project is currently undertaking further efforts to work with employers to build partnerships and leverage resources. Regardless, the project could work more intensively with worker organizations to be active in the awareness-raising component of the project.

The project implements the Direct Beneficiaries Monitoring and Reporting (DBMR) system, under development by the ILO.<sup>14</sup> The DBMR guidelines document is well detailed but the amount of data to be collected and entered is vast and the implementing partners consider it complex.

The strategies employed by the project are relatively efficient in terms of the human and financial resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Some staff members believe that the number of nongovernmental organizations and action programs is too high, which has an impact on the project's efficiency. Project staff members are

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<sup>13</sup> Project Document, International Labour Organization (2008), p. 15.

<sup>14</sup> Project Document, International Labour Organization, Jakarta. (2008), p. 52.

committed, hard working, and very competent in their respective work areas. The overall management structure is efficient, although staffing in the project regions is too low.

The impact of the project thus far appears to be good, particularly with respect to the education component of the project. There is still a need to advocate for greater harmonization, awareness raising, and enforcement of laws and regulations.

The project design includes both a sustainability and an exit strategy. A sustainability matrix that is to be updated every six months will help the project stay on track in terms of planning for sustainability. The project has started to take concrete steps to ensure the project's approaches and benefits continue after the completion of the project, but efforts will need to be intensified as the project continues after the midterm.

The lack of capacity of many implementing partners to carry out effective community organizing is a major challenge for the project. Well-functioning community organizations are important for long-term sustainability.

During the second half of the project, more effort will need to be directed toward further development and, in particular, the enforcement of policies, laws, and regulations; particularly at the district level.

Special attention will need to be paid to ensure that district governments, district action committees on child labor, and community groups are effective and contribute to the enforcement of the policy and legislative framework.

## **Key Recommendations**

1. Reduce the number of children to be withdrawn through the project to 3,000 so that the project can concentrate fully on attaining the other project objectives and sustainability opportunities. (Recommendation primarily for TBP II project, ILO, USDOL.)<sup>15</sup>
2. Intensify emphasis on the improvement of working conditions so that more children can be considered to be withdrawn from WFCL in child domestic work and plantations. (TBP II project.)
3. Intensify efforts at the enabling environment level, including ensuring that government officials see project activities as part of a nationally-owned strategy to eliminating WFCL. (TBP II project, government.)
4. Direct additional efforts toward further development and, in particular, the enforcement of policies, laws, and regulations, particularly at the district level. (TBP II project, government.)

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<sup>15</sup> The entity(ies) to which recommendations are primarily addressed appear in parentheses. Where the TBP II project is mentioned, the implementing partners are also automatically concerned. These recommendations are not limited to the cited entities, however, and can apply to other agencies as considered relevant by such agencies. Annex A includes a list of some additional recommendations.

5. Establish a mentoring system through which implementing partners with good community organizing skills assist implementing partners, in other locations, that need capacity strengthening on community organizing. (TBP II project.)
6. Further strengthen capacities of community groups and other local civil society organizations in organizing, simple proposal development, advocacy, and awareness-raising techniques for improved education and reduced WFCL. (TBP II project.)
7. Increase emphasis on awareness-raising activities to reach a wider audience and deepen understanding of the dangers of child labor. Increase the role of the implementing partners in mass media activities, particularly at the local level, as much as possible. (TBP II project.)
8. Allocate additional staff as temporary consultants to provide support for work in project implementation areas, if budget permits. (TBP II, USDOL.)
9. Intensify efforts on sustainability as the project continues after the midterm. To deepen these efforts it is recommended to hold a workshop(s) with a range of stakeholders, providing them with the opportunity to exchange ideas and concrete plans to sustain project results. Inviting district officials to attend the workshop can motivate them to work toward greater sustainability. (TBP II project, ILO, government.)
10. Strive to establish community groups in each community that can continue to work on activities regarding education and the elimination of WFCL. (TBP II project.)

# I INTRODUCTION

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*“They came to ask me if I would return to school or not. I said “YES.” I wanted to go back to school so I could get wider knowledge.”*

## —Girl withdrawn from worst forms of child labor

Indonesia was the first country in Asia to ratify International Labor Organization (ILO) Convention 182 on the Worst Forms of Child Labor. Following ratification, Indonesia established a National Action Committee in 2001 to develop the country’s policies and strategies in line with obligations resulting from ratifying ILO Convention 182. The committee subsequently developed a National Plan of Action (NPA) for the Elimination of the Worst Forms of Child Labor (WFCL) in Indonesia within twenty years. The first phase of the NPA was implemented from 2002–2007. The ILO—with funding from the U.S. Department of Labor (USDOL)—supported implementation of the first phase of the NPA through the Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor, Phase I (TBP I).

The National Plan of Action is currently in its second phase and is being implemented from 2008–2013. Concurrent with the second phase of the NPA, the ILO is implementing a second phase of its Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor (TBP II). The project’s start date was in September 2007 but the project document was not finalized and approved by USDOL and the National Steering Committee until April 2008.<sup>16</sup> The project end date is in September 2011.

The overall goal of the project is to contribute to the reduction of the overall number of children engaged in exploitive child labor in Indonesia. The project objectives, areas of concentration, and strategies are conceived to support the NPA in vital ways.

### **Project immediate objectives are the following:**

1. Children withdrawn from exploitive child labor or prevented from entering exploitive child labor are educated.
2. That the program, policy, and legislative framework for child labor are enhanced and better enforced.
3. Improved capacity of stakeholders for implementing actions against child labor.
4. Increased awareness of the worst forms of child labor and the importance of education for all children.

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<sup>16</sup> The project was not officially, publicly launched until July 9, 2008.

The project was evaluated at midterm in October 2009. The primary purpose of the midterm evaluation was to assess the achievements of the project in reaching its targets and objectives, as outlined in the cooperative agreement and project document. A midterm evaluation is always important because it provides all the stakeholders an opportunity to step back, reflect, and consider how to improve the project during the remaining implementation period. The task of the evaluator was to use the input provided by the stakeholders and relevant documents to—

1. Assess the relevance of the project in the country's cultural, economic, and political contexts as well as the extent to which it is suited to the priorities and policies of the host-country government and USDOL.
2. Assess the effectiveness of the project's strategies and activities and the project's strengths and weaknesses in project implementation and identify areas in need of improvement.
3. Determine whether the project is on track to meeting its objectives and identify the challenges encountered in doing so.
4. Provide recommendations of how the project can successfully overcome challenges or improve project performance to meet its targets by the end of project.
5. Analyze the relevance of project strategies to the context of child labor in the country.

It is important to stress that the evaluation is not intended to criticize but to learn from the past and study how efforts can be further improved in the future. Specifically, this means that the evaluation determines what should be avoided, what can be improved, and what can be added so that the elimination of WFCL can be more effectively achieved.

## **1.1 METHODOLOGY**

The evaluation team complied with the guidelines provided by USDOL, was consistent in following International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) Design, Evaluation, and Documentation principles,<sup>17</sup> applied a high standard of evaluation principles, and adhered to confidentiality and other ethical considerations throughout. Gender and cultural sensitivity were integrated in the evaluation approach.

The evaluator used a combination of methods to ensure that a thorough and well-rounded midterm evaluation could be carried out:

- Document review of project documents and materials related to the overall context in Indonesia regarding education, child labor issues, the Indonesian National Plan of Action Decree<sup>18</sup> and the National Plan of Action Phase II<sup>19</sup> to Achieve the Elimination of the Worst Forms of Child Labor and other potential issues of importance.

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<sup>17</sup> Located at: [uneval.org/documentdownload?doc\\_id=22&file\\_id=128](http://uneval.org/documentdownload?doc_id=22&file_id=128).

<sup>18</sup> President of the Republic of Indonesia (2002).

<sup>19</sup> National Committee for the Elimination of the Worst Forms of Child Labour (2008).

- Individual interviews and focus group discussions with stakeholders from a wide range of groups including national, provincial, district, and local education policy makers and providers; employers and workers representatives at national and local levels; local authorities; project partners and associates (including within the ILO Indonesia office); donor representatives; community-based organizations; representatives of communities; as well as parents and children.
- Individual and small group discussions with project staff in the central office and with partner nongovernmental organization (NGO) staff.
- Observation of the stakeholders and their work in different settings as well as their networking actions. This was combined with field visits and interviews.
- Stakeholder meeting where initial findings were presented, discussed, and enriched with additional input from participants.

After arriving in Indonesia, the evaluator first met with senior project staff in Jakarta to finalize issues and address and obtain their further input into the evaluation process. This was followed by initial joint discussions on the evaluation subjects. Further individual meetings were held in Jakarta at various intervals with the project director, monitoring and evaluation staff, and other relevant stakeholders identified by the project staff. Interviews with project staff sometimes stretched over several meetings to ensure that the evaluator obtained a good understanding of the project.

Following the initial meetings, the evaluator proceeded to visit other stakeholders, in Jakarta and project implementation sites, to gather additional information about project functioning within the overall context.

Locations for field visits were identified in line with guidelines provided by the evaluator. The schedule was adjusted several times, including during the field work itself, to ensure maximum contact but also to avoid burdening interviewees from meeting at times inconvenient to them. Guidelines for the interview schedule included the need to ensure that stakeholders from successful implementation sites, as well as those where the project faced more challenges, were included. Parental and children's anonymity and privacy were respected. Any issues raised by the parents and children were handled with sensitivity to their personal situation and in line with ILO-IPEC guidelines on research with children.

Although the evaluator would have preferred that the children interviewed were not pre-selected, this proved ultimately difficult to avoid. In only a few cases could the evaluation team select some children randomly for interviews from a larger group. In other cases, where random selection was not possible, the team accepted meeting a group that was pre-selected. The project schedule made it difficult to always arrive in locations just when a group of parents or children were already gathered in one place. Parents and children often had to come from quite a distance. The evaluation team believed that it would be insensitive to select only some of those who arrived to participate in the discussions. In these cases, the project ensured that the children represented a good sample of children who were successful through the project as well as those

that continued to face challenges. The evaluator believes that the children interviewed accurately represented theirs and their peers' points of view.

The evaluator met with the senior project staff on the evening of October 25, 2009 for an initial discussion of principal findings to be presented at a stakeholder workshop. The ILO-IPEC senior program officer from Geneva also participated in the meeting. The evaluator thus provided the team an opportunity to rectify facts that needed to be considered during the presentation the following day. In fact, the team only suggested changing a few of the words in the presentation to make sure that they would be clear and easy to translate for the participants. The workshop took place on October 26, 2009 and included over 80 persons, representing a wide range of stakeholders. The project staff worked together with the evaluator to design the stakeholder workshop methodology and schedule, to maximize useful input from stakeholders. The stakeholder workshop presentation concentrated on major project successes, challenges, and initial recommendations. Individual stakeholder participants were provided with an opportunity to respond and provide additional input into the evaluation conclusions during the workshop. Following the workshop, the evaluator held a final meeting with project staff to discuss the overall conclusions of the workshop and the midterm evaluation.

## II PROJECT RELEVANCE

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*“The project is very useful to support the efforts of the government to eliminate child labor.”*

—**Government official**

The project is relevant to the cultural, economic, and political contexts in the country and is well-suited to the priorities and policies of the host country government and USDOL. The project assumptions were accurate, realistic, and have not been changed.

The project’s immediate objectives, outputs, indicators, and means of verification are relevant. The output on the number of children to be withdrawn (6,000) is very ambitious and may not be entirely realistic. As will be discussed in Section 3.1, withdrawing children from child labor is extremely challenging for the context in which the project operates. ILO-IPEC had considered that, given that the project would build on the first phase of the Project of Support to the Indonesian Timebound Program on the Elimination of the Worst Forms of Child Labor (TBP I) project, it should be possible to attain such a high target for the number of children to be withdrawn. ILO-IPEC had not, however, considered that most of the work would be performed in new locations, and include a new sector and many new NGO partners.

The principal project strategies designed for meeting objectives in withdrawing/preventing children from WFCL focus on—

- Strengthening the *enabling environment* to combat child labor through improved stakeholder capacity.
- Mainstreaming the issue of child labor into policy frameworks.
- Contributing toward the establishment of district action committees and working with local stakeholders to ensure that policies and the legislative framework are enforced.
- Increasing awareness of the worst forms of child labor and the importance of education for all children.
- Provision of education alternatives to children who have been withdrawn from exploitive child labor or prevented from engaging in similar activities.
- Improving quality of education so as to contribute to prevention of high dropout rates.
- Support for a selected group of parents of children withdrawn or prevented from child labor through training and self-managed credit organizations.
- Helping ensure effective delivery of the Conditional Cash Transfer Program.

The strategies are highly relevant, both at the national and local/community levels. The project design adequately supports the goals of the broad Indonesian National Plan of Action for the Elimination of the Worst Forms of Child Labor Phase II.<sup>20</sup>

The principal obstacles or barriers that the project has identified as important to addressing child labor in Indonesia comprise a wide range of push and pull factors. Important factors include poverty and lack of demand for education among some groups.<sup>21</sup> Lack of demand for education is caused by—

- Difficulties concerning affordability of education; despite the fact that education is officially free, there are still some costs that parents have to cover.
- Perceived low quality of education.
- Lack of knowledge about the government regulation regarding nine years of compulsory education.
- Access problems caused by long distances to schools in some localities.
- Gender inequalities.
- Parental attitudes that the value of education is low; obtaining some type of work experience is more highly valued.<sup>22</sup> As some parents indicated, There is no guarantee that they can find decent work after finishing school.

Other problem areas less explicitly mentioned in the project document include the lack of enforcement or implementation of the many appropriate government laws and regulations that address child labor-related issues.

The project has made progress toward addressing these obstacles, although efforts will need to be continued with consistently high commitment for the remainder of the project. Section 3 discusses the details of the efforts undertaken by the project to date.

The project builds on the strategies and experience acquired under TBP I. The National Plan of Action Phase II (NPA II) was developed toward the end of the TBP I project. TBP I and ILO-IPEC headquarters provided technical support for the development of the NPA. It should be noted that neither the TBP I nor the TBP II are responsible for the level of consultation necessary to develop the NPA, as the projects exist only to advocate and support the national efforts. Several stakeholders indicated that they felt there could have been more consultation at the national and local levels into the development of the NPA II.<sup>23</sup> Although there was an attempt to include other stakeholders in the discussions for NPA II, discussions were mostly limited to members of the National Action Committee (NAC). Some members of the NAC also indicated that even the amount of discussion and involvement of NAC members themselves in the

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<sup>20</sup> National Committee for the Elimination of the Worst Forms of Child Labour (2008).

<sup>21</sup> International Labour Organization, International Programme on the Elimination of Child Labour (2008).

<sup>22</sup> International Labour Organization, International Programme on the Elimination of Child Labour (2008).

<sup>23</sup> To protect anonymity identifying marks of interviewees have generally been avoided in this report.

development of the NPA II was too limited. As one NAC member stated, “I think there should be more consultation to develop the national plan. Also there should have been a workshop prior to project document development about the potential TBP II project actions and what is needed.”

