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Final Evaluation of the Eliminate Exploitative Child Labor Through Education and Economic Development (EXCEED) Project in Indonesia

Save the Children Federation
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2013

ICF INTERNATIONAL

ACKNOWLEDGEMENTS

This report describes in detail the final evaluation, conducted in May 2013, of the Eliminate Exploitative Child Labor Through Education and Economic Development (EXCEED) project in Indonesia, implemented by the Save the Children Federation, Inc. (STF).

The report was prepared by ICF according to agreements specified in its contract with the U.S. Department of Labor's (USDOL's) Office of Child Labor, Forced Labor, and Human Trafficking. The final evaluation of the EXCEED project in Indonesia was conducted and documented by Brenda T. Sinclair, an independent evaluator.

ICF would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator and the SCF, their partners, and USDOL.

The evaluator would like to commend the entire project team and the backstopping officers at ICF for their input into the evaluation process. The project staff were very helpful and accommodating. Thanks should also go to national and district officials, representatives of partner nongovernmental organizations, community-based organizations, parents, and especially to the children for sharing their thoughts and ideas so openly and clearly.

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Note on the Evaluation Process

An independent consultant following a consultative and participatory approach managed this independent evaluation. All major stakeholders were consulted and informed throughout the evaluation, and its independence was not compromised during the process.

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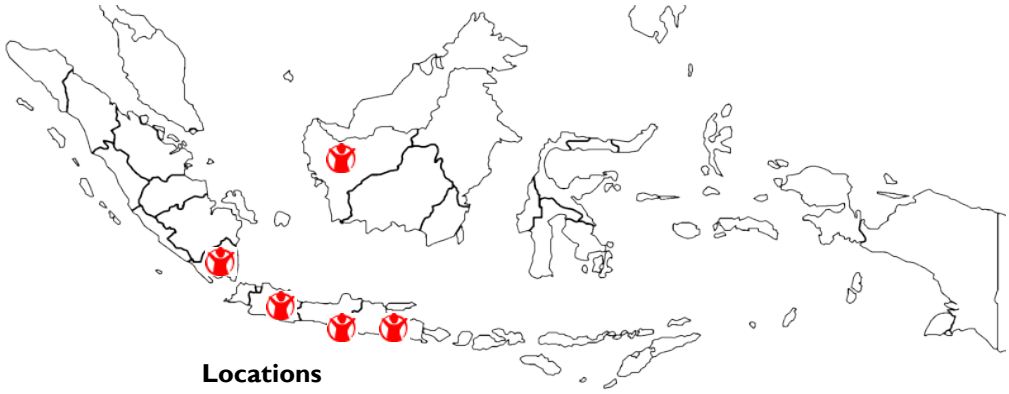
LIST OF ACRONYMS

3-R	Rights, Responsibility, and Representation
AIDS	Acquired Immune Deficiency Syndrome
CCC	Children's Crisis Center
CCT	Conditional Cash Transfer
CEC	Community Education Committee
CDW	Child Domestic Worker
CIP	Children (working) in Plantations
CSEC	Commercial Sexual Exploitation of Children *or* Commercially Sexually Exploited Children
CSRC	Community Support and Rehabilitation Centers
ECL	Exploitative Child Labor
EI	Education Initiative
ENABLE	Enabling Communities to Combat Child Trafficking Through Education
ENACT	Enabling Community Action
EXCEED	Eliminate Exploitative Child Labor Through Education and Economic Development
FGD	Focus Group Discussion
GoI	Government of Indonesia
GNOTA	National Foster Parents Movement
GPRA	Government Performance and Results Act
GSC	Girl Street Children
HIV	Human Immunodeficiency Virus
KAP	Knowledge, Attitudes, and Practice
IDR	Indonesian Rupiah
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
IWAPA	Indonesian Businesswoman's Association
MONE	Ministry of National Education
MOSA	Ministry of Social Affairs
NGO	Non-governmental Organization

OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
PDAK	Child and Family Support Center
PKK	Housewives Association
SC	Street Children
SCF	Save the Children Federation, Inc.
SCREAM	Supporting Children's Rights Through Education, the Arts, and the Media
STS	Accenture Skills to Succeed Project
SWOT	Strengths, Weaknesses, Opportunities, and Threats
ToT	Training of Trainers
TPR	Technical Progress Report
UNICEF	United Nations Children's Fund
USD	United States Dollar
USDOL	U.S. Department of Labor
WFCL	Worst Forms of Child Labor
WG	Working Group

MAPS

Project Locations



Locations

9 locations in 5 provinces:
- Surabaya in East Java Province
- Yogyakarta in Daerah Istimewa Yogyakarta
- Bandung in West Java Province
- Bandar Lampung in Lampung Province
- Pontianak, Singkawang, Sambas, Sanggau in West Kalimantan Province

Save the Children

INDONESIA
PROVINCES OF INDONESIA
1. ACEH
2. BALI
3. BANGKA-BELITUNG
4. BANTEN
5. BENGKULU
6. GORONTALO
7. IRIAN JAYA
8. JAKARTA
9. JAMBI
10. JAWA BARAT
11. JAWA TENGAH
12. JAWA TIMUR
13. KALIMANTAN BARAT
14. KALIMANTAN SELATAN
15. KALIMANTAN TENGAH
16. KALIMANTAN TIMUR
17. LAMPUNG
18. MALUKU
19. MALUKU UTARA
20. NUSA TENGGARA BARAT
21. NUSA TENGGARA TIMUR
22. RIAU
23. SULAWESI SELATAN
24. SULAWESI TENGAH
25. SULAWESI TENGGARA
26. SULAWESI UTARA
27. SUMATERA BARAT
28. SUMATERA SELATAN
29. SUMATERA UTARA
30. YOGYAKARTA
THAILAND
LAO P.D.R.
VIET NAM
CAMBODIA
Bangkok
Phnom Penh
PHILIPPINES
Manila
SOUTH CHINA SEA
SULU SEA
ANDAMAN SEA
Gulf of Thailand
Strait of Malacca
BRUNEI DARUSSALAM
Bandar Seri Begawan
MALAYSIA
Kuala Lumpur
SINGAPORE
Borneo
Kalimantan
CELEBES SEA
PACIFIC OCEAN
MOLUCCA SEA
Sulawesi (Celebes)
Greater Sunda Islands
JAVA SEA
BALI SEA
Lesser Sunda Islands
SAVU SEA
TIMOR SEA
BANDA SEA
CERAM SEA
ARAFURA SEA
New Guinea
PAPUA NEW GUINEA
INDIAN OCEAN
AUSTRALIA
Banda Aceh
Langsa
Medan
Tebingtinggi
Padangsidempuan
Pekanbaru
Sumatra
Payakumbuh
Padang
Jambi
Pangkalpinang
Palembang
Bengkulu
Lahat
Kotabumi
Bandar Lampung
Jakarta
Serang
Bandung
Semarang
Surabaya
Java
Yogyakarta
Denpasar
Mataram
Pontianak
Palangkaraya
Banjarmasin
Samarinda
Balikpapan
Tanjungredep
Palu
Pare Pare
Ujungpandang
Kendari
Manado
Gorontalo
Ternate
Ambon
Sorong
Manokwari
Biak
Jayapura
Wamena
Timika
Merauke
Dili
TIMOR-LESTE
Kupang
Darwin
National capital
Provincial capital
Town, village
International boundary
Provincial boundary
Main road
Secondary road
Railroad
Major airport
0 250 500 750 km
0 250 500 mi
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.
Map No. 4110 Rev. 4 UNITED NATIONS
January 2004
Department of Peacekeeping Operations
Cartographic Section

EXECUTIVE SUMMARY

Background

The International Labor Organization (ILO) estimates the number of children involved in Exploitative Child Labor (ECL) in Indonesia to be between four to six million.[1] In light of this massive challenge, the Government of Indonesia (GoI) is currently implementing a 20-year National Action Plan for the Elimination of the Worst Forms of Child Labor (WFCL).