The Ministry of Planning (BAPENAS) representative suggested that in any future project on child labor the budget should not just support the government and implement action programs but be determined jointly by ILO and the country’s government. The Ministry of Planning representative as well as other government officials indicated that, while the project was intended to support the Indonesian Government NPA program, the actual elements that the project would support should have been decided during more intensive joint interactions. Indonesia has been putting a decentralization process in place, with decisionmaking power and budget allocations for local actions at the district level. The decentralization of decisionmaking and budget allocations means that the district governments can allocate funds directly to support ongoing project initiatives and/or to sustain them after the action programs end. Some interviewees noted spontaneously that, in line with the decentralization process, they would have liked to be more involved in the development of the NPA II as well as the TBP II project design itself. As one interviewee emphasized, for example, “Outsiders come and already have their ideas, whereas local NGOs feel they already worked on this issue before and know the situation better.”

Time and other constraints often limit the amount of stakeholder participation in the development of various plans and projects. It is difficult to find a good balance between ensuring well-adapted plans in accordance with the views of key stakeholders, the need to develop ownership, and the high-resource cost of participation in planning and decisionmaking.

## **2.1 IDENTIFICATION OF SECTORS AND PROJECT IMPLEMENTATION AREAS**

The project identified and does target WFCL sectors in the country, as determined by the government and other agencies. The project has also been able to identify relevant high-risk locations in Indonesia and uses relevant strategies.

The project design thus fits with existing initiatives on child labor, including trafficking. The project design is implemented in locations where other projects are not yet working or where project initiatives can provide added value. A separate mapping exercise of other child labor initiatives is currently being undertaken as part of an overall USDOL financed study.<sup>24</sup> The preliminary results indicate that there are already a number of initiatives in different places using a variety of approaches in various parts of the country. Most of these initiatives concentrate on direct actions in communities or through shelters for trafficked children, although some projects also support the facilitation of enabling environments. The TBP II project supplements these initiatives and also includes additional support for the implementation of activities, such as the establishment of District Action Committees on child labor and education. Project activities are relevant in light of other ongoing activities. The project adds to the knowledge base of effective methods, tools, and materials for the elimination of WFCL.

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<sup>24</sup> The mapping exercise is being incorporated into the study entitled “Country Cluster Synergy Evaluation of USDOL Financed Child Labor Projects in Indonesia.”

The project's criteria for selecting *action-program regions*, WFCL sectors, and subsequently project beneficiaries are very appropriate. The process utilized to identify project implementation areas and individual children was demanding but effective. The selected communities meet poverty and other proxy criteria—such as high drop-out rates and poor access to education—that are linked to high levels of child labor. The local availability of an NGO capable of implementing an action program was another selection criterion that was highly relevant; although many of the NGOs still need substantial capacity strengthening. Interviewees in the project localities all confirm the high levels of child labor/child trafficking in their areas. The locations for the Conditional Cash Transfer Program (CCT) areas were selected together with the relevant government departments, such as the Ministry of Social Affairs, and depended on the specific districts included in the government CCT allotment.

The four sectors of WFCL addressed through the project are well-selected and correspond to key sectors of major concern, according to the stakeholders. The sectors are child domestic work (CDW), street children as a high-risk group for trafficking and involvement in the drug trade, trafficking for commercial sexual exploitation, and children working in plantations. These sectors are very different from each other and require substantially different approaches at the community level to be effective.

The project staff and implementing agencies noted that limiting the choice of street children to those in drug selling is not entirely realistic. It is very difficult to be sure whether a particular street child sells drugs or is at risk of selling drugs. Some interviewees also indicated that the design was overly focused on working with only one type of child labor in a locality. They indicated that, for example in localities working with street children, there are many children in other WFCL who could also have been included.

The overall diversity of the four sectors, coupled with the important necessity to meet other challenging immediate objectives, does result in high demands being placed on project staff. The project locations are also quite dispersed, including some difficult-to-reach locations, which adds to the difficult conditions for realizing the objectives. While the criteria are relevant, the number and types of locations and sectors are exceedingly diverse and challenging.

Sometimes the strict selection criteria for individual children increased cost, particularly when working in remote rural areas. Selection criteria for sub-districts are used, but this means that they are sometimes quite far apart, resulting in logistical coordination difficulties for the project. Within a sub-district or village, children may be spread out across several hamlets. Situations occurred where five children in one hamlet and only one in another could participate in the same bridging and remedial course. The distance to travel to attend classes may be too great if they are held in only one place. In such cases the project has to organize separate classes in the different communities.

Other complications occur, such as when there is a requirement that one of the parents must be a migrant worker. There may be children who meet several other criteria but do not have a migrant worker parent. In these cases, unselected children state that the selection process is unfair. One such child said, “I am also poor and my grades are also low.”<sup>25</sup>

Though interviewees generally shared the point of view that localities and sectors were well selected, they commonly expressed dismay about the lack of truly accurate and well detailed data on child labor down to district levels.<sup>26</sup> The Bureau of Statistics is currently analyzing data on child labor collected recently among 12,191 households spread throughout the country in 33 provinces.<sup>27</sup> Notwithstanding this sample size, however, the data will not be sufficiently detailed down to district level, and it will continue to be necessary to rely on proxy data to select communities and individual children. It is also important to note that, according to some local officials and implementing partners, the quality of some of the local proxy data was not very valid. As one interviewee said in exasperation, “Local statistics are often worthless.” In one community of 2,500 families, the village head noted that only 32 children were found eligible for CCT, a decision based on old data collected in 2004. This female village head verified the situation in her poor community in 2008 and determined that, in fact, the real number of children who should be eligible is closer to 1,500.

Some interviewees noted that it would have been better if the design integrated all of the project activities in each location. Instead, in some areas, the focus is on prevention, in others on withdrawal, and in many communities, various combinations in terms of approaches. Project staff noted that concentration was mostly on withdrawal in some areas, while prevention was the primary focus in other areas because of the types of conditions prevalent in the communities. In the case of domestic workers, for example, potential victims of trafficking are in the rural areas, whereas those that need to be withdrawn are in the urban areas. It is worthwhile to note, however, that with this mostly sectoral project approach, any child working in WFCL in the originating communities may not be included.<sup>28</sup> The promotion of the health of parents and children is an additional subject that some stakeholders would have liked to see emphasized more.

## **2.2 A DIVERSIFIED APPROACH**

The project design includes a highly diversified approach that makes coordination and model development challenging, since it includes—

- Many government partners in several ministries

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<sup>25</sup> Children who were not selected did not speak directly to the evaluators. The quote was provided by another interviewee to the evaluation team.

<sup>26</sup> Stakeholders who expressed concern about this issue included project staff, government officials, an employer organization representative, a workers organization representative, and implementing agencies.

<sup>27</sup> Information collected by the evaluation team during interview with the Department of Statistics on November 5, 2009.

<sup>28</sup> It is likely that there will be child laborers in most of the originating communities, even if they are not in domestic work but in another WFCL. Additional research on the prevalence of WFCL in the originating communities is needed.

- Many NGOs to implement action programs
- Many child labor sectors
- Diverse locations across a range of local socioeconomic situations
- A wide range of approaches (e.g., return and reintegration of children, bridging courses, remedial education, life skills training, vocational training, enterprise development training for parents, credit union development, awareness raising at different levels, enabling environment development).

The project includes a component to assist with poverty reduction. Efforts encompass assisting parents with entrepreneurship training, the establishment of credit unions and linkages to the Conditional Cash Transfer program. Families of very poor children who are at risk of dropping out of school and going into child labor are provided with a stipend under the CCT program. Several stakeholders at national and local levels stated that the design should include even greater emphasis on poverty reduction through support for parents to improve income and/or find employment. As one government official stated, “If we want to eliminate child labor we need to address the issue of poverty more, and work on improving incomes.”

The strength of the ILO is usually in the area of improving the enabling environment at national and regional levels. In fact, two of the project’s four immediate objectives are aimed at improving the enabling environment:

- The program, policy, and legislative framework for child labor are enhanced and better enforced.
- Improved capacity of stakeholders for implementing action against child labor.<sup>29</sup>

The importance of these two immediate objectives should not be underestimated, but work toward attaining these two immediate objectives is slowed by the high emphasis placed on achieving the withdrawal (from child labor) of such a large number of children.

## **2.3 NUMBER OF CHILDREN TO BE WITHDRAWN OR PREVENTED FROM WFCL**

The number of children to be prevented (16,000) is more realistic than the number of children to be withdrawn (6,000), although there are some challenging issues for prevention as well. Of the 16,000 children to be prevented, 10,000 are in the CCT program. The CCT children receive supplementary education support through the project to reinforce their ability to stay in school. After the project was approved it became evident that preventing 10,000 children in CCT might be more difficult than originally anticipated. The problem is that many other children who were not selected for CCT in a given locality also need educational support for a variety of reasons.<sup>30</sup> Ultimately, the project decided that excluding other needy children from remedial education in a

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<sup>29</sup> This objective includes strengthening the capacities at different levels, including national and local levels.

<sup>30</sup> Including factors such as being slightly less poor, having low academic results, and having learning disabilities.

particular school could be perceived as discriminatory. For this reason, all interested children in public schools are allowed to attend the remedial education intended for CCT children; however, only the CCT children are counted in the project monitoring system toward project prevention targets. Similarly, to ensure that beneficiary children are reached, the project decided to work with children in Community Learning Centers (CLC), which implies a higher cost than working through schools.

## **2.4 TIME ALLOCATION AND SEQUENCING**

For the most part, activities are appropriately sequenced, given the challenges in meeting the number of children to be withdrawn or prevented. To ensure that the project can attain the targets, the staff correctly opted to concentrate most on the development of good action programs during the first half of the project. Many of the implementing partners, mostly NGOs, had a very difficult time preparing their Action Program proposals and needed substantial capacity strengthening and support to develop them. The action programs have thus received priority in the sequencing, since it takes a great deal of time to assist the implementing partners in developing good and effective proposals. At the same time, as a result, the immediate objectives that partially focus on the enabling environment are not as well highlighted in the sequencing.

The overall time allocated to the project is adequate, although it may be necessary to extend the project in the final stage to ensure that the number of children to be withdrawn or prevented is attained. The duration of the action programs is between 12 to 18 months, which the implementing partners unanimously state to be too short. Eighteen months is not adequate, considering the importance of building community support and achieving district government budget allocations for long-term sustainability. Most of the interviewers stated that two years would be more realistic and would contribute to greater sustainability. As one implementing agency that was also involved in TBP I noted, “The choice is to go more deeply into communities by spending more time, or to reach more widely in the short term with less overall impact.”<sup>31</sup>

The project did not include a detailed gender analysis of the worst forms of child labor, although gender issues were considered in the analysis that led to the project design. The design includes promotion of gender mainstreaming through training implementing partners and the National Steering Committee members. The design also includes awareness raising on gender equality through the use of training materials, and the avoidance of gender segregation during training.<sup>32</sup> Project data collection is disaggregated by gender.

The CCT program has significant potential to reduce dropout levels and thus prevent child labor. Project support to the CCT focuses to a large extent on improving the quality of education through remedial education, improving teaching methods, and life skills education. At this stage of the project it is too early to assess the relevance of these additional efforts. It is indisputable that improving children’s education is in and of itself a laudatory endeavor. The project’s

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<sup>31</sup> Implementing agencies in the project may be NGOs, employer or worker organizations, or other agencies that are formally linked to the project in implementing a range of actions.

<sup>32</sup> Suriyasarn Busakorn, Terhorst Rosalinda, Haspels Nelien. (2006). 3R Indonesian Version, International Labour Organization, International Programme on the Elimination of Child Labour. (2008).

immediate objectives, focusing on education and the prevention and withdrawal of children from child labor, is a tool to achieve that end. It is unclear, however, whether the CCT financial support provided to families is sufficient to reduce child labor by itself, or if the project efforts provide additional incentive for children to stay in school and out of child labor. An impact study is needed that includes the project CCT beneficiaries as well as a control group of children who receive only CCT to determine the added value of project support on education toward reducing dropout and child labor.

### III PROJECT EFFECTIVENESS

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*“I am very happy that my sister has become serious in her studies because of this program. Our father died when I was 13 so I had to drop out and only completed elementary myself.”*

—**Brother of beneficiary, 20 years old**

Project services are starting to have results in terms of withdrawal and prevention of children from exploitive child labor and ensuring that they are involved in relevant educational programs. The project is on track in terms of planning to reach most of the targets/objectives. Action programs (AP) are being planned or already being implemented so that children are withdrawn from exploitive child labor or prevented from entering exploitive child labor through education.<sup>33</sup> Some efforts are underway to enhance and better enforce the program, policy, and legislative framework for child labor but more work is needed to ensure effective coordination and improved enforcement.<sup>34</sup> The project has made progress to improve the capacity of stakeholders to implement actions against child labor, particularly with implementing partners.<sup>35</sup> However, given the low capacities of many of the implementing partners and other stakeholders, much still remains to be done. Awareness of the worst forms of child labor and the importance of education for all children has increased, particularly at local levels.<sup>36</sup> Additional involvement of a wider range of partners, including employers and worker organizations, will contribute to even greater effectiveness in the area of awareness raising.

Project services mostly meet the needs of the target population identified in the project document, including children prevented and withdrawn from labor. Poverty as a cause of child labor is not being strongly enough addressed, as compared with actual need, but this is due to the project design. Children have social and psychological counseling needs, even if they are being prevented and not withdrawn, which are as yet not being met. According to stakeholders, many children come from broken homes, have absentee migrant parents, and lack general attention from their parents. Some other needs, such as support for transport to and from education sites, are not being met at this time. The project is also unable to meet needs such as improvements to basic school infrastructure because it is not part of the project design. In many schools, no toilets or water are available to the children. It is important to note, however, that not every need must be addressed. There may be instances where it is not strategic or reasonable—in terms of overall long-term strategies and efficient use of resources—to try to meet all of the needs. However, as part of the follow-up of the grantee workshop held in Washington, DC in April 2009, the project has required that NGO partners ensure the safety and health of the learning places that are under the control of the action program. For the learning places that are not under the NGO partners’ control, such as public schools, the project requires that implementing partners advocate to the related authorities to address the problems. A specific section was created in the Action Program Proposals, which were developed after April 2009 to reflect these requirements. However,

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<sup>33</sup> Project Document: Project of Support to the Indonesian Time-bound Program on the elimination of the worst forms of child labor (WFCL), ILO-IPEC, Immediate Objective 1, p. 5.

<sup>34</sup> Ibid., Immediate Objective 2.

<sup>35</sup> Ibid., Immediate Objective 3.

<sup>36</sup> Ibid., Immediate Objective 4.

integrating advocacy and local government on such issues through action programs to help ensure that funds are allocated to address such needs is advisable.

### **3.1 REACHING WITHDRAWAL AND PREVENTION FOR WFCL TARGETS**

Currently approved action programs cover the following:

- The direct beneficiaries targeted for withdrawal (71.9%)
- The direct beneficiaries targeted for prevention (62.4%)
- Targeted families (66.5%).

A new call for proposals has been announced and will be presented to the National Steering Committee in December 2009. All planning will cover the targets, after approval of these action programs.

The actual numbers of children withdrawn and prevented from child labor so far are still low. The evaluator has some concerns, particularly that the number of children to be withdrawn is overly ambitious given the realities in the communities. One NGO interviewed for the evaluation stated, for example, that their action program was due to end just a few days later (mid-October). They reported that they had only been able to withdraw 115 children out of the 200 targeted. The NGO was able to prevent 232 children, which was a greater number than the prevention target of 200.

During the TBP I project the number of children actually withdrawn was 1,724 children, with a budget not dissimilar in real terms from the budget of TBP II.<sup>37</sup> Under TBP II the goal is to withdraw 6,000 children from child labor—more than triple what the TBP I project was able to achieve. All stakeholders agree that withdrawing each and every child is a great challenge. As one relatively experienced implementing agency reported, “We had identified 27 children to be withdrawn from child labor and returned to school; but we only managed to withdraw one and our action program is almost over.”

**Table 1: Children Withdrawn or Prevented as of Mid-September 2009**

Institution	Withdrawal (Target = 6,000)			Prevention (Target = 16,000)		
	B	G	Total	B	G	Total
Plantation	75	54	129	287	272	559
Trafficking	0	30	30	230	419	649

<sup>37</sup>“U.S. Department of Labor’s Findings on the Worst Forms of Child Labor 2008,” U.S. Department of Labor, International Labor Affairs Bureau (2008), p. 90.

Institution	Withdrawal (Target = 6,000)			Prevention (Target = 16,000)		
	B	G	Total	B	G	Total
CDL	3	18	21	235	419	654
Street Children	0	0	0	73	111	184
<b>Total</b>	78	102	180	825	1,221	2,046

Note: Data provided by the project to the evaluation team in October 2009.

Several stakeholders state that all WFCL can be eliminated in their area in five years if all stakeholders work hard together. This will require intensive cooperation and the sustained efforts of all concerned, beyond the implementation period of the action programs.

The actual withdrawal rates may be greater than the project withdrawal numbers indicate. Some school representatives interviewed for the evaluation report improved overall enrollment due to—

- Availability of remedial education
- Availability of CCT (the project only targets children from CCT households who are already in schools).

As one school teacher noted, “A few years ago we used to have to recruit the boys and girls to come to school, but this year they come by themselves. One of the reasons is because our reputation is good so people hear about that and send their children.” Much of the credit goes to the positive impact of the remedial education.

Withdrawal is extremely challenging because of several factors that sometimes combine for low results. The evaluation team discussed the issues at length with the stakeholders and found that the most important contributing factors that impede effective withdrawal from child labor include—

- Poverty of the families.
- High cost of transportation for children to go to and from school.
- Particularly in plantation areas, some children—
  - Experience peer pressure to work.
  - Desire the income they can earn from work.
  - Are no longer interested in school and prefer to work as pay is relatively good.
  - Work only during harvesting, so do not consider the work a burden but “normal.”

- Consider themselves already to be adults.
- Do not consider working to help parents as “work.”
- Plantation owners often refuse to recognize that child labor exists on their plantations and do not take responsibility for work done in community plantations.<sup>38</sup>
- Some children, particularly in CDW, do not believe education will make any difference and that they will continue to be domestic workers anyway.
- Some children feel they are already grown up and/or resent having to learn things at the age of 17 that are intended for younger children.
- Lack of awareness of relevant laws and regulations, including the fact that marriage does not mean that a child under 18 can work in a WFCL.
- Children who are trafficked or are street children are often mobile and difficult to track.
- Hidden forms of child labor such as commercial sexual exploitation (CSEC) and CDW continue to make it difficult to identify affected children.
- Employers of some CDW become aggressive toward other employers who try to participate in awareness raising, thus discouraging them.
- Criteria to be met to consider a child withdrawn have become more stringent, making it more difficult to report a child as fully withdrawn.
- Official data at local level on child labor is poor or nonexistent.
- Community-based child monitoring systems are still nascent, or not yet included in action programs.

The efforts to withdraw a single child appears higher, compared with some other countries; partially due to the fact that Indonesia is the largest nation in the world that is composed of islands. More input is needed, such as support; provision of school supplies, by itself, does not have a substantial impact on withdrawal. Children and their parents report being happy to receive such support but when asked if they would drop out if they did not receive such support, one child said, “No, that is not really a reason for us to drop out.”

One challenge to improving retainment rates is the difficulty of ensuring that, where a child cannot be withdrawn completely from child labor, the working conditions are sufficiently improved so that a child may be counted as “withdrawn from WFCL.” A particularly difficult challenge is posed by the working conditions of children in CDW. Ensuring and monitoring the extent to which the working hours and working conditions of child domestic workers are improved is exceedingly complicated. Both child domestic workers and their employers

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<sup>38</sup> It is relevant to note that in other settings such as in garment companies, employers are already being made responsible for the labor situation among suppliers and subcontractors.

reiterated the special difficulties in reducing the number of working hours. As one child put it quite simply, “I just want to work fewer hours but it is difficult.” An employer who tried to raise awareness among her fellow employers stated that the common reaction is to state, “We pay them so their time should be ours.” That may mean working 16 hours per day, as one child reported to the evaluation team.

The evaluation team interviewed some children on plantations who said they were no longer working, but after some time one of them mentioned, “Naturally I will have to work during the harvesting season so I can pay for my books and other things.” Two other children present concurred with this statement, agreeing that they too would be working. Given the difficulties of preventing such labor, it will be especially useful to increase emphasis on Occupational Safety and Health (OSH) approaches. Currently the project is planning such activities in three areas where there are plantations, but this could be extended to more project sites and not limited to work on plantations only. The ILO has developed substantial useful materials that can be adapted and used to help educate young workers, their parents, and their employers. The project does intend to work on OSH on plantations, but this activity has not yet commenced in practice.<sup>39</sup> Naturally, OSH training alone may not be sufficient to ensure that work is no longer hazardous, but it is an important tool. Such training has value not only to improve knowledge of safe working methods but also to raise awareness of the importance of safe, decent work.

If the project continues its current efforts to withdraw children from child labor it may be possible to exceed the results of TBP I, but a downscaling of the target of children to be withdrawn, from 6,000 to 3,000, is more realistic. This is particularly true given the increasingly challenging definitions of criteria for considering a child withdrawn, and the transparency required in reporting results. The project staff also reports that there are some budget constraints that limit spending on direct actions.

It is also important to note that the project must strongly focus on capacity building and the policy and legal frameworks (e.g., the enabling environment) as required to meet the targets under the related immediate objectives. Although other projects working on child labor in this country also work in these areas, the ILO has an especially important role at the policy level, as Indonesia is a member country of this agency. Narrowly focusing on attaining the high numbers of children to be withdrawn may mean that the project is less able to spend sufficient time to work on these objectives. Narrowly focusing on withdrawal of children may also prevent the project from achieving positive, though unintended, results, as had happened in another (non-child labor) project in Indonesia.<sup>40</sup> The objectives on capacity building, policy and the legal framework are vital for long-term sustainability over and beyond the children currently being assisted by the project.

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<sup>39</sup> Research on OSH in plantations is being completed.

<sup>40</sup> According to one interviewee from an influential agency. To protect anonymity identifying marks of interviewees have generally been avoided in the report.

### **3.2 EFFECTIVENESS OF THE DIRECT ACTION INTERVENTIONS, INCLUDING EDUCATION INTERVENTIONS PROVIDED TO CHILDREN**

*“The children have the willpower to learn new things, new skills.”*

**—NGO representative**

The project design includes a variety of approaches that are adapted to different settings and to whether the child is being prevented or withdrawn from child labor. The educational and training methods introduced through the project are well appreciated by the different stakeholders who were interviewed for the evaluation. The specific models for increasing educational opportunities are effective.

All tools and materials developed by the ILO are well appreciated, and are considered effective and well adapted thus far. Tools and materials include the Bridging Course, Remedial Course, Life Skills- Rights, Responsibilities, and Representation (3R), Start and Improve Your Business (SIYB) and Gender and Entrepreneurship Together (GET Ahead).<sup>41</sup>

Interventions are personalized in accordance with the individual needs of children who are being withdrawn from child labor. As one teacher noted, “One of the difficulties is to handle the children that have different or low learning capacity. The other is that some students are so absorbed in their work outside that it is difficult to keep their attention, their attention is divided.” A flexible approach helps ensure that children will receive the support that is well suited to their situation.

Children are assessed and provided with a bridging course that helps them to adjust back into the educational system. Following the bridging course, children either return to formal schools or attend nonformal general education courses and/or vocational skills training. Children withdrawn from child labor also attend training on life skills using the IPEC 3R training kit. 3R is an interactive training tool, used in communities with children, youth, and families. It consists of modules and exercises that increase understanding of child and workers’ rights, gender equality, decisionmaking about life and job choices, as well as how to increase their voice and representation in communities and workplaces.<sup>42</sup>

Representatives of some schools reported that they already had their own bridging program, retrieval program, and remedial education before the TBP II project. Teachers and school heads stated that the methods introduced through the TBP II were considered to be better than what was already available in their school.

Almost all of the children who are being prevented from child labor are still in school. Such children usually receive remedial education and life skills training, consisting of the 3R. Some NGOs also mix their own modules with exercises from 3R modules, in accordance with the needs of their child beneficiaries.

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<sup>41</sup> One of the tools developed by the project is the Guideline on Transitional Education, which covers a bridging course and a remedial course, which are combined into one guideline.

<sup>42</sup> International Labour Organization, International Programme on the Elimination of Child Labour (2008), p. 29.

### **3.2.1 Quality and Effectiveness of Specific Project Education Initiatives**

#### ***Bridging Courses***

The bridging courses are well received. Parents and children state that they find the bridging courses useful. The fact that the bridging course is free of charge was mentioned several times as a major advantage. Although the bridging course concentrates on learning general subjects, one important aspect is to motivate children to return to either formal or nonformal education. In West Java, for example, 15 children have already returned back to formal school, while 25 elected to take the nonformal ABC packet equivalency course. In another case, 20 out of 50 street children who attended a bridging course have returned to formal school so far. Given the dire situation of street children and the “free” lifestyle that they are accustomed to, this figure is quite impressive.<sup>43</sup>

The “A” nonformal course packet is equivalent to primary school, “B” is equivalent to Junior Secondary (middle school), while “C” is for Senior Secondary (high school) students. Once a child has completed the courses in each packet, they take an equivalency exam. The advantage of the nonformal ABC packets is that they are usually at convenient hours and in places closer to home. The packet courses also focus on the most important learning objectives, and classes are often smaller than in formal schools.

In some cases, interviewees—such as community leaders and tutors of street children—indicated that the frequency of sessions was insufficient; for example, 1.5 hours a week for three months for each subject. The frequency of sessions depends on the NGO partners’ proposals, in accordance with the available budget of the project and other resources of the NGOs, and is not necessarily determined by the project itself.

CDW often opt to take the ABC packets so that they can continue to work at the same time. An interview with some of the CDW indicates that it is very difficult for children to truly reduce their working hours so that they are in line with legal requirements<sup>44</sup> (eight hours or less per day). The challenge of the children, employers who abide by laws and help raise awareness of other employers, and the NGO staff to improve working conditions, is truly daunting. The process to improve conditions will require long-term awareness raising in the communities. The work of the project and implementing agencies is essential. As an NGO representative stated, “There should be continuity, there should not be just one project and then stop.”

#### ***Remedial Education***

The concept of implementing remedial courses was pilot tested under TBP I in two action programs and is now being expanded. It is one of the means by which the TBP II project is building on the experience acquired under the previous project.

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<sup>43</sup> Returning street children to formal schools is one of the most difficult processes. Many children are accustomed to living on the street and making their own decisions, and also fear the discrimination they may experience when returning to formal school.

<sup>44</sup> The law states a maximum of three hours per day of light work for 13–14 year olds, and a maximum of eight hours for 15–17 year olds, inclusive for non-hazardous work.

The remedial education program initiated in project areas has been very successful. Teachers and children find the remedial courses effective and interesting:

- Grades are up significantly, according to children in at least one area (e.g., from 5 to 8, 6 to 8, and 6 to 9).<sup>45</sup>
- Schools supported by the project's remedial education activities report that exam passing rates of working children are as good as those who do not work.<sup>46</sup>
- Teachers say they sometimes use new, effective learning methods in their regular classes.
- Teachers report that methods motivate them to not only work toward achieving better passing exam results in their classes, but to really helping children to learn.
- Teachers report that children now understand course material better, as opposed to just memorizing their lessons, and are more motivated in general.
- Children put into practice what they learned more than before.

Interestingly, children themselves are usually keen to attend the remedial education sessions. National exams to pass primary, junior secondary, and senior secondary school are very difficult and children have a high desire to pass them. They see the remedial education classes as a good opportunity to improve their chances of passing the exams. Also, the remedial education classes are taught using action-based learning methods, which are more motivating than the usual rote learning methods. As children in one school explained, "We enjoy it and do not mind the extra hours. The way they present the materials is good; the teacher explains things in an interesting way." Thus it is sometimes difficult for project implementing partners to tell students that they cannot attend remedial sessions because they do not meet all the selection criteria. As stated in Section 2.3, the project developed a good practice by deciding that, depending on the situation in each school, all interested children can attend, but only project beneficiaries are counted in the project monitoring system. Another good practice was the sharing of experiences among NGO workers in North Sumatra on how they facilitate teacher training. Such experience-sharing contributed to improving training content.

The remedial course also had some unexpected benefits according to some children, "We know each other better because of the remedial class. During the remedial classes there is more exchange." Some NGOs are integrating crafts training, music training, or other skills training in the remedial education classes. Children appreciate such activities, which also motivate them to attend the classes. Children from two different NGOs joined together for one of the interviews with the evaluation team. One of the groups had attended music training and demonstrated their skills, while the other children strongly suggested that they, too, should get such training from their NGO.

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<sup>45</sup> Grades in Indonesia are counted from 1 to 10, with 10 being the highest. A 10 is exceptional and perceived to be more difficult to obtain than an "A+" in the U.S. system.

<sup>46</sup> Most of the children in formal schools who also work, only work part-time. In one school, teachers reported, "100% of our children pass the exams now, and the results are better than even last year in terms of scores."

Despite the positive elements of the remedial education initiatives, there were a few other points to consider. In some cases children say they prefer to get help with school supplies as opposed to remedial education. This is mostly because remedial education is given to all children identified as *at risk of child labor*, including those who may not necessarily have learning difficulties. It is uncertain if providing school supplies is actually more effective in retaining children in school than remedial education. A comparative analysis could be useful to determine the relative effectiveness and efficiency of each of these methods.

In some cases, parents believe that remedial education is not useful, particularly when it prevents children from assisting them with after-school work or chores. Remedial education sessions in the locations visited are often held three to four times a week after school. School representatives note that they sometimes have to do a great deal of awareness raising among parents to ensure that they understand the usefulness of such education. Some parents feel that their children should spend time after school to assist with chores and/or doing various types of other work, which may include WFCL. They do not see the comparative added benefit of the remedial education.