To support the implementation of the Government's National Action Plan, the U.S. Department of Labor (USDOL) awarded a $5.5 million project titled Eliminate Exploitative Child Labor Through Education and Economic Development (EXCEED) to Save the Children Federation, Inc. (SCF) on September 30, 2009. The EXCEED project works in five provinces—specifically, West Java, Yogyakarta, East Java, Lampung, and West Kalimantan. The goal of the EXCEED project is to reduce the overall number of children involved in and at risk of working in ECL. The project targets 6,000 children for withdrawal and 4,800 children for prevention from exploitative work in four sectors: domestic work, street work, commercial sexual exploitation, and work in palm oil and rubber plantations.

The project objectives are to be achieved through five components directly aligned with the USDOL objectives: (1) Direct Provision of Educational Services for Withdrawing and Preventing Children from ECL; (2) Strengthening of Policies and Institutions Working to Combat ECL; (3) Raising Awareness of the Importance of Education and the Negative Effects of ECL; (4) Supporting Research on ECL; and (5) Building Local Capacity and Promoting Sustainability. The four-year project runs from September 2009 through September 2013.

In May 2013, a final evaluation of the EXCEED project was carried out. The principal purposes of the final evaluation were to assess the overall and specific outcomes of the project, identify promising practices and sustainable models of intervention, and capture lessons learned that could serve to inform future child labor projects. The evaluation focused on five key areas: relevance, effectiveness, efficiency, impact, and sustainability. It also sought to obtain recommendations critical for ensuring sustainability of the project in the short and medium term, and overall recommendations for improving the design and implementation of future child labor projects in Indonesia, or elsewhere, as appropriate.

The project evaluation was executed in three phases: project document review, project site visits, and a stakeholder workshop. The fieldwork took place May 16-28, 2013. The evaluator traveled to five project sites (Pontianak, Sanggau, Lampung, Surabaya, and Bandung). In-depth interviews and focus group discussions (FGDs) were conducted with representatives of all key stakeholder groups, including children beneficiaries, EXCEED Working Group (WG) members, Community Education Committee (CEC) members, private-sector partners, and Non-governmental Organizations (NGOs). The evaluator spent one full day in Jakarta meeting with key project staff from SCF. The data gathered through fieldwork were supplemented and triangulated with project documents, observations, and feedback during the stakeholder

[1] Project document under USDOL and SCF Cooperative Agreement No. IL-19512-09-75-K (2009).

workshop. Limitations provided in the report are for future planning purposes and did not significantly affect the outcome of the evaluation.

Findings

Relevance: The project is relevant to the USDOL objectives and to the Indonesian political, economic, and cultural context. Building on the national action plan to eliminate the WFCL, the project accurately identified the WFCL in the country that are aligned with national priorities and incidence levels. There were no major external factors adversely impacting the project. The main strategies for withdrawal and prevention are relevant and appropriate to the cultural context, given the community-driven Enabling Community Action (ENACT) approach, which engages communities in identifying needs and developing context-specific strategies. The involvement of CECs and NGOs in implementation of the project activities enhances the program's responsiveness. The project has continuously revised its strategies according to findings from the baseline assessment, the rural participatory appraisal, in-depth case studies, and the midterm evaluation.

Effectiveness: Through raising awareness about the negative effects of ECL and by exposing working children to different educational options to achieve their personal goals, the EXCEED project has prevented a total of 4,118 at-risk children from ECL (of the targeted 4,800) and has fully withdrawn 3,630 children (of the targeted 6,000) from exploitative forms of child labor, per Government Performance and Results Act (GPRA) standards. This is 85 percent of the target for prevention and 61 percent of the target for withdrawal. Of the 6,000 children targeted for withdrawal in the four sectors, a total of 6,030 have received or are receiving educational services. Therefore, although the project will likely fall short of achieving its target of withdrawing 6,000 children by September 2013, if the project is extended and continues to succeed in retaining the children in education and withdrawing them from ECL, the EXCEED project could potentially exceed its overall target of 6,000 by 30 additional children. In terms of achievements within the other four components, the project is on schedule to meet or exceed its targets. The project has already attained its target for number of children withdrawn from targeted ECL completing education programs (2,876 completed—well above the 1,800 target). EXCEED has prevented 4,118 children from ECL. And the project anticipates meeting the end-of-project outcome of 4,800 children prevented from entering ECL by September 2013.

The effectiveness of strategies for withdrawal of children from the WFCL differ according to numerous factors, such as whether children are enrolled or out of school, the type of child labor, the economic status of children and their families, age, and so forth. Overall, vocational training is viewed by implementing partners as the most effective strategy for removing children from exploitative work and providing them with an alternative source of income. For children already enrolled in school, remedial education courses and incentives (e.g., scholarship) are the most effective prevention strategies. In addition to the aforementioned, awareness-raising activities among children have proven highly effective strategies for both withdrawal and prevention. The most effective interventions by sector, gender, and age group are described in Section 4.6 of this report, "Most Effective Interventions for Withdrawal and Prevention."

Efficiency: The evaluator believes that the strategies employed were efficient in terms of resources used, as compared with its qualitative and quantitative impact. Half of the financial

resources were dedicated to Output 1, which proved to be the most effective strategy for withdrawal and prevention. The amounts obligated to Outputs 2 and 4 were adequate. Only $25,000, however, was dedicated to awareness-raising activities, which was the component with the second-greatest impact. This implies that more funds for awareness-raising could have achieved even greater results. In terms of cost-efficiency, the project employed various cost-cutting strategies that increased efficiency and effectiveness, such as reducing travel and office costs and shifting resources from low-performing to high-performing NGOs.

The EXCEED project is supported by a strong management and technical team with ample experience implementing past USDOL child labor and education projects. The decentralized management system and cost-reimbursable mechanisms contributed to local ownership of the project from the onset by placing the onus of achieving milestones and covering costs on NGO partners. NGOs were pleased with the technical and administrative support received from SCF and noted the excellent teamwork among the project staff. There is room for improvement with regard to the efficiency of the monitoring system. The monitoring strategies applied by NGO/CEC partners varied. Some NGO/CEC staff conduct home visits and school visits, and attend training courses to monitor children's activities, while others rely heavily on teachers, peer educators, or children themselves to self-report their working status. It was found that not all partners follow the recommendation to triangulate data from three sources. One NGO relies solely on a survey administered to students during the final exam to track their status.

While there are various approaches to monitoring, the EXCEED project has employed promising practices for monitoring beneficiaries that could be replicated in the future. For example, NGOs and CECs collaborating to ensure more frequent and consistent monitoring; conducting home visits, especially for Commercially Sexually Exploited Children (CSEC), to confirm that the children are sleeping at home; collecting multiple types of data (e.g., status of the relationship between child and parent, school attendance, peer relations, and work status); and involving parents in supervising and providing information about their children's activities.