The project education officer noted that some children need a special package, such as in the case of street children and CDW in particular, who have very specific needs as compared to plantation worker children. The education officer did try to integrate examples from different types of child labor into the materials, but she noted that more specialized materials might be even more effective. The evaluator believes that it would not be efficient to develop more specialized materials at this time in the project cycle, given the good quality of the existing materials and the degree to which they are appreciated at this point in time. For projects in other countries, however, the evaluator believes that it is better to at least build some flexibility into the design of the materials so that facilitators can adjust with the realities of children in different sectors. For some sectors it may be best to go even further than this and prepare special materials or modules for those children, including for street children and children coming from CSEC situations.

It will be important to track children over the long term, even beyond project completion, to assess the dropout rates of children who attended remedial education. Integrating a simple monitoring system in schools with project-initiated or replicated remedial education will help ensure a good assessment of the effectiveness.

Some teachers and heads of schools requested additional training on effective pedagogy. One headmaster also pointed out the importance of refresher training for teachers to ensure that they do not revert back to their old way of teaching. Teaching using *action learning methods* requires more preparation than simple rote teaching, which can be time consuming.

### ***Support for Nonformal Education Packet ABC***

The nonformal education packet is an important option for many of the children. Some of the beneficiaries are integrated into the nonformal education program through Packets A, B, or C.<sup>47</sup> One implementing agency noted that they are currently working with 100 children. Out of these,

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<sup>47</sup> See Bridging Courses section.

16 children are returning to formal school, 44 are working on one of the packets depending on their level, while 40 are attending skills training. According to some community leaders and teachers, some children even go back to formal school after completing one of the packets. This indicates that the packets are of good quality. The materials for the packets were developed by the Ministry of Education and are usually taught by formal school teachers in their spare time.

It is difficult to engage working children who have already dropped out of the learning process. As one tutor put it, “It is difficult to take children who are ‘asleep’ and make them aware of what is going on around them and study.” Weak inherent learning capacities of some of the beneficiaries are also noted as a factor that impedes the learning process.<sup>48</sup>

The payment per hour taught is too low, according to several groups of tutors interviewed. Teachers also stated that they need substantially more books for both the tutors and students.

In some cases, particularly in the case of CDW, implementing NGOs reported that they have a high rate of children who drop out of ABC packet courses.<sup>49</sup> This is largely due to the fact that many CDW frequently change employers or go back home if they do not like an employer. Quitting is often the only option for a child wishing to leave a difficult or even abusive employment situation. Many employers are not very concerned about their CDW quitting as they believe they can easily find another child to do their bidding.<sup>50</sup> For this reason, many employers are not very motivated to improve the child’s employment conditions.

The evaluation team did note a contrary and rather strange phenomenon in awareness raising work with CDWs. NGOs state that one of the ways to motivate employers to send their CDW to the center for education is to convince them that the child, “...will think it is a good opportunity to stay with their current employer. They will think the employer is kind by allowing them to go to the center, whereas another employer may not allow this.”

Children themselves are very pleased to be able to participate in the nonformal packet ABC courses. As one stated, “The thing I like most about coming here is to learn new knowledge. I also like meeting with friends here and participating in rallies about child labor.” CDW in particular are often isolated from other children of their age, so attending the nonformal education course has multiple benefits for their social and educational development. It is noteworthy that, according to employers and NGO workers, it is the very opportunity to socialize that many employers dislike and which prevents them from sending their CDW to the education program.

Some tutors also complained that the duration of the packet course is much too short. In one instance they reported that they only had three months to teach a packet through the AP. A principal reason was that it was difficult to identify sufficient children to enroll at the same time, so the children had to be trained in phases instead. Since action programs needed to be

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<sup>48</sup> Teachers note that many children appear to have a low Intelligence Quotient (IQ), although the children have never been tested and may be slow learners because of their social situation or because they have another undiagnosed learning disability not related to IQ.

<sup>49</sup> Children over the age of 15 are allowed to work up to eight hours per day in domestic work if the conditions are not hazardous/abusive.

<sup>50</sup> According to both NGO staff and other employers who are already “aware” of the dangers of abusing CDW.

completed within the planned time limit, this meant that the training programs needed to be completed in less time. Children in domestic work were also highly mobile, so NGO partners tried to provide the program over a shorter time period, to ensure that the whole program was covered. They also added that “The children are deeply interested in our activities but there are constraints from the family who want them to contribute to the family income. This also leads to absenteeism.” There is a relatively high rate of absenteeism in some locations. In one site, tutors reported that on any given day an average of 5 out of 25 children are absent. Employers sometimes do not allow the child time off to attend the classes. In another case, tutors reported that the NGO for which they teach does not provide packet C even though some of the children were ready and mature enough to follow this packet. Finally, some tutors noted that they are not paid if the students do not come to attend the session, which is demotivating.

One option to resolve some of these issues is to partially base the pay of the tutors on the number of their students who can pass a monthly test. Tutors could receive a base pay that is supplemented by a type of bonus in such a system. The monthly test could be graded by teachers not involved in the program. A variation of this method has been demonstrated elsewhere as effective to pushing teachers/tutors to work hard to motivate their students and teach them effectively.<sup>51</sup> Tutors also suggested that students also be given some type of small reward for success in their studies at various points during the course. Such a reward can be given during a special ceremony or event to further heighten its impact. Another idea offered by some of the tutors of street children was to provide a meal or snack when they come for their education as “most of them are hungry” when they appear for classes.<sup>52</sup>

### **3R: Rights, Responsibilities, and Representation Training Package**

*“I now know my rights. I have the right to have an education. I have the right to have protection, and the right to receive love.”*

#### **—Child beneficiary**

The 3R training module was adapted to Indonesia from a basic course developed by the ILO. The adaptation consisted of including Indonesian examples and changing the names of the characters to fit the local context. Master’s trainers further adapt the content to the situation in the locality where they implement the training course without too much difficulty. The elements of the 3R module are used in different project settings including integration in the pre-vocational course and as a stand-alone life skills module.

Local officials, teachers, parents, and children themselves appreciate the 3R/Life Skills module. The course is sometimes provided in abbreviated version, depending on the local resources. In several cases the course is provided for a total of only eight hours, usually once a week for one hour. As one teacher noted, “We think it is too short but we can only select 10 topics out of the module because we also already have to give the remedial course in our school.”

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<sup>51</sup> Experience of the Kalakar Trust Foundation in adolescent and adult literacy program, New Delhi, India.

<sup>52</sup> The provision of meals or nutritious snacks can only be useful in situations where hunger has been assessed to be a real problem. In some situations this problem will be greater than in others.

In at least one case the NGO comes to the schools to provide the 3R/Life Skills training, but school representatives request *training of trainers* for teachers so that they can continue to provide such training in the future.

### ***Vocational Training***

The project supports various approaches to skills training. Children in some action programs are receiving vocational training while preparations are underway to channel other children into apprenticeship training in formal enterprises.<sup>53</sup> Another approach, labeled “pre-vocational” training, is based on experience acquired in Aceh during TBP I. The pre-vocational program contents have recently been adapted and finalized. It is currently being introduced through a mini-program<sup>54</sup> before scaling up through action programs and by the government. These pre-vocational courses are for children at Junior Secondary school level in formal settings. The pre-vocational courses consist of a total of 72 hours of training of which half the hours cover basic vocational skills in different subjects and the remaining hours are spent on personal and social skills.<sup>55</sup> The personal and social skills component was developed together by the Ministry of Education (MONE) with the TBP II and the ILO Education, Skills, and Training Program (EAST) Project.

MONE representatives stated that the new Minister of Education is particularly interested in character-building on issues such as self-discipline and other life values. The Ministry considers the pre-vocational training (e.g., on personal and social skills) to be particularly relevant in this context.

MONE stated that it is a challenge to determine how to implement the pre-vocational training in all of the “open schools” and “one roof” schools. In remote areas the government has developed a “one roof” strategy to organize secondary school classes in primary school buildings where space and time allows it. This strategy makes it possible for children, particularly girls, to stay in school since they do not have to travel so far to attend junior secondary school. Open schools are located in CLCs that are established in communities where children can attend junior secondary school in a nonformal setting.

The MONE representative stated that, although a budget is available in some areas to implement such programs, the qualified human resources are not always available, particularly in eastern areas of the country. MONE staff members also noted that introducing such a course even in existing vocational schools is difficult because it requires more teacher skills and materials than existing courses.

Many stakeholders, including children, stated that the vocational training courses are too short.<sup>56</sup> Children in North Sumatra said that even though they had completed motorbike repair training, they could not yet find employment in repair workshops because their skill level was still too

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<sup>53</sup> At the time of the evaluation in October 2009.

<sup>54</sup> A mini-program is a smaller version of the action programs.

<sup>55</sup> Referred to in the program as “soft skills”.

<sup>56</sup> In one example, children received several hours of training on motorbike repair once a week for two months. In another case, children received sewing training three times per week for three hours during two months.

low. When the evaluation team asked what the children do with what they learned, they stated that they could just maintain their family's or their neighbor's motorbikes.<sup>57</sup>

Standard government training on motorbike repair is 250 hours, while the project only covers one-third of this time. Another problem is the lack of training centers at the district level; as a result, the project must work with private training centers, which can be comparatively expensive. Working through government centers is generally more favorable (i.e., sustainability is more likely) than working through private centers, which always depend on payment from outside sources.

Although the project has undertaken some steps to ensure that marketable skills are taught in vocational training, there is still room for improvement. In the case of motorbike training in North Sumatra, the demand for well-qualified mechanics clearly exists. Sewing training, however, is not substantially useful anymore because of competition from the many fashion stores that offer clothes at low prices, although this may differ between localities. In some places there may still be sufficient demand, in some cases just to repair clothing. Good labor market studies are needed to verify the exact situation and the level of skills needed for a real chance at earning an income with sewing.

As one interviewee stated, "A market survey is implemented through the NGO partners, but there is a flaw in the model." The model requires researchers to interview community inhabitants about the products that they need. The interviewers then go to local markets to determine what is sold and then determine which vocational skills are needed. The method presumes that the products are locally made even if this is not always the case. Sewing is a skill that is not much needed, but repair and small-scale trade are needed, which means that some skills are appropriately identified and others not so well.

Street children also expressed the desire for a much greater emphasis on and longer duration of vocational skills training. Many street children are not very interested to go back to school but are keen to learn technical skills. Street children cited wanting to learn to be performing artists (e.g., musicians); wanting to learn motorbike repair or repair of other machines; and wanting to learn to use computers. The project is already providing training in some of these skills to the street children (motorbike repair and computers). Good vocational training is, however, often more expensive than general education because of the cost of materials and equipment.

A number of the children interviewed also wanted to learn other skills than those offered through the project. These include computer training or to improve their musical skills so that they can become professional musicians and earn income by performing at weddings and other occasions.<sup>58</sup> When one street child asked for music training during the interview the evaluator asked how many other children wanted music training and all of those present eagerly put up their hand. NGOs also noted that they need more equipment to facilitate the children's learning processes.

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<sup>57</sup> Many families in this area have motorbikes that are sold locally to families through long-term loans.

<sup>58</sup> One NGO provides some music training, but it is very basic although well appreciated. Another NGO formerly had a music studio that was used to train the street children. Unfortunately some thieves ransacked the office and stole the equipment so that the initiative had to be stopped.

Another challenge the children face when attending vocational training is the distance to the training centers. Transport costs are a major impediment to all kinds of learning and have an impact on dropout levels and attendance in project activities. Despite these problems, however, the evaluator does not believe it would be useful to provide financial support for transport. The project also agrees that support for transport might be helpful in the short term but would not be sustainable. Compared with other countries, distances are not as excessive and are usually in the range of one to four kilometers. The risk of creating dependence on outside resources to pay for transport does not seem to outweigh the advantage of providing support. The implementing partners can, however, continue to try to find ways to reach the children as close to their locations as possible. Focus should be on using other means such as mobile education, apprenticeships, and opening centers in nearby nonformal and other sites needs to be maintained.

### ***Effectiveness of Linking with the Conditional Cash Transfer Program.***

*“The children would for sure be more likely to drop out if we did not have this help. It is important.”*

**—Parent**

*“I have some friends who do not get help from CCT, so they already dropped out.”*

**—Child beneficiary**

The CCT program is a good example of the creation of synergies although more coordination of the different agencies and other stakeholders is needed. Specifically, increased integration and synchronization of efforts of the local government, education department, the Department of Social Affairs, and the Ministry of Health are needed with the project. Together with the ILO EAST project on youth employment, the project plans to advocate for better coordination of the CCT program. The first step will take place in the form of a roundtable discussion of all the key government stakeholders to discuss the linkages between child labor and CCT.

The CCT program was initiated by the Indonesian Government as a pilot project to assist the poorest families with a monthly *stimulant*<sup>59</sup> paid by the government to improve their children’s access to education and health. The CCT program was conceived as a means to assist the country to reach the Millennium Development Goals.

The project works in tandem with the government to provide support to improve the quality of education and provide remedial education to children receiving CCT financial assistance.<sup>60</sup> The CCT program has two main components. One component consists of providing support to some children who have already dropped out, and another supports children still in school but at risk of dropping out. The project is only providing support to children who are still in school but at risk of dropping out and at risk of child labor. In 2009 the government provided stimulants to families in 100 districts and projects to cover 150 districts in 2010.

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<sup>59</sup> Term used by the Ministry of Manpower and Transmigration.

<sup>60</sup> Government CCT support will be referred to in the report as “financial support,” and project support will be referred to as “educational support.”

The number of children to be prevented from child labor through the collaborative effort with the TBP II project is 10,000.

Family poverty level and eligibility for CCT is calculated using 14 different variables, including condition of dwelling, caloric intake, consumption pattern, and other such indicators. The first families to receive CCT were selected in 2007, and some irregularities were noted in the selection process at the time. It should be noted that the project is not responsible for the transparency of selection of families for the CCT program. The evaluation team found that the stakeholders were very positive about the support they receive through the CCT program. Parents and children in particular report that the financial support is very helpful to keep the children in school. The education support provided by the project is also very well appreciated. Since the time that the project has become involved in the CCT program, the quality of the selection of families appears to be more transparent and with fewer irregularities as supported by recent monitoring by the Central Government.

The project and the stakeholders face a number of implementation challenges. Children in the CCT program are often quite dispersed. As a result the project needs to cover a wide geographic area with education activities to reach the expected number of children, which drives up the cost substantially. In fact, the project has already requested that the figure for the number of children to be prevented through the CCT program be changed from 10,000 to 7,500, while keeping the overall figure for children to be prevented steady at 16,000. The evaluator is inclined to concur that changing the proportions is more likely to lead to success in achieving the overall targets. The number of children still in the CCT project efforts will still ensure that statistically relevant numbers can be achieved to analyze the impact of the project initiatives on the CCT beneficiaries.

The evaluation team requested parents and children to explain the importance of the CCT financial support as compared with the education support provided through the project. Parents in particular noted that the key was the financial support and, although they very much appreciated the educational support and thought it was effective, they did not feel that it provided real additional incentive to keep children in school. The question, therefore, needs to be asked whether the financial support by itself would be sufficient to prevent dropout and child labor. The project does plan an impact assessment to determine the added value of the education support, but the evaluator suggests that it is important to include a control group of children receiving only CCT to determine the real difference. The ultimate goal of the TBP project is to reduce WFCL through education. The project is not only an education project. The evaluator does not wish to argue against educational support in the form of remedial education and life skills training, but it is important not to lose sight of the overall purpose of the project.

The number of children included in the CCT program is actually far less than the actual need, according to government officials from senior government representatives at the Ministry of Manpower and Transmigration (MoMT) to subdistrict officials and village heads.

Ministry of Social Affairs (MoSA) officials state that they need more information about the ILO efforts in the CCT program. Although the project has been in contact with the MoSA, the ministry believes that they need more information on progress and data gathered through

monitoring and evaluation in the field. The project staff concurs that the MoSA senior staff are very active and wish to be closely involved to improve their capacities on issues such as managing bidding processes.

Some stakeholders, including worker organizations at the national and local level, are of the opinion that CCT may help children stay in school, but it does not really address the root cause of the problem over the long term, which is poverty. A comparative analysis of parents involved in income-generating activities, credit unions/cooperatives, and training on entrepreneurship with families receiving CCT may be useful.

Other challenges include the observation of some NGOs that parents often use the financial stimulant to purchase consumption items instead of spending it on school supplies and other education-related items. Parents sometimes see the financial stimulant as a reward for keeping their child in school, not as a supplement to help them to keep the child in school. Such an attitude is problematic considering the fact that many parents and other stakeholders complain that the actual amount of the CCT stimulant is too low to cover costs such as transport to schools.<sup>61</sup>

In some cases, children are withdrawn from school and sent to work despite the CCT support, with parents saying, “We do not care if the CCT stops. Our child has to work.”<sup>62</sup> Studying alternatives such as channeling CCT through schools for supplies and other costs may be more useful. It is worth noting, however, that the government already provides schools with a fund, the School Operations Fund, or *Biaya Operasional Sekolah* (BOS), to cover local needs, which some schools opt to use to purchase school supplies for vulnerable children.<sup>63</sup>

Other comments from stakeholders include the remark from one NGO that “90% of the school teachers in our area do not know that some of their students benefit from CCT.” There is only limited connection between the schools and the overall CCT program. The coordination between MONE and MoSA is not very strong in this regard. In the case of the project, however, the schools and the CCT program are better linked. While children have a right to privacy regarding certain issues, it can still be useful for teachers to know which children receive CCT so that they can consider this fact when interacting with parents.

Yet one more challenge is the fact that some children are forced to attend private schools if they fail exit exams, which automatically implies greater cost. To keep standards high, children in Indonesia have to take exams at the end of primary, junior secondary, and senior secondary school. If a child fails such an exam, they cannot continue in public school despite the fact that in Indonesia nine years of education is compulsory. The private schools available to the poor are often of lesser quality than the public schools. Children from poor families are generally more

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<sup>61</sup> Families receive the equivalent of approximately US\$10 per month, but this amount may be slightly more if the family has several children.

<sup>62</sup> According to one NGO. In other cases, NGOs state that none of the children in their program has yet dropped out.

<sup>63</sup> In 2005, the government launched a program called BOS (*Biaya Operasional Sekolah*, or School Operations Fund) as a way of injecting funds directly into schools in order to keep children in school and give schools some flexibility in managing their own funds. Supporting this and the decentralization effort in general, the government has moved to anchor the principles of School-Based Management in the national education system and also to provide a framework of National Standards for Education (World Bank, 2009).

likely to fail an exam because of more limited support of various kinds. Families receiving CCT sometimes have to spend the money to pay for the private school that their child attends.<sup>64</sup> The end result is that the government pays for the child's education either in public school or, through CCT, in a private school. Such a situation appears somewhat contradictory.

### **Community Learning Centers**

The project collaborates with CLC to implement nonformal and other activities.<sup>65</sup> The CLC can be established by the communities or by the local government. The community-initiated CLC can eventually be formally recognized by the government as certified places of learning, but they have to meet certain requirements. Requirements include being operational for at least one year, teaching early childhood education for at least one year, and associating with at least four qualified senior high school teachers. Interviewees reported that the community-initiated CLC are sometimes better suited to implementing project activities than the official government centers because there is a higher level of ownership.

In some locations, the project found that there was no good government-approved CLC. One NGO noted that under TBP I there was no requirement that the CLC needed to be formally registered, but that the government had changed the regulations so that under TBP II this is a precondition. Children attend a CLC that is not formally regulated, but they will not be allowed to take a government exam. The purpose of this change in regulations is to ensure higher quality, but this approach is limiting the access of child laborers and other children to nonformal education. According to some interviewees, even the government-initiated learning centers are not necessarily always of high quality. In one instance, an implementing partner was able to set up a second center in the community to implement project activities and is expected to be formally recognized by the government soon. Advocacy to allow children to take the government exam regardless of their place of learning is needed.

### **3.2.2. Improvement of Economic Security and Livelihoods of Families with Children in or at Risk of Child Labor**

*“It would be impossible to withdraw the children from child labor without a program on livelihoods such as the one we are getting. Otherwise the children need to work.”*

**—Parent**

The project has started to address one of the principal causes of child labor by providing support to improve economic security to 2,000 family members in five provinces: North Sumatra, Lampung, West Java, East Java, and Jakarta (the capital). Support is provided through entrepreneurship training for parents and assistance with self-managed credit unions and other activities. The parents with whom the evaluation team met were very interested in these project

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<sup>64</sup> Some private schools also receive the BOS support from the government (see previous footnote). Private schools receiving BOS are not allowed to charge school fees.

<sup>65</sup> CLC are the community-initiated centers and, in fact, Learning Centers are the government-initiated centers. The names are very similar since the Learning Centers are also located at community level, which can lead to confusion. For this reason, the evaluator has elected to just use the term CLC for both types of centers.

activities. Parents appreciated the entrepreneurship training and said they found it useful although they considered some parts on accounting to be difficult. Parents also stated that such activities were a good start but that they still need financial support to be able to implement what they have learned. The credit unions that they have started are functioning only with their own savings, so it will be some time before significant loans can actually be provided to members.<sup>66</sup> In the meantime, some parents have been able to start or improve their economic activities, so there has been some progress. Some parents, for example, reported being able to purchase stock for their existing or new very small trade enterprise or were able to purchase a goat. The number of parents involved in these programs is still very small and even if the project reaches its target it will only be reaching a small number of the families that need such support.

A major challenge that the project faces is reaching parents of children already in the program. Normally it would be desirable to provide such support to the families of child beneficiaries, as it will help ensure synergy to improve the sustainability of the efforts undertaken. NGOs report that families of child beneficiaries are very dispersed in some of the areas, so it is difficult to organize them into groups and not all parents of beneficiaries are interested in joining. Another challenging aspect is the fact that, when credit unions or savings groups self-organize, it is not possible to limit membership only to those parents whose children are at risk of child labor or trafficking. This approach, however, can be beneficial because the savings and lending cooperative group can eventually form the basis for a representative education/trafficking community group. In one case, the NGO ultimately organized 700 community members in a credit union<sup>67</sup> but only counted the parents of children who were withdrawn for monitoring purposes.

One local workers organization noted that they can also help develop income-generation options for both parents and children. So far, worker organizations have not yet been involved in any action programs because of the design of the call for bids. The call for bids for the action programs is highly focused on prevention and withdrawal, leaving only mini-projects for other activities. The local worker organization in Jember suggested that they could assist with projects such as cattle breeding, which even children can do to raise money for school expenses.<sup>68</sup>

In Central Jampang subdistrict in the Sukhabumi area, which is a common source of trafficked children, the implementing partner worked with local women to start a lending and savings cooperative as part of their strategy to gain the trust of the local community. Obtaining trust of community dwellers is a major requirement to being able to address sensitive issues such as trafficking. As one project officer stated, “We usually cannot talk directly about child labor with them. We talk more about poverty and education first.”

It should be added that the NGO in Sukhabumi does explain to the community members from the beginning that trafficking will be an issue that they will work on once the community is organized. The implementing partner provided training on community organization, gender

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<sup>66</sup> Some parents in North Sumatra reported being able to borrow small sums of approximately US\$11 to purchase, for example, a rooster and a hen. These amounts are not sufficient to have a substantial impact on income generation.

<sup>67</sup> In North Sumatra.

<sup>68</sup> According to the worker organization, the children can raise a calf to the point of sale twice a year, which should suffice to obtain enough income for basic school expenses.

issues, and the SIYB module. The NGO noted that they do face the challenge of simplifying and abbreviating all of the materials because of the low level of understanding and the lack of time of the villagers. Participants stated that they found some of the SIYB course sections easy to understand but difficult to apply. Some parents reported that they did apply the accounting for their small economic activities such as in household goods trade, selling of phone cards, women's veils, and other items.

The project staff members report that it is difficult to identify agencies that are experienced and capable of organizing effective credit unions/cooperatives. USDOL has agreed that the project can invite agencies to go to a new area to work where they have never operated before, but that is not so easy. Agencies often do not really want to work in a new area and require higher incentives such as good coverage of their transportation costs. One option is to improve capacity strengthening of NGOs with less experience on such issues through field exchanges and/or support from other NGOs. An experienced NGO might, for example, be delegated as a trainer and adviser that makes occasional visits to other NGOs that are trying to implement credit unions/cooperatives.

In some locations it is also difficult to gain the interest of parents to attend such training and join groups. As one project officer stated, "It really depends on the culture of the area. It can be very easy in some places as compared with others. In one village the village head even invited people to attend a meeting to inform them of the workshops, but no one came!"

### **3.2.3 Sector-Specific Lessons Learned Regarding the Types and Effectiveness of the Services Provided**

#### ***Children on Plantations***

One major problem the project faces is the insistence of employers in several plantations that there is no child labor in their area. As one interviewee stated, "They say that there is no child labor in their plantation, but if you go you there see that the children are doing many activities." Plantations may be large organized areas where hired labor perform the work or may be divided into community plots. The smaller plots are managed by individual families for the plantation owners. In such community plots, parents usually ask help from their family members because they feel they cannot do the work alone. Plantation owners say that they are not responsible for what happens on such community plots, although this is not different from garment subcontract work. In the field of garment production, large companies are already being made responsible for the child labor and other working conditions of their suppliers and subcontracting. Awareness-raising of plantation owners, particularly through the new district action committees and community groups as well as employers organizations, needs increased focus in the remainder of the project.

Children on plantations can earn fairly decent amounts as compared with adults, which makes working to promote their education and withdraw or prevent them from WFCL difficult. From

the age of 15, they start earning the same in the plantation as an adult, about 50,000 rupiah for a full day's work, as compared with teachers who earn 300,000 to 600,000 rupiah per month.<sup>69</sup>

Transport problems to education centers are particularly acute because distances are greater in rural areas and roads are usually very poor. Some employers in plantation areas are frustrated because they say they pay taxes that are supposed to cover improvements to road and education infrastructures. Employers state, however, that district officials believe that plantation owners should improve the local roads near their plantations themselves. This situation perpetuates the poverty of the areas, affects access to education, and—logically—in the long term also profits of the plantations.

The degree of cooperation of plantation owners is highly variable. In one area the plantation is quite cooperative, but in another the NGO is not even allowed to enter the plantation grounds, which includes several villages. The NGO representatives were told that the people who work there are “owned” by the plantation company. The children can only be reached if they come out of the plantation territory, but it is important to be able to talk to them and their families in their own homes.

### ***Children in Hidden Sectors: CSEC, Domestic Service, and Street Children***

The project is beginning to contribute to effective provision of services to children in the challenging and “hidden” populations of domestic service, street children at risk of drug trafficking, and children trafficked for CSEC. The challenges of working with these sectors are multiple, some of which were already discussed in the previous section.

The children are often hidden even more carefully from those people who wish to help them. Project staff members state that reaching the most vulnerable and exploited among the hidden children is still a great difficulty. As one person stated, “So far the action programs have reached some hidden children, but not necessarily those in the most extreme hazardous conditions since, in such cases, it is not even possible to enter the house and discuss with a CDW.”

The project is already contributing to reducing the trafficking of children according to several stakeholders. One official from a subdistrict office stated that the project has helped to reduce the number of children trafficked, although it is difficult to obtain exact data. A child may simply be reported as moved to an address in another village from where the child is then actually trafficked. The strengthening of the networking system for the actors involved in the trafficking return and reintegration process is very challenging, however.

One group of community members in an area that is a source of trafficking noted that competing with traffickers can be very challenging. Traffickers can be quite dismissive of the efforts of parents and other community members who try to create awareness against trafficking, saying, “Don't listen to the mothers and fathers about trafficking. They are only talking. They have no money to give you.” These community members add that they need more financial resources to be able to compete with the traffickers. In the case of street children, NGO staff report a similar problem—children compare any such program with the financial benefits the child can get on the street in the short term.

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<sup>69</sup> According to NGO workers in North Sumatra.

The project contributed to the development of a reintegration and referral system for children at risk of trafficking in some areas. According to the implementing partners and concerned government staff, most of the children are very traumatized and almost all are children in CSEC. Although the children will not easily report that they were in CSEC, almost all test positive for at least one sexually transmitted infection. Although this is not proof of being in CSEC, NGO workers pointed out that it is at least a strong indication of CSEC or abuse. Few trafficked children have the time for romantic relationships that could have resulted in a sexually transmitted infection.

The project builds on previous experience of other ILO projects and has developed a special monitoring system to track children who were reintegrated after being trafficked. The monitoring system shows signs of being effective to reduce re-trafficking according to NGOs and government shelter partners. According to one government agency estimates of the risk of re-trafficking of children who have been reintegrated are as high as 50%.

Children are visited twice after being personally returned to their community by project-supported partners. The NGO partner visits the community to trace the family and verify the address as well as to assess whether the child can be sent back to the family. NGO partners also identify local individuals or government officials who can assist in monitoring the child once reintegrated. One of the problems working with the local officials is the relatively high frequency of reassignment of officials to other locations. NGO partners try to involve local officials, NGOs, and other trusted individuals to monitor the children, but unless there is outside verification it is impossible to be certain that such monitoring occurs. The action program allocates funds for the implementing partners to conduct a monitoring visit at least once every three months for the first six months. Such outside monitoring visits, however, are not a financially sustainable option for the government to take over, particularly in isolated locations.

If the child is in relatively good health, he or she can usually be accepted back into the community easily, but if the child is ill or pregnant, it is very difficult. Reintegration initiatives are quite expensive since children who are trafficked are often from remote villages.