Impact: The overwhelming majority of stakeholders who were interviewed indicated the component with the greatest impact on achievement of project objectives is *Component 1 – Direct provision of educational services to withdraw and prevent children from ECL*. Formal education has served as a vehicle for raising awareness of the risks of the WFCL, reinforcing positive behaviors and work choices, and preventing children from being exploited. Moreover, at-risk children who have received financial or academic assistance have shown higher test scores and completion rates. The component demonstrating the second-highest impact is *Component 3 – Raising awareness of the importance of education and the negative effects of ECL*. The training on awareness-raising modules has been instrumental in changing working children's mind-sets about jobs, raising awareness of their rights, building self-confidence, and encouraging children to dream about their future. A major reason for withdrawal from ECL is pursuit of personal goals, which is likely due to these modules and the development of the personal action plan, which can be considered a good practice that should be replicated in the future. When educational services and raising awareness are combined and linked with increasing awareness of parents of the risks of ECL, the impact is markedly substantial. For this reason, many NGO partners are now including parents as a major target group for subsequent activities and projects. The third-most important component viewed as having the greatest impact on withdrawal and prevention of ECL by stakeholders interviewed is *Component 2 –*

Strengthening of policies and institutions working to combat ECL. One of the greatest achievements of the project is that it has surpassed its targets for assisting Government institutions and local organizations with developing programs and policies focused on eliminating ECL. EXCEED project staff have assisted a total of 23 institutions to date, which far exceeds the targeted number of seven. The project has assisted specific ministries and members of the WG with drafting legislation, developing programs and referral systems, and building capacity for ECL prevention. As a result of these efforts, the EXCEED project has drastically improved awareness of child labor issues, local-level policies, and resource allocation in some areas. Yet, it is too early to see the impact of this legislation at the local level. While *Component 5 – Building local capacity and promoting sustainability through coordination among stakeholders* was considered very important, this component was ranked as having the fourth-greatest impact on reduction of ECL. NGOs and CECs felt that more work needed to be done, such as provision of targeted programs and allocations of funding for specific EXCEED target groups, which are critical for achieving long-term impact and sustainability. The project component perceived as having the least impact was *Component 4 – Supporting research on ECL*; none of the respondents selected this component as an activity having the greatest impact on withdrawal of children from the WFCL. One major success noted by SCF staff was increased access to educational opportunities in rural areas to decrease children's risk of ECL, which resulted from sharing data on risk factors with local stakeholders. These data are believed to have come from the rapid participatory appraisal conducted by community stakeholders, and not the studies.

Key challenges faced by the project include the following:

- Identifying and engaging hidden populations (e.g., CSEC, and to a lesser extent, Child Domestic Workers [CDW])
- Effective period for education service delivery too short (one year per cohort; vocational training of two months)
- Small-scale interventions (e.g., NGOs can support only 50-150 children)
- Training too short and too basic to lead to immediate job opportunity
- Costly to offer certified, formal training programs with good earning potential
- Children often change interests or do not have the aptitude for their desired field
- Difficult to identify job opportunities immediately following vocational training
- Monitoring typically takes place up to two months after project to assess withdrawn status; if monitoring and training are not continued, there is a high risk of return to ECL

Sustainability: Since the inception of the project, SCF has been proactive in building the capacity of local partners and institutions to take ownership of the project. The ENACT approach was the first step in cultivating local resources and commitment to prevention and eradication of ECL in the target communities. The establishment and legalization of WGs was the next step toward incorporating the project into existing Government programs. Third, establishing CECs and strengthening their capacity with assistance from well-established local NGOs specializing in distinct child labor sectors also contributed to forming sustainable community mechanisms. Through working with multiple community and Government stakeholders at all levels, the EXCEED project has built the infrastructure for continuance of project efforts. Opportunities for sustainability exist through the CECs, NGOs, peer educators, WGs, local regulations, and private-sector partnerships established by the EXCEED project. A testament to the project's

investment in promoting sustainability is the finding that CECs and NGOs are committed to continuing activities and identifying sources of funding. Some NGOs and CECs have already obtained funding or submitted proposals to continue vocational training activities. A significant landmark achievement toward sustainability has been the large-scale Government allocations (totaling more than USD $1 million) in West Java toward child protection programs targeting street children (SC), as a direct result of the EXCEED project's assistance and track record. The Bandung Municipality Office of Social Affairs has allocated IDR 1,050 million (approximately $110,500) for an SC program from 2012-2013; an even greater amount—IDR 2,500 million (approximately $265,000)—has been set aside for 2014; and, most impressive, the West Java Provincial Government will allocate IDR 6.5 billion (approximately $685,000) for replication of EXCEED activities in 14 targeted districts in West Java, including 10 child trafficking areas.

The most critical factors identified for ensuring sustainability are creating more linkages between partners for collaboration; securing relationships with private partners, developing an exit strategy to identify replacement funds for SCF support (to cover transportation, salary, and tuition), building the capacity of newer CECs, getting buy-in from employers, and increasing socialization of the national policy on the elimination of ECL among project stakeholders.

Key Recommendations

The three key recommendations for ensuring sustainability of current activities are as follows:

1. Strengthen communication between partners and share information on ways to collaborate for achieving sustainability. While the EXCEED WGs have been instrumental in developing social protection and Government education programs that directly target working or exploited children, the information has not trickled down to NGOs and CECs. The majority of NGOs and CECs interviewed were not informed of the range of programs available (e.g., conditional cash transfer, poor family assistance scholarship, child welfare, and birth certificates for street children) and stated that, based on their knowledge, EXCEED beneficiaries were not receiving any external assistance from Government programs. The exception was in Bandung when extreme cases were referred to the Child and Family Support Center (PDAK). However, the other cases handled by CECs and NGOs directly were not recipients of these programs, albeit eligible. This implies a need for strengthened communication mechanisms between WGs and NGOs and CECs. It is possible that the extent of communication and information exchange varies across the project. In the sites visited by the consultant, the following activities are recommended to strengthen coordination:

    a. Increase awareness of Government social protection programs among project stakeholders. CECs/NGOs, and WGs may work together to increase awareness and inclusion of EXCEED beneficiaries in these programs.
    b. Ensure that children funded under the EXCEED project are included in the Child Welfare and Poor Student Assistance lists of beneficiaries as a means of sustaining their participation in school or education programs. PDAK/WGs and CECs/NGOs may work together to increase awareness and inclusion of children in this program.

c. Assist beneficiaries with obtaining the Poor Family Certificate and Health Membership Card and engage the PDAK, CECs, and WGs to help facilitate the process.
d. Follow up on the recommendation from the midterm evaluation to create a list of resources/programs available to withdraw or prevent children from the WFCL (Note: Recommendations 1A-1C may be fulfilled through sharing information on programs available with the relevant partners.)

2. Develop an exit strategy with partners that involves identification of local funding for continuing education, vocational training, and awareness-raising activities.

    a. Capacity building on proposal development, fundraising, and strategic planning for all partners (NGO, CECs, Government) is recommended to identify additional resources.
    b. The project may build off the findings and recommendations from the stakeholder workshop to develop exit strategies in each province with local partners.

3. Involve parents in program monitoring and project activities.

I INTRODUCTION AND EVALUATION OBJECTIVES

The Eliminating Exploitative Child Labor through Education (EXCEED) project is implemented by Save the Children Federation, Inc. (SCF) and funded under the U.S. Department of Labor (USDOL) Child Labor Education Initiative (EI). The EI projects support the broader International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC). Since 1995, the U.S. Congress has earmarked about $371 million to ILO-IPEC, making the U.S. Government the leading donor to the program.[1] The USDOL has received $230 million of the total earmarked amount to implement the Child Labor EI[2] projects.

EI projects, including the EXCEED project, focus primarily on the elimination of the Worst Forms of Child Labor (WFCL) through the provision of educational opportunities and are designed to withdraw children from the WFCL and support them to enter educational settings. The projects also help ensure that children who are in school but at risk of engaging in exploitative work continue to attend instead of dropping out and succumbing to the WFCL.

In Indonesia, the USDOL has financed more than $26.3 million for projects on the elimination of child labor. The $5.5 million, four-year EXCEED project runs from September 2009 through September 2013. As it is approaching its end date, the USDOL's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) has requested a final project evaluation. The evaluation took place in May 2013. This report presents the findings of the evaluation.

1.1 PURPOSE OF FINAL EVALUATION

The purpose of the final project evaluation is to assess the overall and specific outcomes of the project, identify promising practices and sustainable models of intervention, and capture lessons learned that can inform future child labor projects and policies in Indonesia and elsewhere.

The specific objectives of the evaluation, per the USDOL terms of reference provided by the USDOL, are to

- Assess the relevance of the project to Indonesia's cultural, economic, and political contexts, as well as the extent to which the project is aligned with relevant host country and USDOL priorities and policies;
- Assess whether the program has been implemented in accordance with the project design;
- Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so;
- Provide recommendations on how the project can successfully overcome challenges to meet its targets by the time of project end;
- Assess the project's ability to accurately track indicators in accordance with USDOL's reporting requirements;

[1] USDOL. (2011). Midterm Evaluation, Annex F: Terms of Reference.
[2] Ibid.

- Assess whether project activities can be sustainable at the local and national levels and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives; and
- Identify current overall gaps in the child labor framework, including legal frameworks, policies, and programs for future child labor initiatives in Indonesia.

The evaluation questions were organized in accordance with the DAC[3] criteria for evaluating development assistance, which assures a comprehensive review of the project's relevance, effectiveness, efficiency, impact, and sustainability. The evaluation covers all activities from the project's inception through May 2013, including updates from the most recent technical progress report (TPR) (March 2013). Although this final report describes results achieved as of May 2013, we expect that the project may be able to reach more of its targets from May 2013 through the end of the project, which, unfortunately, will not be reflected beyond this report. The evaluator assessed the entire program cycle and elements, examining project design, implementation strategies and delivery approaches, monitoring systems, and progress against output indicators and targets as outlined in the project document. The evaluation sought to obtain responses to the midterm evaluation.[4] The evaluation also attempted to highlight challenges, successes, and lessons learned from working with difficult populations in four challenging child labor sectors. Furthermore, the evaluation aimed to acquire three types of recommendations: (1) short term—recommended actions for ensuring sustainability of the project; (2) medium term—recommended activities to consider if the project were extended; and (3) long term—overall recommendations for future projects.

1.2 KEY FOCUS AREAS

The evaluation focused on five key areas:

- **Relevance:** The evaluation will consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country and USDOL.
- **Effectiveness:** The evaluation will assess the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives.
- **Efficiency:** The evaluation will analyze whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs).
- **Impact:** The evaluation will assess the impact of both positive and negative changes produced by the project, including intended and unintended, direct and indirect changes, as well as any changes in the social and economic environment in the country as reported by respondents.
- **Sustainability:** The evaluation will assess sustainability by analyzing whether the project has taken steps to ensure that the project's approaches and benefits will continue after the completion of the project, including sources of funding and partnerships with other organizations, and will identify areas where this may be strengthened.

[3] The DAC refers to the Development Assistance Committee Principles for Evaluation of Development Assistance.
[4] Responses to midterm evaluation recommendations are located in Annex D.

1.3 METHODOLOGY

The overall evaluation design was a nonexperimental, one-design. A one-shot design looks at a group receiving an intervention at a single point in time after the intervention.[5] It is useful for addressing descriptive and normative[6] questions and for building a case to support project interventions, but it is very weak for cause-and-effect questions. Data collection strategies were primarily qualitative, consisting of in-depth interviews, focus group discussions (FGDs), and a stakeholder workshop. To ensure a robust evaluation, the evaluator gathered both quantitative and qualitative data from multiple sources and applied triangulation techniques. The findings were cross-checked amongst respondents interviewed across groups and within groups. The project evaluation was carried out in three phases: project document review, project site visits, and a stakeholder workshop.

1.3.1 Project Document Review

A thorough review of the following documents was conducted to obtain qualitative and quantitative data relevant to the evaluation questions: the original project document, the project revision document; past technical progress reports (TPRs), the Midterm Evaluation; the logical results framework; executive summaries of the baseline and sector-specific surveys; EXCEED project monitoring forms; and other project-related, USDOL, and Indonesia reports on the WFCL.

In preparation for fieldwork, the evaluator held several briefing meetings with SCF and the USDOL to gain a clear understanding of the key objectives and priorities of the evaluation.

1.3.2 Project Site Visits

The project sites selected for the evaluation reflected a representative sample of the target geographical areas and populations. The evaluator traveled to five sites as represented in Table 1.

Table 1: Project Sites Visited

Project Site	CDW	CIP	SC	CSEC
Pontianak	X			
Sanggau		X		
Lampung			X	X
Surabaya	X		X	X
Bandung	X		X	X

Children (working) in Plantations (CIP) were targeted in only one project site visited. The other four project sites had overlapping target populations. Lampung, Surabaya, and Bandung each targeted Street Children (SC) and Commercial Sexual Exploitation of Children (CSEC). Pontianak, Surabaya, and Lampung worked with Child Domestic Workers (CDWs). The advantage of visiting multiple sites was that it afforded the opportunity to compare strengths and weaknesses of various strategies targeting

[5] Morra-Imas, L., & Rist, R. (2009). *The Road to Results: Designing and Conducting Effective Development Evaluations.* The World Bank: Washington, DC.

[6] Compare the current situation with a specified target, goal, or benchmark, such as indicators stated in the project document.

similar populations and to identify promising practices that could be applied to other geographical areas.

In each project site, the evaluator conducted in-depth interviews and FGDs with representatives of all stakeholder groups, including children beneficiaries, teachers, WG and CEC members, private partners, and NGOs. The evaluator spent one full day meeting with key project personnel from SCF in Jakarta.

A general protocol guide was developed with semi-structured questions for each stakeholder group. The guide included a total of seven sets of questions geared toward project staff, Government and working group (WG) representatives, NGO partners, community and education stakeholders (e.g., CECs), private-sector partners (e.g., Accenture), beneficiary children, and parents. Prior to designing the interview guides, the evaluator reviewed ILO-IPEC guidelines on research with children on the WFCL, the United Nations Children's Fund Principles for Ethical Reporting on Children, and guidelines provided by the USDOL in the evaluation scope of work. The evaluator attended to these guidelines by ensuring that confidentiality, gender, child-sensitive approaches, and ethical principles were considered during the design and execution of the evaluation.

The selection of the key informant and the child beneficiaries was conducted by SCF. Due to the nature of the project, a convenience and purposeful sampling methodology was used. Respondents were essentially determined by availability of project partners, their role, and their locations.