In cases where a child is re-trafficked, Department of Social Affairs social workers state that it is usually because either the family forced the child to be trafficked again and/or there was pressure from other community members. The continual reassignment of local government staff to new locations poses a challenge because partners need to repeat their awareness and linking every time. The reassignment of local government staff is also difficult because when a child is “handed over to one local government official but then another person takes their place, we cannot be sure the next person will follow up.” Since children are returned to a wide range of communities, this is especially problematic. In many locations there are also few local partners in the children’s places of origin who can help with monitoring, so accompanying social workers need to work with the village head or local school head.<sup>70</sup>

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<sup>70</sup> Although most of the time such individuals are reported to be helpful, there are cases where village heads and other local persons are actually traffickers themselves.

Interviewees working on trafficking noted that they still have a need for further capacity building because the problem grows more and more complex, particularly in the area of monitoring and counseling. New trafficking methods and types of trafficking are continually being developed, while support networks are still fluid and not fully identified. Additional work is also needed to strengthen networking between actors in the whole return and reintegration process down to the local level.

The methods developed to work with CDW consist of working intensively through local communities. One NGO described how ideas to promote education for CDW are first informally launched through gatherings of religious neighborhood groups and associations. Groups are asked to provide data on the CDW in their area; following this, the NGO does a mapping exercise. The CDW are visited individually by NGO staff members, who also try to discuss the problem with the employers. The NGO also asks local women group leaders to create awareness among their members.

Most of the children attend nonformal education through using Packets A, B, or C on the weekends. Children are also counseled while attending classes and provided with information about abuse. As an NGO staff member stated, “We provide training to the children to understand what abuse is because they sometimes think it is normal for the employer to yell and degrade them.”

Children themselves provided one sad note during their evaluation focus group discussion: “In our experience, most of our friends are not interested in learning and say, ‘Whatever we learn, we will come again and be domestic workers, so why learn? What is the use?’”

One NGO reported that approximately 4 out of 10 employers whom they contact are resistant. Often employers are afraid to allow their CDW to attend education because, according to the NGO but also according to child domestic workers themselves, they fear that the children will have “uncontrolled friendships with other domestic workers, which will interfere with the work. They are afraid the children will talk to each other about the employer and will ask for a raise in their salary. They prefer to isolate their child worker.”

Some employers of child domestic workers express positive attitudes toward ensuring child workers are educated. There are even cases where employers bring the child directly to the NGO to register them for education. The employers interviewed noted that much more effort is needed to reach and convince other employers.

A focus group with some employers was quite enlightening. The employers who arrived for the focus group were mostly teachers and were also active in raising the awareness of other employers to educate their CDW and improve their working conditions. The employers stated that they felt that teachers understand the problems of children better than young working couples who are just concerned about having someone to help out with the housekeeping and children. The evaluation team was unable to interview employers holding negative attitudes, presumably because such individuals are not willing to speak with the evaluation team.

One of the employers conducting awareness-raising was so moved about the almost aggressive behavior of other employers toward her that she started to cry. Others present also expressed

their extreme frustration about working on this issue with other employers and mentioned that they had lost several friends as a result.

The challenges of working with CDW starts with identifying them. Gaining permission to allow the child to attend nonformal education is the next challenge, while working to improve their working conditions is the most challenging of all.<sup>71</sup> The NGOs working on this issue are very committed, however, and have developed a community-based model that is making inroads. Much more effort is needed over the long term, however, for substantial social change to occur.

NGOs working with street children find that gaining their trust and working to interest them in education is particularly difficult. The conditions under which such children live are difficult to understand, particularly if they are already involved in drug selling. Many such children already use drugs. In one case the NGO reported that some of their former beneficiaries—under a previous program—have even died of drug abuse. As stated in Section 2.1, it is difficult to be sure that a particular child is actually involved in drugs, as it is not something that is very easy to verify. The evaluation team was impressed to see, however, that a large number of street children were sufficiently interested in the implementing partner education activities to come to meet the evaluators for focus group discussions.<sup>72</sup>

### **3.2.4 Addressing Gender Strategic and Practical Needs of Boys and Girls**

The interventions address the gender strategic and practical needs of boys and girls and the prevailing gender practices that contribute to incidences of the worst forms of child labor.

The project accommodates activities to ensure that the number of boys and girls is balanced according to the realities in each sector. In CDW and CSEC, most of the children are female, while among plantation workers and street children, both boys and girls are represented. Attention to gender issues is mainstreamed into each of the approved action program proposals.<sup>73</sup> Training modules include attention to gender issues but could be intensified and also include awareness-raising on equal rights and domestic violence, which is high in some locations.

At the action program level, baseline data are disaggregated according to gender, and an analysis is conducted of the specific activities of boys and girls preceding each program. Among plantation workers, for example, the boys are often more involved in planting, while the girls are comparatively working more frequently in the warehouses (e.g., processing).<sup>74</sup>

Gender equality awareness-raising is brought to children's attention through, for example, the 3R module. Some interviewees stated that more attention to gender issues in training and other activities is still needed.<sup>75</sup> Increasing awareness of gender issues is difficult, however, because

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<sup>71</sup> Particularly to reduce their working hours, which remains a major difficulty according to the children interviewed.

<sup>72</sup> Number of children attending was about 50.

<sup>73</sup> Link Penguatan Rakyat (2008) and other Action Program documents.

<sup>74</sup> In East Java, for example.

<sup>75</sup> Comments on increasing attention to gender issues were made by men and women, government and NGO representatives, as well as other interviewees.

the concepts included are very different from the children's everyday realities. There were no indications of gender-differentiated impacts yet at the time of the fieldwork for the midterm evaluation.<sup>76</sup>

NGO staff members pay attention to gender issues during their fieldwork. In Sukhabumi the implementing NGO is conducting gender equality training with local women's groups. Some NGOs are including GET Ahead training—or components of the GET Ahead training—for parents because it includes aspects that are specifically adapted to the situation of women.<sup>77</sup>

One project staff member noted that men predominate in meetings with district officials, so more attention needs to be paid to help female district officials to strengthen their capacities on child labor and education issues.

### **3.2.5 Creating Community Ownership**

*“We are proud because we can assist the victims of trafficking and also help the poor. We also find that we can communicate directly with other members of the community.”*

**—Community group member**

Many models exist that can contribute to community ownership and community capacities on efforts to decrease WFCL and increase the participation of children in education. Developing community ownership is often most effectively achieved by involving community members to work on an issue together. In the case of ILO, a common model to achieve ownership is to work on the development of a community-based Child Labor Monitoring System. Community members work together to identify children who need to be withdrawn or prevented from child labor, provide input into action program activities, and monitor the progress toward meeting the objectives. The ultimate goal is to create child labor monitoring groups<sup>78</sup> that will continue to sustain activities on child labor and education into the future. The evaluator is of the opinion that such groups do not need to be created anew in each community since some communities already have well-functioning groups that can take on such tasks. The options need to be assessed separately in each community and depend on the local situation.

At the time of the evaluation, only 9 out of 23 action programs included the development of a community child labor monitoring system. The evaluator does not believe that child labor monitoring systems are the only means of achieving community ownership, but the model has proven to be effective in a range of countries and settings.

Unfortunately, not all implementing partners have the capacity or willingness to work on such models. The lack of capacity of many implementing partners to carry out effective community organizing is a major challenge for the project. The evaluation team found that, even where the NGO management has a long history of experience with community organizing, they cannot always find local staff with sufficient capacities. Developing capacities in community organizing

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<sup>76</sup> October 2009.

<sup>77</sup> In North Sumatra, for example.

<sup>78</sup> Such a group can have different names depending on the choice of the members and may not always be called Child Labour Monitoring Groups.

is not an easy task and cannot be achieved through providing training alone. Practical experience in the field with guidance by senior staff is needed for fieldworkers to fine-tune such skills.

Where NGOs work through already established groups, they need to add new roles on WFCL in an organized manner. Whether through a new or existing group, a community-based action program needs to be developed and adopted by the group concerned. In the long term, unless already existing local groups develop such a community action program, it is unlikely that they will sustain their work on this subject. The evaluation team noted that several NGOs are having some difficulties to do this sufficiently, partially due to low capacities in community organizing and also because it is difficult to build awareness and commitment.

The high-quality work of some NGOs stood in sharp contrast to the work of other NGOs regarding community organizing. The evaluation team met with two community groups, for example, that were still quite new but were clearly already very motivated and organized. These community groups were already talking about how they will take their work forward for the long term and even extend to new locations. In several other places the evaluation team did meet community people who were interested in eliminating WFCL and promoting education, but they came forward more as individual community representatives as opposed to a group. The project cannot be held responsible for all of the capacity strengthening of the capacities of NGO field staff. The project faces a very difficult situation with regard to such community organizing in some locations, which is exacerbated by the combination of the sensitivity of the child labor sectors, complicated local context and low NGO capacities.

### **3.3 INCREASING AWARENESS AND UNDERSTANDING OF THE DANGERS OF CHILD LABOR**

*“The biggest problem we have is how to increase the awareness of the population that children should access education.”*

**—Project staff member**

The project has undertaken good initiatives on awareness-raising at different levels, but more work is needed to reach a broader audience and deepen understanding. Awareness of the risks of child labor has increased, particularly among the direct beneficiaries, their families, and some other groups at district level.

Door-to-door awareness-raising was particularly effective—as opposed to group awareness-raising and meetings alone—and is a good practice. The project has made special efforts to ensure this is applied despite the distances between houses of (potential) beneficiaries. The short duration and low budgets of the action programs does limit the number of visits that can be made.

A wide range of interviewees do stress that more time is needed to ensure that awareness and understanding reach their maximum potential. Interviewees consider the action programs in communities to be too short to allow the implementing partners to take sufficient time to build thorough awareness. Building trust so that people will listen takes time and intensive interaction.

As one person said: “We really need to take time to sit with the community. We need a more in-depth approach to the community and how to change their attitude. It is easy to just transmit the information about the dangers of child labor, but it may not be effective.”

Children who were interviewed for the evaluation were clearly convinced of the necessity of education and the dangers of WFCL.<sup>79</sup> A group of children prevented from trafficking in a high-migration area stated several typical reasons why they want to stay in school:

- “None of us want to work outside the village.”
- “Education is more important than money.”
- “I am too young. I should be at least 18.”
- “It is bad because the employer might beat us. They often do not give the salary. We can get pregnant. I have heard from my friends and teachers that bad things happen.”

The children do talk about their friends who are not yet convinced and, particularly for those working in plantations, appreciate the money they can earn. Some stakeholders indicated that, for children in plantation areas, awareness-raising to ensure that children stay in school during the harvesting season needs to be intensified.

The project also ensures that there is coverage of the project activities in the mass media, at the national level, but also particularly at the local level.<sup>80</sup> Media coverage occurs when an action program is launched and on other occasions such as World Day Against Child Labour. The project staff is also invited to speak on television and radio, including on Voice of America and Radio Nederland. At the same time, some of the implementing partners are of the opinion that the potential of the media is still not fully realized. They note that the project staff is most active with the media but that more can be done to ensure that implementing partners are also fully engaged.<sup>81</sup>

The quality of awareness-raising materials, posters, pamphlets, and other materials is quite good. Messages are clear, they are action-oriented, and visuals are not overly cluttered. The project also promotes the use of materials developed by other agencies such as Save the Children Federation and International Organization for Migration by their implementing partners.

The current design of the action programs, which concentrates on withdrawal and prevention, limits the amount of funding allocated to awareness-raising. According to the current project implementation guidelines, all action programs should be subcontracted. Mini-programs with budgets of US\$5,000 or less can be oriented toward awareness-raising activities, but such actions tend to be limited.

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<sup>79</sup> It is important to note, however, that many of the groups of children interviewed were preselected for the interviews. The reasons were usually practical, given that children had to make a special trip to come and meet the evaluation team since the team could not meet them all individually. In some schools where children receive remedial education, the team was able to select the children from classrooms.

<sup>80</sup> ILO-IPEC Jakarta & EAST Project (2009).

<sup>81</sup> One action program that does include substantial mass-media involvement is being initiated.

Employers and worker organizations at both the national and local level believe that there is broader scope for their greater involvement in awareness-raising, an idea also supported by project staff. As one worker organization member noted, “Our strength is to do advocacy and awareness-raising. We want to work with the parents and get them to prioritize education.”

One suggestion was to have greater efforts to involve village leaders and religious leaders in plantation areas to advocate with plantation owners. Some interviewees noted that it would be useful to increase awareness-raising and advocacy skills of tutors and other individuals involved in implementing the action programs.

### **3.4 ENHANCING AND ENFORCING POLICY AND LEGISLATIVE FRAMEWORK FOR CHILD LABOR**

The government has adopted a range of laws as well as presidential and ministerial decrees related to child labor and trafficking.<sup>82</sup> Most of these laws and decrees were adopted during the implementation of TBP I. Child labor was also already mainstreamed into major existing policy and strategy documents during TBP I. The project is currently working to ensure that child labor will continue to be included in strategy documents such as the Midterm Development Plan 2010–2014 and the United Nations Development Assistance Framework 2010–2014. According to a representative of BAPENAS, child labor is one of the key areas of focus of the government and will be explicitly included in the new development plan. The strategic planning of each government ministry is prepared in parallel to the central government development plan.

At the local level the project is supporting the development of District Action Committees on Child Labor and providing input into the development of a local regulation on WFCL in one district. In West Java, the project plans to assist the province to develop and implement regulation for their overall provincial regulation on trafficking in persons.

During the second half of the project, more effort will need to be directed toward further development and, in particular, the enforcement of policies, laws, and regulations, particularly at the district level. At the national level many government officials still saw the project as an externally driven activity instead of as part of a nationally owned strategy to eliminate WFCL. Officials do appreciate the fact that the project director is Indonesian, and some were initially surprised about this decision.

### **3.5 ENGAGING PRIVATE SECTOR EMPLOYERS AND WORKERS**

Indonesia has recently adopted legislation that employers should have corporate social responsibility programs. Implementation of this law will require a government regulation that is not yet in place. Most private sector employers do not agree with this legislation claiming that it can lead to corruption if it is implemented. While including activities in corporate social responsibility (CSR) schemes are an option, this is not always appropriate in every setting. In the case of large enterprises, CSR schemes are often determined based on the personal interests of senior managers, which may not be well matched to local problems. As one interviewee pointed

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<sup>82</sup> International Labour Organization, Jakarta (2008), p. 5.

out, activities on CSR are sometimes carried out in other locations than those where the company needs to intensively address WFCL. Channeling efforts only through CSR schemes may also lead to an attitude that a particular issue is already being addressed through CSR, so nothing more needs to be done.<sup>83</sup> CSR is rare among medium enterprises and almost nonexistent in small enterprises, while informal economy enterprises are not concerned with CSR. Some of these concerns are general to CSR activities but interviewees—including a person from one employer organization—indicated that these points are also relevant to child labor. Despite these concerns, however, working with employers to invest at least some of their CSR efforts into the elimination of WFCL needs to be increased.

The project had not yet worked intensively with the private sector at the time of the midterm evaluation. The project did try to involve one group of employers to implement an action program, but their budget proposal was too high. The project is undertaking further efforts to work with employers to build partnerships and leverage resources.