A consistent approach was applied systematically throughout the fieldwork. All informants were asked to describe their role or association to the EXCEED project, the activities they had been involved in, the targets for withdrawal/prevention, successes and challenges to date, the perceived or observed impact, and recommendations. Each informant was also asked additional questions deemed relevant to his or her role in the project.

The data gathered through key informant interviews and FGDs were triangulated with observations, interviews with beneficiaries, and feedback during the stakeholder workshop.

1.3.3 Stakeholder Workshop

Following fieldwork, a stakeholder-debriefing workshop was held on May 28, 2013. The main objectives of the workshop were to share preliminary findings and to obtain feedback and clarification; assess the Strengths, Weaknesses, Opportunities, and Threats (SWOTs) of program activities through a SWOTs analysis; and obtain key recommendations critical to ensuring sustainability. The groups were separated first by child labor target group and then by province, which proved extremely beneficial for exchanging promising practices among partners targeting the same populations. It also helped to reinforce key findings and enrich recommendations.

1.4 LIMITATIONS AND LESSONS LEARNED

While the evaluator was able to visit almost all project provinces and met with representatives from each stakeholder group, two weeks is not sufficient time to gain an in-depth understanding

of the entire project's strengths, weaknesses, and outcomes. Adding to the challenge is the complexity of the project, which works in four sectors, across five provinces, with more than 10,000 beneficiaries and a wide range of interventions and stakeholders. Hence, the evaluation is limited to the experiences and opinions shared by project staff, implementing partners, children beneficiaries and their parents, and other stakeholders present during interviews or during the stakeholder workshop. It covers what they deemed were the most significant strengths, challenges, successes, and outcomes of the project. Any missing information is likely due to the respondents' viewing the activity as not having a major impact or as not being relevant to the evaluation questions. Time constraints could be another explanatory factor. One of the key strengths of the evaluation is the stakeholder workshop, which provided an opportunity for all key provincial stakeholders to review the preliminary findings, provide clarification, and fill in any remaining gaps. The most recent TPR, dated October 2012 through March 2013, was very much appreciated by the evaluator, who found it extremely helpful in identifying achievements to date and in providing a clear understanding of the background and context. In the end, the evaluator feels confident that the objectives of the evaluation were met. All key questions were covered extensively during lengthy interviews with multiple partners and were then crosschecked during the stakeholder workshop and document review process.

The following recommendations are based on lessons learned during this evaluation and are provided to inform planning of future USDOL, ICF, and SCF project evaluations:

- Schedule for the evaluator to meet with grantee staff (SCF) prior to meeting with project stakeholders. This would save time spent trying to learn the background, context, and project history from partners.
- Hold no more than five interviews per day (allowing two hours per interview for each major stakeholder and one hour for children beneficiaries).
- Allow time for photos (when culturally appropriate or expected), breaks, and travel time between interviews (which can be done during the two-hour window noted above).
- Rent a vehicle in advance for each location (taxis, though less costly, are unreliable).
- Confirm hotels in advance and negotiate the rate through a local partner.
- Although providing lunch or snacks to the respondents is strongly recommended, given that participants often travel from outside the city and spend all day at the office awaiting the interview, interviews should not be scheduled during lunch because the translator and evaluator need a break from translation and note taking (working straight for 10 hours can lead to exhaustion and affect the quality of the translation or interview).
- Interviews scheduled on the same day as a flight should be kept to a minimum[7] (no more than two or three).
- More time should be allowed for typing notes and recording observations while in the field (at least both days off during the weekend and more than one night in each location).
- Ensure the field officers are included on the interview schedule, as there is no spare time or energy at the end of the day (bearing in mind the interpreter must have the mental fortitude to proceed with accuracy, which isn't possible after an 8- to 10-hour work day).
- Clearly list one interview or FGD per line in the interview schedule to ensure that the schedule does not exceed the maximum suggested number of interviews per day.

[7] The evaluation team traveled to Surabaya by noon and had seven interviews scheduled for the same day.

1.5 FINAL EVALUATION REPORT FORMAT

The evaluation report has been divided into seven sections. The first section is the project description. The remaining sections correspond with the categories of the evaluation questions—relevance, effectiveness, efficiency, impact, sustainability, and recommendations.

II PROJECT DESCRIPTION

The International Labour Organization (ILO) estimates the number of children involved in Exploitative Child Labor (ECL) in Indonesia to be between four to six million.[8] Because Indonesia is the world's largest producer of palm oil and a key distributor of rubber and tobacco, families and companies working in plantations heavily rely on children to provide labor, including lifting heavy loads and working with dangerous machinery. Many children, primarily girls, also work as domestic servants, some as young as 11, without one day of rest and are at risk of mental, physical, and sexual abuse. Children who work in the informal sector, such as those living on the street, selling small items, begging, and scavenging, are at risk of being exposed to illegal substances, injury, and commercial sexual exploitation. Indonesia is a primary source country for child trafficking. Children, primarily girls, are trafficked from Indonesia to Malaysia and throughout Asia, where they are subject to forced prostitution and forced labor. The Government of Indonesia is implementing a 20-year National Action Plan for the Elimination of the Worst Forms of Child Labor, and the law prohibits children from engaging in any work that can harm their "health, safety, or morals."

To support the implementation of the Government's national action plan, the USDOL awarded a four-year $5.5 million Cooperative Agreement valued at $5.5 million to SCF on September 30, 2009. SCF was selected through a competitive bidding process and has been a key implementing partner of previous EI Indonesia projects. The goal of the project is to reduce the overall number of children involved in and at risk of working in ECL. As stipulated in the cooperative agreement, the project targets 6,000 children for withdrawal and 4,800 children for prevention from exploitative work as domestic servants, plantation workers on palm oil and rubber plantations, street workers, and targets of commercial sexual exploitation.

The EXCEED project works in five provinces and nine municipalities. The project sites are located in West Java (Bandung); Yogyakarta (Semarang, Yogya); East Java (Surabaya); South Sumatra (Lampung); and West Kalimantan (Pontianak, Singkawang, Sambas, and Sanggau).

The key strategies for withdrawing and preventing children from ECL involve increasing access to quality education and conducting research, awareness-raising activities, and policy formation. The specific objectives of the EXCEED project, as stated in the approved project document, are as follows:

- To withdraw and prevent children from engaging in exploitative child labor through the provision of direct educational services
- To strengthen policies on child labor and education and the capacity of national institutions to combat child labor
- To raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures
- To support research and the collection of reliable data on child labor
- To build local capacity to ensure long-term sustainability

[8] Project document under USDOL and SCF Cooperative Agreement No. IL-19512-09-75-K (2009).