Employer organizations note that they can contribute more to the elimination of WFCL, but that all stakeholders need to clearly play their part. Some employers feel that the burden is placed unfairly only on them. One of the constraints the project faces is that most activities are implemented through action programs and a few mini-programs. In fact, experience in other countries indicates that employers do not necessarily have to receive some type of financial support to be active to work on WFCL. They can contribute by mainstreaming efforts on WFCL into their policies and strategies and including awareness-raising information in their newsletters and other communications.

As already stated in Section 3.3 on awareness-raising, the project can work more intensively with worker organizations to be active in the awareness-raising component of the project. Worker organizations also see a role for themselves that is not limited to mere consultation on activities to be implemented. Worker organizations at national and local levels stated they can push enterprises to adopt workplace policies against WFCL. Worker organizations can, furthermore, develop their own policies and mechanisms to ensure that employers actually apply their policies as well as government legislation and regulations.

The National Teachers' Union is not yet sufficiently involved in current project activities. The Teachers' Union was quite active to collaborate in the past on issues such as the development of teacher kits on child labor and other activities. Recently they have started collaboration with a Japanese Trade Union to update the kits through an ILO-IPEC project, which works in collaboration with the TBP II project (see Section 6.1). The Teachers' Union has major difficulties collecting dues from their over 1.5 million members, but they do work actively on many education policies and teacher benefits issues.<sup>84</sup> The Teachers' Union network across the country offers a major conduit to communicate with teachers in different types of schools.

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<sup>83</sup> As is the case in some places where HIV in the workplace projects are carried out.

<sup>84</sup> According to a PGRI representative. "We are the only country where the teachers managed to get the government to commit to 20% for the education budget in accordance with our constitution."

### **3.6 CAPACITY STRENGTHENING OF GOVERNMENT OFFICIALS AND PRIVATE SECTOR PARTNERS**

The project is working to increase the capacities of government officials, particularly at the district level in the context of the establishment of District Action Committees.<sup>85</sup> Capacity strengthening is through personal interaction with project staff members and implementing partners as well as through participation in workshops and meetings. As the district committees continue to be established, capacity strengthening of the members will need to be intensified. At the national level, many government officials—some employers and worker organization representatives—have already been included in efforts under previous ILO projects as well as that of the Save the Children Federation. Capacity strengthening continues at the national level through personal dialogue and discussions in the National Steering Committee and other settings. At the district level, the establishment of the District Action Committees means that more needs to be done to increase capacities of officials to supervise and monitor the implementation of actions on child labor.

### **3.7 CAPACITY STRENGTHENING OF PROJECT IMPLEMENTING PARTNERS**

The project implemented capacity strengthening for implementing partners—particularly NGO partners—through training on Design, Management, and Evaluation (implemented by NGO network Jarak), training on Life Skills Education using the 3R Kit, and training on the Direct Beneficiaries Monitoring and Reporting (DBMR). Implementing partners were also assisted with capacity strengthening through the direct technical support of project staff during fieldwork. Continued capacity strengthening is needed.

### **3.8 PROJECT MONITORING**

The project implements the DBMR system under ILO development.<sup>86</sup> ILO Headquarters is in the process of developing and testing a DBMR system that will allow for comparison of child labor initiatives with direct beneficiaries across programs and countries. The ILO Headquarters specialist in charge of the development of the DBMR noted that he is impressed with the serious efforts and quality of the work of the project on the system so far.

Overall, implementing partners consider the DBMR useful but found it difficult that it was late in arriving, time-consuming to use, and still too complicated. The DBMR guidelines document is well detailed, but the amount of data to be collected and entered is vast and the form layout is complex. Implementing partners indicated that they sometimes already had piles of forms to enter into the database by the time the software for data entry arrived.<sup>87</sup> Some interviewees also commented that the software program for the DBMR is not yet fully fine-tuned and that the program still makes some errors when staff members enter data.

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<sup>85</sup> Capacity strengthening of NGOs partners has already been covered in other parts of Sections 2, 3, and 4.

<sup>86</sup> International Labour Organization, Jakarta (2008).

<sup>87</sup> One NGO stated that they had 650 forms to enter into the database. Considering the length of the forms, this is quite time-consuming.

The project disaggregates the data collected by gender so that the gendered impacts of its interventions can be assessed at the end of the project.

NGOs state there are some sensitive questions (e.g., about violence against children including sexual abuse) that are very difficult to broach with the children. Although staff members have been trained on how to obtain the information, they still feel the form contains questions that are too sensitive. The guidelines give the implementing partner a month to obtain answers to sensitive questions but, depending on the quantity and quality of the contact with the child, this may still be too short.<sup>88</sup> NGOs state that it takes more time to gain the trust of children sufficiently enough that they will answer such questions.

Methods that involve secret answering of questions during an early stage of contact with the child could be explored for the baseline surveys. In a country such as Indonesia, many children involved in child labor have at least some level of functional literacy. Children could, for example, provide answers to a few of the questions on sensitive information directly into handheld computing devices held away from the sight of the interviewer.<sup>89</sup> The use of handheld data entry devices that can be used during interviews could also simplify the DBMR process overall since data can be transferred easily to computers. Transcribing handwritten data into a computer takes more time, and the chances of making errors are magnified. Additionally, if data are entered into handheld computers, software can immediately alert the interviewer if an answer is inconsistent with other answers and verification with the interviewee can be done immediately.

Some NGOs point out that several questions are not relevant to their target groups. Such NGOs would like to see adjustments in the forms so that they include only the questions relevant to their type of beneficiary and action program activities. A few NGOs also report that they would like some questions to be added but that it was not possible, thus making it necessary for them to have a parallel monitoring system. One NGO suggested that they be given a software template so that they can add questions as necessary for their own action program.<sup>90</sup> Eventually it would be useful to have a core system for the DBMR with a flexible option for NGOs with data management capacities so they can adjust some parts in accordance with their own needs.

Additional questions are needed that allow the project to better understand the obstacles to enrolling and keeping a child in the action program, particularly in the case of withdrawal actions. As one NGO representative stated, “We also need more questions on the obstacles to confirm a child as withdrawn. You have no idea how difficult it is to meet the requirements. A child may say ‘Yes, I will participate’ at first and then something happens to them. Everyone thinks we are a failure and we have no data to explain what happens.”

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<sup>88</sup> Actual implementation of programs with the beneficiaries does not necessarily begin within a month of the identification of the child. In other cases, contact may be only once or twice a week, especially in the beginning.

<sup>89</sup> Simple devices to use for such a purpose already exist. Other useful methods have been developed in studies of sexual behavior for projects on reproductive health and HIV that could be studied for other alternatives.

<sup>90</sup> According to the NGO, having to work with the software developer to add and adjust questions was too complicated given distance, organizational, and time constraints.

Once a child has been selected and integrated into the project, monitoring the “hidden” populations of children in CSEC and CDW does not pose excessive challenges. Data collection for monitoring after the baseline is completed is mostly limited to factual information about attendance in the program and other non-sensitive issues.

At the time of the end-line/impact assessment, the problem of sensitive and other questions may recur and will need to be handled thoughtfully and carefully to ensure that children provide true answers. Children may be even more hesitant to answer such questions—and others—once they have developed relationships with implementing partner staff. Research respondents in general tend to want to answer questions in such a way that will please the interviewer. Children are likely to realize that the quality of their answer will be used to evaluate the work of the implementing partner staff.

The project’s use of work plans and project monitoring plans (PMPs) is appropriate, although it would be useful to occasionally review the areas that are lagging behind in terms of implementation.

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## **IV PROJECT EFFICIENCY**

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The strategies employed by the project are relatively efficient in terms of the human and financial resources used (inputs) as compared with its qualitative and quantitative impact (outputs). Some staff members do believe that the number of NGOs and action programs is too high, which makes the project not as efficient as it could be.<sup>91</sup>

Project staff members are committed and hardworking. The project director is appreciated and the fact that she is an Indonesian is particularly welcome. Project staff members are very competent in their respective work areas. The financial resources allocated are more limited than expected because the beneficiaries are dispersed over a wider area than previously envisaged, particularly in the case of the CCT beneficiaries.

The project has the potential to be cost-efficient in terms of the scale of the interventions and the expected direct and long-term impact, but this depends on the project's sustainability efforts. The project needs to succeed in its efforts to ensure that district governments and other local stakeholders take on more substantial roles. Involving district officials more closely in the project from inception, including in designing the project or, at the very least, designing the actions to be implemented in the district, would help improve ownership and sustainability in future projects. To ensure that districts and communities take on more important roles in the current project, it will be necessary to start to focus increasingly on ensuring long-term, deeper, and wider sustainable impact. It should not be forgotten that the project has objectives on capacity strengthening as well as the enhancement and improved enforcement of program, policy, and legislative framework for child labor. To accomplish such impact, more emphasis on networking, coordination, creation of synergies, and capacity strengthening of district and other local stakeholders is needed. Increased focus is needed so that this occurs at two levels in District Action Committees—or similar groups chaired by district governments—and in the communities themselves.

### **4.1 MANAGEMENT STRUCTURE**

The overall management structure is efficient, although staffing in the project regions is too low. There is a high need for capacity strengthening, support with networking of all district and community stakeholders, and the provision of intensive technical support of the action program implementing partners. In three of the project regions there is just one local officer who is in charge of all project efforts, including providing assistance with the development of action program proposals, technical implementation support, personal capacity strengthening of local stakeholders, tracking of correct monitoring and evaluation processes, report writing, administrative and financial management, local logistics, and other tasks.

Local officers need to have time to concentrate on accomplishing all of the objectives to ensure wider impact and long-term sustainability. Local officers spend too much time on mundane administration and finance tasks instead of working with local stakeholders. Local officers

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<sup>91</sup> The ability of the evaluator to determine efficiency is limited by the amount of financial data available. The project budget was not provided to the evaluator.

already have difficulties accomplishing their tasks under current circumstances. In a few months a large number of new action programs will be underway that will require substantial support. To ensure that the local officers can accomplish all of their key tasks efficiently during at least the coming 12 months, the evaluator recommends that a local administration, finance, and logistics consultant be hired in North Sumatra, West Java, and East Java. It should be added that the contract of the local officer in West Java had to be terminated because of lack of ability to implement project tasks. It will take some time before a new local officer can learn how to implement their tasks, so there is an even greater need for a local consultant to assist with practical work.

The project monitoring and evaluation (M&E) officer and the education officer each have a double role since they also function as local officers for two other project areas. Given the high demands of their principal work on education and M&E, it is difficult for them to give their full attention to the tasks assigned to local officers. This means that the efficiency of accomplishing the tasks in their respective project areas cannot be maximized as much as possible. The evaluator suggests that two local consultants be hired as field officers for a period of 12 months to support the work being initiated in existing and new action programs in the two project areas for which the M&E and the education officers are responsible (Greater Jakarta and Lampung). The experienced M&E and education officer can continue to act as supervisors of these consultants during their consulting period.

Field time allocated to visiting implementation areas is limited to four to five days per month in accordance with the budget. Local officers consider the budget to be too little, particularly given that more action programs will soon be implemented. They state that NGOs need more direct contact time to increase their capacity strengthening and motivation. Unfortunately budget constraints do not allow for more time in the field.

The workload of the Administration and Finance Officers is high but, thanks to their experience as staff members of the TBP I project and other work experience, they are able to do their work efficiently. The Administration and Finance Officers note that the administrative and finance components of the action program proposals and other reports submitted by the implementing partners vary highly in terms of quality. Some implementing partners need a great deal of support to develop their proposals and reports.

The project provides training on reporting administration and finance aspects to all implementing partners, but this is often not sufficient. Often the person who attends the training is not the actual person who will prepare the administration and finance information. As one officer noted, "I have to communicate with them over and over again. I have to call them many times, especially those working with us for the first time." Local officers often have to assist the implementing partners with their reports before submission to the central project office. The administration and finance officers state that they need more time to explain matters to the implementing partners one by one. Each implementing partner needs individual attention to ensure efficiency and limit "back-and-forth communications and clarifications" once the reports are submitted.

The budget for the education services is smaller than the actual needs to achieve the objectives maximally. When the project was designed, it was taken for granted that all policies and government financial support was in place. In fact, there are some shortcomings, notably that for the nonformal Packet A, Packet B, and Packet C equivalency exams a high fee must be paid. This was not taken into account in the project budgeting.

Project staff members indicate that they need more opportunities to meet and share their experience and get ideas from each other in person. Staff members also indicated that they need more ongoing knowledge about the changing government environment, particularly in terms of decentralization, government structure, policies, and regulations.

## **4.2 PROJECT BACKSTOPPING**

The ILO Jakarta office provides efficient supervision to the project. ILO Headquarters provides continuous technical input into the project with special concentration on the quality of the action program proposals. In the future it will be necessary for the project to gain in efficiency by acting more independently, in particular on the reaching of objectives concerning which Indonesian project staff has the best contextual understanding, (i.e., awareness-raising; capacity building; and the development and enforcement of policies, laws, and regulations). Backstopping from USDOL is timely and useful.

## **4.3 EFFICIENCY OF ACTION PROGRAM PROPOSALS REVIEW, APPROVAL, AND RESOURCE ALLOCATION**

The process for the preparation, review, approval, and resource allocation of action programs is long but relatively acceptable. Emphasis is placed on ensuring that the proposals are of high quality so that implementation is well planned in accordance with the project requirements. Many NGOs need substantial support to develop the proposals, which the project provides well. As one staff member noted, “Only 25% of the proposals are very good. If we rely only on the 25%, we will not be able to meet our targets. So we help them to improve the quality of their proposals.” The project found that it was very difficult for the NGOs to prepare their reports in English, so an adjustment was made to allow for an initial version in Indonesian. This step helped to substantially improve the quality of the first draft of the proposals. The approval process is sometimes delayed because the National Steering Committee for the project has to approve the action programs and it is difficult to arrange the meetings. Once the projects are approved, however, resource allocations are swiftly supplied since the funds can be provided directly through the ILO Jakarta office.

The action programs are not always well timed in terms of realities in the field. In the case of children working in plantations, for example, they do not run parallel to the seasons, making it harder to initiate efforts at a favorable time. In another situation, teachers who were trained had to wait two months before the funds were allocated to implement their course with the children. As a result teachers are not able to implement what they have learned in a timely manner, and this may have an impact on their quality of teaching. According to one NGO, the motivation of the teachers is also affected when there are such delays.

The monitoring and reporting systems were designed relatively efficiently to meet the needs and requirements of the project. A great deal of information must be provided in each report, which is time-consuming. At the same time, information provided in the reports is useful for understanding the progress made in the project.

## V PROJECT IMPACT

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The impact of the project so far appears to be positive, particularly with respect to the education component.<sup>92</sup> Individual beneficiaries, including children, parents, and teachers have reported impact of the project on their lives. Some of the positive and negative changes produced by the project—intended and unintended, direct and indirect—as reported by respondents have already been covered in Section 3.1.

If we take the term *impact* to mean a broadening and deepening of the outcomes even beyond individual beneficiaries, we can observe some interesting trends. Children are sharing their experiences with others in their environment so that awareness of the importance of going to school as opposed to hazardous work is increased. Parents and other community members are also starting to share their knowledge of the issues with others despite the great reticence of some of their discussion partners. Teachers are applying new and action-based pedagogical methods in their regular classes based on what they have learned through the project. The education quality improvement component has been enthusiastically received by the government and the communities. Implementing partners, community leaders, district officials, and others are gaining capacities that they can continue to use into the future.

Gender-differentiated impacts as a result of project interventions are not yet evident, but an end-line/impact assessment may bring forward any such impacts at a later date.

The project's impact to date on government and policy structures in terms of systemwide change on education, child labor, and occupational safety and health issues is in progress. The project is supporting districts to establish District Action Committees on Child Labor and Education.

There are still some areas where the project can contribute to improve overall impact in terms of laws and regulations. There is still a need to advocate for greater harmonization, awareness-raising, and enforcement of laws and regulations. A law allows girls to marry at the age of 16, which is interpreted to mean that they are considered adults from the moment of marriage onward. Some individuals take this one step further to mean that a married child of 16 years old has the same right to work in any occupation as someone over 18, even if that work is hazardous. The Child Protection Law, however, is clear that all people under 18, married or not, are children. These kinds of misunderstandings or distortions need clarification. The project can work with other stakeholders to advocate for greater harmonization of the laws and regulations, thus increasing impact.

At the time of the midterm, no specific emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project were identified. An emerging opportunity to take the work further or have greater impact was the renewed impetus to collaborate with other agencies on trafficking and other child labor issues.

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<sup>92</sup> The evaluation cannot formally assess the project's impact, as it is limited by the presence of baseline data and is unable to determine causal relationships. Findings regarding impact are based on information reported by beneficiaries, stakeholders, and project staff.

Some good practices by the project or the implementing partners that might be replicated in other areas include the materials such as the Indonesian adapted version of the 3R, the remedial education package, and the prevocational training package.

## VI SUSTAINABILITY

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The project design includes a sustainability and exit strategy. A sustainability matrix that is updated every six months helps the project stay on track in terms of planning for sustainability. The project has started to take concrete steps to ensure the project's approaches and benefits continue after the completion of the project, but the efforts will need to be intensified as the project continues after the midterm. Some stakeholders are not aware that any sustainability activities are being implemented and they are quite concerned that sustainability of the project will be minimal. It is important for the project to increase its communication about the sustainability efforts being undertaken.

The project has four key strategies to ensure sustainability:<sup>93</sup>

1. Subcontracting to local NGOs to provide direct services and focusing on building local capacity for continued services after ILO-IPEC's exit.
2. Empowering and educating local communities (and districts) as decisionmakers and change agents.
3. Promoting the business community to become active in reducing child labor and financially support formal and nonformal education and vocational training.
4. Leveraging resources by collaborating with other agencies.

In some locations community groups on education and child labor have been started. Groups are motivated, but more efforts are needed to organize community groups, including on child labor monitoring, in other areas.

Local government in some locations has expressed interest in supporting longer-term efforts on education and child labor, but these need to be intensified and extended to all project areas. The evaluator would like to emphasize the importance of working intensively to support the creation and capacity strengthening of District Child Labor Action Committees. Experience elsewhere in Indonesia has already shown that such committees can be key to sustainability. The Child Labor Action Committees, if they are based in district government offices, have very good potential to ensure that at least a good proportion of the activities will be sustained. District governments do have funds to allocate to activities related to the elimination of child labor and education of (former) child laborers due to government decentralization.

Some of the stakeholders noted that partners need to be informed consistently of the resources that are available at all levels, including some national-level funding that can be used at the local level to promote sustainability. The MoMT representatives told the evaluation team that they are committed to advocating with districts to allocate funds from their own resources to the elimination of WFCL.

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<sup>93</sup> International Programme on the Elimination of Child Labour (IPEC) (2008), p. 79–80.

Some other stakeholders indicated that more emphasis should have been placed on ensuring that stakeholders at both national and local level are directly involved in different ways. Although attempts have been made to promote ownership and participation, it was not perceived as sufficient by a range of the interviewees at different levels.

One of the employer organizations interviewed for the midterm evaluation stated that they could provide some funding to support the tuition and other education costs of child beneficiaries.

The evaluator recommends holding a workshop with a range of stakeholders to provide them with the opportunity to exchange ideas in preparation for the sustainability of the project results.

## **6.1 LEVERAGING RESOURCES FROM OTHER PROJECTS AND PROGRAMS**

The project has been able to mobilize some resources from other projects and programs. The ILO Jakarta office has provided funds for three district-level workshops on CDW from the regular budget for technical cooperation so far. Some funds have also been allocated from the Regular Budget Supplementary Account (RBSA) to develop an effective mechanism to withdraw CDW from WFCL and to conduct a mapping exercise of CDW in one location. The RBSA is funding the development of awareness-raising materials for employers to be printed after the fieldwork for the midterm evaluation was completed.

Furthermore, the project is effectively collaborating with the ILO EAST project on research, CCT, youth employment to create synergies through joint workshops, development, and exchange of materials and methods as well as joining together to work on improving the enabling environment on child labor issues.<sup>94</sup> The two projects also join together as a group to advocate with and provide input on child labor issues to the government. The EAST project is copying the strategy to set up Distinct Action Committees on Child Labor based on the TBP II experience. The project staff members work in close physical proximity, which encourages practical exchange on a daily basis. The EAST project co-financed and collaborated with the project on Child Labour Day awareness-raising efforts. The ILO EAST project is not being implemented in the same locations as the TBP II project in the eastern part of the country. The project includes a child labor component and is funded by the Netherlands Government.

Some NGOs are also succeeding in leveraging some funds from different sources to promote sustainability of their action programs. In one case, an NGO was able to obtain some funding from the Ministry of Education to pay for equipment to hold vocational training courses.

A Japanese worker organization, RENGO, is providing support to assist the Teachers' Trade Union in Indonesia to update awareness-raising materials on child labor to be used by teachers in schools.<sup>95</sup> The activities of RENGO are implemented through a separate activity of ILO-IPEC, which complements the TBP II project. The materials will be distributed in areas that are not part of the project, but the TBP II can use the materials and distribute them.

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<sup>94</sup> Note to be deleted for the final draft: although the ToR suggests discussing the leveraging of resources with the EAST project under effectiveness, the evaluator determined that it is logical to include it under the heading pertaining to the leveraging of all resources (which was placed under the sustainability heading).

<sup>95</sup> Valued at US \$140,000.

Further efforts to leverage resources from other projects and programs are needed.

## **6.2 INITIATING AND MAINTAINING PARTNERSHIPS IN SUPPORT OF THE PROJECT**

The project is designed to support the broad National Plan of Action<sup>96</sup> and touches on almost all of the elements. The project has faced a range of challenges and opportunities to implementing partnerships in support of the broad National Plan of Action.

The opportunities of working with other international and/or multilateral organizations are still nascent. A recent meeting of international agencies interested in eliminating WFCL, including trafficking, was held at the ILO office in October and pledged to renew collaboration. Aside from the ILO EAST project, the TBP II project exchanges information with other projects, such as the Save the Children Federation projects also funded by USDOL. The new SCF Exceed project staff members stated that they included some concepts from the TBP II project in the design of their own project, particularly with respect to project monitoring. The TBP II project is also linked to the other ILO projects in Indonesia in support of the Indonesia Decent Work Country Program 2006–2010.

The level of involvement of local/national government in the project has already been discussed to some extent in preceding sections. A few additional details are included in the current section. The project is building on initiatives under TBP I to work with government. The project is planning to increase its emphasis on working with the government after the month of December, when all the remaining action programs are expected to be approved. The focus on achieving the expected number of children to be prevented or withdrawn has prevented allocation of the expected time of the staff on working with government. Once the new action programs are launched, the project staff will be more able to focus on continuing to build government capacity and commitment to work on eliminating child labor, particularly at local levels.

The National Steering Committee is chaired by the MoMT and includes all the relevant ministries, important representatives of employer and worker organizations, NGOs, and other stakeholders. The role of the National Steering Committee is partially to function as a system of checks and balances on the project and to improve national ownership. So far the Steering Committee has met four times, mostly to endorse project activities including the action programs. Several of the members of the Steering Committee feel that their input is more symbolic than real. Members do receive details about the different proposals before each meeting, but they would like to be able to choose the best from a wide range of action program proposals. The project is naturally faced with a difficult challenge when it comes to the development of the action programs. Given the poor quality of the proposals, they have to put a great deal of their time and effort to improving them. It is impossible for the project to give such support to large numbers of potential implementing partners and develop a wide range of proposals for submission and possible approval to the National Steering Committee. As an increasing number of agencies become more capable of preparing good proposals, however, this

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<sup>96</sup> The National Plan of Action is the Timebound Program for Indonesia (TBP).

situation will resolve itself automatically. Unfortunately, given the size of the country, it may take some time and go beyond the TBP II implementation period.

Working with government in general is very challenging for the project, as there are many ministries with different roles and responsibilities. Often ministries do not see that these roles and responsibilities link them together to reach common goals. Even within a single ministry, such as in the Ministry of Education, different departments work with the project (and other USDOL-funded projects) on different project components. Often these departments do not even know what the others are doing. One of the problems is that ILO is often seen as the partner of MoMT and, therefore, does not have sufficient standing as a MONE partner. Despite this perception, however, the project does appear to have made progress in this area as interviewees from MONE are pleased with the collaboration with the project.

The principal challenge of MoMT is that they are not yet able to fully utilize their strength with respect to labor inspection to enforce laws and regulations on child labor. Project initiatives with the Labor Inspectorate will be launched under one action program in 10 districts where District Action Committees will be established. At the district level, MoMT has trainers, mediators, and labor inspectors; some provinces also have small enterprise development.

According to MoSA, the cooperation with the project is still somewhat limited and can be improved. The Ministry of Planning representative indicated that the project is useful, but that they also lack sufficient information about project progress to comment in detail.

One of the best practices that can be developed further is for the project to build up good personal relations with the different government officials. As one project staff member comments, “Personal relations are vital.”

The Ministry of Women’s Empowerment has an important official role on trafficking but has fewer corresponding staff at district level that can actually implement activities than MoSA and MONE. As a result, they need to rely on linkages with the other related ministries to implement their tasks.

At district level, high turnover of staff is a major problem area. A system to ensure that civil society has an accepted role to work with district and other local government for sustainability is still nascent.

The project has had different experiences with local government depending on the location. As a staff member said, “A lot has to do with the interest of individuals in the offices.” The project has developed strategies to convince district officials to pay attention to the issue of WFCL. In several places, local government officials insisted that there is no child labor in their area. Earlier qualitative research had already indicated that there appeared to be WFCL in the district. The project then proposed doing a baseline survey first and promised to work in another district if no WFCL is found. It soon became clear from the baseline that there is actually WFCL in the area, and district officials accept to work on the issue.

In some districts local government, community leaders, and school heads are alert to the problems already, particularly in areas that function as sources for trafficking. In others, district government officials even noted themselves that “the link with the local government is very important and should be intensified.”

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## **VII CONCLUSIONS AND RECOMMENDATIONS**

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The project has been able to achieve good results so far, particularly given the complexity of project in terms of the wide range of stakeholders in vastly different settings, with a large number of implementing partners and the application of many different models. Efforts in some areas will need to be intensified in the remaining time of the project and work to ensure sustainability will need to accelerate.

Most of the recommendations are focused on increasing and/or intensifying existing activities. The project is on the right path, but emphasis on some areas needs to be increased so that by the end of the project all objectives will have been successfully and fully attained. The key recommendations are those that are most important for consideration as the project moves on to the second half of its implementation period. The remaining recommendations cover other suggestions for implementation in the ongoing project or for new projects. These additional suggested recommendations are detailed in Annex A.

### **7.1 KEY RECOMMENDATIONS**

#### **7.1.1 Prevention and Withdrawal of Children from Worst Forms of Child Labor**

- Reduce the number of children to be withdrawn through the project to 3,000 so that the project can concentrate fully on attaining the other three project objectives and improve scale-up and sustainability opportunities (recommendation primarily for TBP II project, ILO, USDOL).<sup>97</sup>
- Intensify emphasis on the improvement of working conditions so that more children can be considered to be withdrawn from WFCL in CDW and plantations. Increase emphasis on OSH approaches to reduce hazardous work and extend to additional project sites (TBP II project).

#### **7.1.2 Conditional Cash Transfer Program (CCT)**

- Include a control group receiving only financial support in the project impact assessment of the CCT program. Compare the dropout and child labor rates with those of children receiving both financial support and the project-initiated extra educational support (TBP II project).

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<sup>97</sup> Entity to which recommendation is primarily addressed is between parentheses. Where the TBP II project is mentioned, the implementing partners are also automatically concerned. These recommendations are not limited to the cited entities, however, and can apply to other agencies as considered relevant by such agencies. Scale-up is defined as replication of project actions after the end of the project period.

### **7.1.3 Enhancement and Enforcement of Program, Policy and Legislative Framework for Child Labor**

- Intensify the efforts at the enabling environment level including ensuring that government officials see the project activities as part of a nationally owned strategy to eliminate the WFCL (TBP II project, government).
- During the second half of the project, more effort needs to be directed toward further development and the enforcement of policies, laws, and regulations, particularly at district level. Focus intensively to support the creation and capacity strengthening of the planned District Child Labor Action Committees (TBP II project, government).

### **7.1.4 Capacity Building of Stakeholders**

- Hold a workshop with implementing partners to exchange about their field experiences and learn from each others' models (TBP II project).
- Establish a mentoring system through which implementing partners with good community organizing skills assist the implementing partners that need capacity strengthening on community organizing in other locations. This may include at least one exchange field visit followed by distance technical support (TBP II project, if necessary budget reallocation by USDOL).
- Further strengthen capacities of community groups and other local civil society organizations on organizing, simple proposal development, advocacy, and awareness-raising techniques for improved education and reduced WFCL (TBP II project).

### **7.1.5 Advocacy and Awareness-Raising**

- Increase emphasis on activities on awareness-raising to reach a wider audience and deepen understanding. Increase the role of the implementing partners in mass-media activities, particularly at local level, as much as possible (TBP II project).

### **7.1.6 Management**

- Allocate administrative and finance consultants to three of the project implementation regions for at least 12 months, if the budget permits. Allocate one to two consultants as field officers to support the work in the two remaining project regions for at least 12 months (TBP II, USDOL).

### **7.1.7 Sustainability**

- Efforts on sustainability will need to be intensified as the project continues after the midterm. To deepen these efforts, it is recommended to hold workshops with a range of stakeholders to provide them with the opportunity to exchange ideas and concrete plans for the preparation of sustainability of the project results. Inviting district officials to

attend the workshop can motivate them to work toward greater sustainability (TBP II project, ILO, government).

- Strive to establish community groups in each community that can continue to work on activities regarding education and the elimination of WFCL. Increase the number of communities that will include some type of child labor monitoring group. This may be through new or existing community groups and should include older youth representatives (TBP II project).