2.1 PROJECT COMPONENTS

The project objectives are to be achieved through five components/outputs:

1. Direct Provision of Educational Services to Withdraw and Prevent Children from ECL
2. Strengthening of Policies and Institutions Working to Combat ECL
3. Raising Awareness of the Importance of Education and the Negative Effects of ECL
4. Supporting Research on ECL
5. Building Local Capacity and Promoting Sustainability

Component 1: Direct Provision of Educational Services to Withdraw and Prevent Children from ECL. Under Component 1, education is used as both a withdrawal and prevention strategy. CECs and NGOs try to reduce and eventually eliminate children's working hours by engaging them in formal, non-formal, or vocational education programs and extracurricular activities. Additionally, by retaining current students in school and increasing the amount of educational activities they are involved in, such as remedial classes or after-school activities, the project intends to avoid the risk of children joining friends who work or play in hazardous areas. *Note: For a full description of strategies and accomplishments, see Section 4.1.2, Component 1 Strategies and Achievements to Date.*

Component 2: Strengthening of Policies and Institutions Working to Combat ECL. Under this component, the project aims to identify and strengthen key institutions to implement the national action plan to eliminate the WFCL at the provincial, district, and subdistrict levels. This is accomplished through formation of WGs at each level, coordination of key institutions within the Government to develop and implement district action plans to prevent or withdraw children from the WFCL, and collaboration amongst WGs, CECs, NGOs, and service providers to address barriers to ECL elimination. The project provides technical assistance and information to the institutions, with a focus on ensuring that these institutions are able to sustain services. The new WGs that SCF facilitate are meant to be the first step in supporting the Government to develop action committees by project end.[9] *Note: For a full description of strategies and accomplishments, see Section 4.2.2, Component 2 Strategies and Achievements to Date.*

Component 3: Raising Awareness of the Importance of Education and the Negative Effects of ECL. A critical element of the EXCEED project is awareness raising. Under this component, the project has developed culturally appropriate informational messages regarding the negative effects of ECL and the importance of education. The messages have been disseminated through a district-level campaign targeting the general public and those involved in ECL, and through teachers and implementing partners during class lessons or meetings. Selected teachers participate in two main activities. First, they are trained on the dangers of ECL and prepared to deliver and disseminate the information in their schools. Second, they are trained to integrate the 3-R (Rights, Responsibility, and Representation) Trainers Kit developed by the ILO into their lesson plans, which contributes to a greater level of awareness among children. NGOs and CECs are also trained on the 3-R and on how to disseminate the information to their target populations. *Note: For a full description of strategies and accomplishments, see Section 4.3.2, Component 3 Strategies and Achievements to Date.*

[9] Ibid.

Component 4: Supporting Research on ECL. In order to contribute to the limited literature on exploitative child labor in Indonesia and to inform the design of project interventions, the project planned to carry out a Knowledge, Attitudes, and Practice (KAP) baseline assessment and two in-depth studies; one on children's engagement in palm oil plantations, and one on children's exploitation in commercial sex work. The project also planned to conduct an analysis of data on ECL, based on the national child labor survey. *Note: For a full description of strategies and accomplishments, see Section 4.4.2, Component 4 Strategies and Achievements to Date.*

Component 5: Building Local Capacity and Promoting Sustainability. Specific activities are not outlined in the project document regarding this component, as it is assumed that awareness raising, high-quality educational services, and strengthening policies and institutions, as described under the previous components, will contribute to achieving this output. The success of this component is measured by the number of private-sector partnerships formed, the number and value of cash or in-kind resources confirmed to contribute to project objectives, and the number of Government policies enacted or programs established to provide direct services for children withdrawn or prevented from ECL. *Note: For a full description of strategies and accomplishments, see Section 4.5.2, Component 5 Strategies and Achievements to Date.*

2.2 IMPLEMENTATION STRATEGIES

Building on the previous USDOL child labor project (Enabling Communities to Combat Child Trafficking Through Education, or ENABLE) the EXCEED project utilized the Enabling Community Action (ENACT) model to mobilize communities in project design and implementation. The ENACT model consists of (1) problem identification; (2) resource identification through mapping; (3) development of a community action plan; (4) dissemination of the action plan to community stakeholders; (5) delivery of educational services to target children beneficiaries; and (6) leveraging public/private resources to sustain project activities.

The EXCEED project began with socialization activities at the national and provincial levels and then at the district and subdistrict levels. Workshops were held in five target provinces and their respective municipalities. The workshops established commitments for the formation of advisory committees and WGs at the national, provincial, and district levels. During socialization, SCF sensitized stakeholders about the national law for child protection and explained how the project would contribute to enforcing the law and preventing the WFCL. At subdistrict-level meetings, SCF presented the programs for delivery and target groups to community leaders, who in turn helped SCF to engage the community in project activities.

After the initial socialization activities, SCF carried out a competitive recruitment process in collaboration with the District Department of Social Affairs to select NGO partners. Then, with support from the NGO partners, local government, and community leaders, the project formed Community Education Committees (CECs). The CECs conducted a mapping exercise using Rural Participatory Appraisal methods to identify child labor issues in the community and existing resources. Project activities were then selected to prevent children from engaging in ECL and included in a Community Action Plan. After receiving approval from SCF, the plan was disseminated to the local community for approval and feedback.

SCF provided partners with a stimulus fund to carry out action plans. In an effort to leverage additional funding resources, SCF organizes meetings with Government and business leaders.

2.3 IDENTIFICATION OF BENEFICIARIES

Given the complex nature of identifying children in ECL, the project worked through trusted NGO and community networks. The project partnered with local NGOs that have an existing foundation of trust and support from the local communities and children in the targeted sectors. The partner NGOs developed outreach strategies and engaged field staff, peers, teachers, and CECs to assist with identifying and recruiting beneficiaries using EXCEED criteria.

2.4 TARGET OUTPUTS AND INDICATORS[10]

Table 2: EXCEED Project Outputs, Indicators, and Targets

Output 1: Direct Services	**Indicator**	**Target**
Children withdrawn	# of children in ECL withdrawn and receiving support and reintegration assistance	Total: 6,000 Child Sex Workers: 900 Child Domestic Workers: 900 Street Children: 1,200 Children (working) in Plantations: 3,000
Children prevented	# of vulnerable children prevented from engaging in ECL	4,800
Children enrolled in education programs	# of children withdrawn from targeted ECL receiving educational services	6,000
Children facilitated into safe apprenticeships	# of children withdrawn from targeted ECL facilitated into safe apprenticeship programs	500
Community Support and Reintegration Centers (CSRCs) established and operational	# of CSRCs established	2 pilot 3 replications
Output 2: Strengthening Policies and Institutions	**Indicator**	**Target**
Key institutions identified and strengthened to implement national (and district) action plans	# of district action plans for eliminating ECL	7
	# of government bodies, NGOs, and CECs receiving technical assistance	4 Government bodies 8 NGOs 20 CECs

[10] Per project document logframe.

Working groups (WGs) and networks and inter-governmental agency collaboration	# of WGs established and meeting regularly	7
	# of Government bodies, NGOs, and CECs participating in WGs	4 Government bodies 8 NGOs 20 CECs
Best practices and lessons learned	Documentation of best practices and lessons learned	N/A
Output 3: Raising Awareness	**Indicator**	**Target**
Informational messages regarding negative effects of ECL and importance of education	# of modules adapted and developed from existing ILO awareness-raising materials	2 (SCREAM and Teacher's Kit)
Information disseminated to key stakeholders and general audience	# of CECs receiving information related to ECL	28 (80 percent of target population reached by awareness campaign)
Change in knowledge, attitudes and practices	# of committees implementing ECL awareness-raising activities	28
	# of children and teachers demonstrating awareness of ECL and importance of education	1,200 children 150 teachers
Output 4: Supporting Research on ECL	**Indicator**	**Target**
Baseline assessment	Baseline assessment completed	Baseline assessment report
In-depth studies	Sector reports completed (CIP and CSEC)	2
Analysis of National Child Labor Survey data on ECL	Report on national ECL trends (analysis of National Child Labor Survey data on ECL)	Report on national ECL trends
Output 5: Building Local Capacity and Sustainability	**Indicator**	**Target**
Cash/in-kind commitments from private sector	# of private-sector partnerships formed	20
Increased government support for direct services for children withdrawn or prevented	# of new Government programs/policies enacted	5
	# of CECs and NGOs accessing Government support (conditional cash transfer, grants)	20 CECs 10 NGOs

III PROJECT RELEVANCE

The project outputs strongly support the USDOL objectives and are relevant to the Indonesian political, economic, and cultural context. This is evident in the EXCEED project objectives, which are founded on the five USDOL EI goals of withdrawing or preventing children from WFCL through the provision of direct educational services; strengthening policies and institutions on child labor and education; raising awareness on child labor and education; supporting research; and ensuring the long-term sustainability of these efforts. Building on the national action plan to eliminate the WFCL, the project accurately identified the WFCL in the country that are aligned with national Government priorities and incidence levels. Project assumptions regarding the demographics of specific target groups and root causes of child labor were examined during the baseline and in-depth studies. The project was revised accordingly to account for the newfound factors and realities that arose from the studies. There were no major external factors adversely impacting the project. The main strategies for withdrawal and prevention are relevant and appropriate to the cultural context, given the community-driven ENACT approach, which engages communities in identifying needs and developing context-appropriate strategies. The involvement of CECs and NGOs in implementation of the project activities enhances the program's responsiveness to the evolving context and local challenges.

3.1 THE NATIONAL CONTEXT

Indonesia has demonstrated its commitment to eliminating child labor and has taken significant action to eliminate the WFCL, particularly at the national level. Indonesia manifested this commitment by establishing Law 20-1999, which ratifies ILO Convention 138 on minimum age for child labor, and Law 1-2000, which ratifies ILO Convention 182 on the Prohibition and Immediate Action for Elimination of the WFCL. To comply with ILO Convention 182, the Government of Indonesia (GoI) has taken several actions, which include formulating a 20-year National Action Plan for the Elimination of the Worst Forms of Child Labor (2002-2022), implemented in three phases; establishing the National Action Committee to Eliminate the WFCL; and including child protection as one of four top priorities in the GoI's Medium-Term National Development Plan (2010-2014). The EXCEED project was implemented during the second phase of the national action plan and has contributed significantly to achievement of its objectives. For instance, the strategy of developing local capacity by establishing WGs has helped to accelerate the implementation of the Ministry of Social Affairs (MOSA) Medium-Term Strategy for child protection.

All of the target child labor sectors of the EXCEED project fall within the priority action areas of the GoI. Three that top the list are CSEC, Girl Street Children (GSC), and CIP. The fourth sector, CDW, is a newly recognized child labor category that has recently become more prominent through increased awareness and reliable data contributed by the EXCEED project. As a result, the GoI has expanded the program sectors in the national plan to include child domestic workers.

All partners agreed that the WFCL categories targeted under the project were accurately identified for their geographical area, with the exception of one partner in Kalimantan. The Aisyiyah NGO in Pontianak (Kalimantan) shared, "While the project did identify one of the WFCL, there are many other types that do exist in the area and are prevalent. These include

porters that work in sea ports and are involved in heavy lifting, water bottle delivery boys, scavengers, orange plantation workers, and construction workers. The most prevalent forms of child labor in Pontianak are these others, not CDW. In fact, most people in Pontianak would not consider domestic work as a WFCL." The reason for the last statement is because employers are supporting rural children to attend school by paying their tuition and room and board in exchange for work. However, this reflects a need for greater awareness about child labor laws, given that CDWs are overworked and restricted from participating in activities outside of work, with the exception of attending school during school hours. They are not allowed to engage in recreational activities, tutoring, or other EXCEED project activities unless it is during class time. Nevertheless, it is clear that there are other forms of ECL besides CDW that should be considered in the future.

The project's main strategies for withdrawal and prevention are relevant and appropriate given the cultural, economic, and political context. This is largely owing to the ENACT approach, in which needs and strategies are identified by the community themselves. This ensures community ownership and relevance of strategies to the local situation. The mapping of resources within the local community to identify training providers and locations for the training most suitable for the target population increases the responsiveness of the program to the needs of the target population. Additionally, the relevance of the project to the context is most evident where CECs are established because CECs can continuously monitor and address the beneficiaries' needs.

3.2 PROJECT REVISIONS BASED ON THE LOCAL CONTEXT

In response to findings from the baseline assessment, the rural appraisal, and in-depth studies, the EXCEED project revised its criteria for selecting specific target populations.

Street Children (SC): The project document stated that the project would work with girl street children (GSC), with the expectation that 60 percent of the target group to be over the age of 15. However, the project found that a small percentage tend to fall within this group and that a significant number of SC tend to be younger and of both genders. To comprehensively address the issue, the project revised its strategy to include both boy and girl street children ages 7 through 18 and focused on a larger proportion of young children. The original reason for targeting only older GSC is that they often become CSEC. While these project assumptions were correct, project staff found that this is also the case with boys. Hence, this was additional justification for revising the project document and target group.

Child Domestic Workers: Another revision to the project involved a significant reduction in the number of targeted CDWs, from 1,200 to 650. The original assumption was that children from nearby villages were sent to work as CDWs in nearby cities and that outreach and prevention activities could be conducted in their home communities. However, the project found that children come from diverse geographical areas. By reducing the number of target beneficiaries, the project was able to reach more of the children's homes.

Children (working) in Plantations: Finally, in response to strong suggestions from community leaders, local government, and NGO partners, the CIP target group, which included only children working in palm oil plantations, was expanded to include children working in rubber plantations.

IV EFFECTIVENESS

4.1 COMPONENT 1: DIRECT SERVICES FOR WITHDRAWING AND PREVENTING CHILDREN FROM ECL

4.1.1 Target Indicators[11]

Table 3: Component 1 Indicators and Targets

Indicator	Target	Actual
# of children in ECL withdrawn (and receiving support and reintegration assistance)	6,000	3,630
# of vulnerable/at-risk children prevented from engaging in ECL	4,800	4,118
# of children withdrawn from targeted ECL enrolled in education programs	6,000	3,630
# of children withdrawn from targeted ECL completing education programs	1,800	2,876
# of children prevented from engaging in targeted ECL completing education programs	4,800	4,118
# of children withdrawn from targeted ECL facilitated[12] into safe apprenticeship or similar programs	500	244
# of CSRCs established and operational	2 (original target: 2 pilot; 3 replications)	2

Note: Numbers are cumulative and represent progress through March 31, 2013.

4.1.2 Component 1 Strategies and Achievements to Date

EXCEED has been working with 17 local NGO partners to withdraw children from ECL. Technical assistance was provided intensively to NGO partners, especially on the implementation strategy, reporting requirements, and reimbursement system. For instance, the EXCEED team held trainings on return and reintegration for the child survivors of exploitative labor and on the ENACT approach to prevent at-risk children from being engaged in ECL. Following the establishment of two Child (and Family) Support and Reintegration Centers in Bandung and in Yogyakarta, EXCEED spent significant time and effort to identify and develop strategies to persuade children to access support services provided by these centers.

[11] Note that the actual numbers reflect the period through March 2013 and are expected to increase by project end.
[12] The TPR breaks this down into three indicators: enrollment, retained, and completing. For all three, the result is the same (244), indicating the apprenticeship program has been completed.

The key ECL prevention strategy is the establishment of CECs in participating areas that are responsible for the development and implementation of action plans to prevent at-risk children from becoming victims of ECL. EXCEED established 20 CECs in six project sites (see Table 4) and supported them with technical and financial assistance.

Table 4: EXCEED-Established CECs

Project Sites	Number of CECs	Target beneficiaries
Yogyakarta	3	GSC
Lampung	2	CSEC
Bandung	8	4 CECs for CSEC, 4 CECs for GSC
Pontianak	2	CDW
Sambas	1	CIP
Sanggau	4	CIP

Note: Numbers are cumulative and represent progress through March 31, 2013.

As of May 20, 2013, a total of 16 CECs had met their targets for prevention and completed their contracts. The remaining four CECs are expected to fulfill their contracts and targets for prevention by July 2013.

Based on the latest Technical Progress Report covering the period of October 1, 2012 to March 31, 2013, the project has fully withdrawn 3,630 children from exploitative forms of child labor per Government Performance and Results Act (GPRA) standards. This is 61 percent of the end-of-project target of 6,000 children. However, of the 6,000 children targeted for withdrawal in the four sectors (see Table 5), a total of 6,030 are receiving or have received education services.

Table 5: Children Involved in ECL Receiving Education Services

Type of Child Labor	Received or currently attending education services		
	Girls	**Boys**	**Total**
Commercially Sexually Exploited Children (CSEC)	830	98	928
Child Domestic Workers (CDWs)	800	121	921
Street Children (SC)	985	345	1,330
Children (working) in Plantations (CIP)	1,299	1,552	2,851
Total	**3,914**	**2,116**	**6,030**

Note: Numbers are cumulative and represent progress through March 31, 2013.

This indicates that if the project continues to succeed in retaining the children in education and withdrawing them from the ECL, the EXCEED project could potentially exceed its overall target of 6,000 by 30 additional children. Given the project will not likely be able to withdraw the remaining number (2,370) of children needed to achieve the target by September 2013, SCF has requested a six-month no-cost extension, which would extend the project to March 2014. If extended, it is assumed that the project will likely achieve or nearly achieve its total target.

In terms of its other indicators, the project is on schedule to meet or exceed its targets. The project has already exceeded its target for number of children withdrawn from targeted ECL and completing education programs; 2,876 completed of the 1,800 target. EXCEED has also prevented 4,118 children from exploitative forms of child labor. This cumulative result is 86 percent of the total end-of-project target of 4,800 children. And the project anticipates meeting the end-of-project outcome of 4,800 children prevented from entering ECL by September 2013.

It appears that the EXCEED project may fall short of meeting its target of 500 children withdrawn from targeted ECL and facilitated into safe apprenticeship or similar programs. Project reports indicate that a total of 244 children have been enrolled and have completed an apprenticeship program. Thus, no other children are currently enrolled who would complete and increase the total number of beneficiaries by the end of the project.

4.1.3 Challenges or Obstacles Encountered in Meeting Component 1 Objectives

Table 6: Total Number of Children Withdrawn or Prevented from ECL

Type of Child Labor	Withdrawn		
	Target	Actual	Percent
Commercially Sexually Exploited Children (CSEC)	900	722	80%
Child Domestic Workers (CDWs)	900	603	67%
Street Children (SC)	1,200	638	53%
Children (working) in Plantations Work (CIP)	3,000	1,670	55%
Total	**6,000**	**3,630**	**60.5%**

Note: Numbers are cumulative and represent progress through March 31, 2013.

The main challenge the project faces is achieving the total number of withdrawn children targeted. Table 6 demonstrates that the greatest shortfalls are in two sectors, CIP and SC. A number of issues contribute to these shortfalls, including challenges in CIP withdrawal and the nature of ECL in Indonesia.

One reason EXCEED has achieved only 55 percent of its target for CIP and only 60.5 percent of its overall target for all beneficiaries is because half of all withdrawn children are from West Kalimantan, the province originally under the responsibility of partners that withdrew from the project. During the early stages of the project, the partnership with World Education concluded

unexpectedly, and EXCEED activities in the districts of Sanggau and Sambas, West Kalimantan, came to a halt. Further hampering progress, Pelita Kasih, the implementing NGO for the CIP program in Sanggau District, withdrew from the EXCEED program in the middle of its contract. As a first step in reinvigorating the program, SCF provided a Refresher Workshop on the establishment of EXCEED WGs. EXCEED also provided significant support and capacity building to a strong local NGO partner in the Sambas district and to the CEC in the Sanggau district so that they could effectively address the issue of children working in plantations.

The project also learned during the start-up phase that age, gender, and location of SC differed from original assumptions, and the target was adjusted to reflect project realities.

In order to generate higher numbers of withdrawn children in these sectors and overall, the EXCEED project has made the following modifications to the project: working with girl and boy street children and younger street children; working with children in both rubber and palm oil plantations; and concentrating resources with local NGOs that have been successful (IABRI, Bahtera, and YAA) in withdrawing children from the targeted sectors of ECL.

4.2 COMPONENT 2: STRENGTHENING POLICIES AND INSTITUTIONS WORKING TO COMBAT ECL

4.2.1 Target Indicators

Table 7: Component 2 Indicators and Targets

Indicator	Target	Actual
# of district/municipal action plans/program documents eliminating ECL developed	7	6
# of institutions[13] receiving technical assistance	7[14]	23
# of WGs established and meeting regularly *(at district level)*	7	7
#[15] of agencies engaged in network	7	7
# of referrals made	7	7
Documentation of best practices and lessons learned/Forums for/instances of information exchange established	N/A	

Note: Numbers are cumulative and represent progress through March 31, 2013.

[13] Per Technical Progress Report, October 1, 2012, through March 31, 2013.
[14] Original project document listed indicator and target as # of Government bodies, NGOs, and CECs receiving technical assistance (4 Government bodies, 8 NGOs, 20 CECs).
[15] Original project document indicator has been replaced with # of agencies engaged in network:
# of Government bodies, NGOs, and CECs participating in working groups (4 Government bodies, 8 NGOs, 20 CECs).

4.2.2 Component 2 Strategies and Achievements to Date

The main strategy for institutional strengthening is the establishment and legalization of WGs at each level of the decentralized system. The first achievement of the project toward this aim was on July 25, 2011, when the Ministry of Manpower and Transmigration, which, under Decree No. 6/2009, is the official focal point for the task force on the elimination of the WFCL, formally issued its letter of support to the EXCEED project. This legal recognition of the project legitimized the project's role in the establishment of or strengthening of national, provincial or district-level WGs and facilitated leveraging of local resources for project activities.

EXCEED targeted the establishment of seven WGs in five provinces. As of March 2013, the EXCEED project had facilitated the establishment and/or strengthening of 12 WGs, consisting of seven inter-departmental WGs at the district/municipal level and five WGs at the provincial level. WGs comprise NGOs representatives, local government officials, and other members of civil society. They function as advisory committees for the implementation of the EXCEED project in their respective province/district and address any issues related to project in that location.

It is important to note that the national committee on the elimination of the WFCL, 33 provincial-level committees, and 148 district-level committees existed prior to the project. According to an ILO representative who was interviewed, 16 district-level committees have action plans. Thus, in some cases, the EXCEED project did not form new WGs, but utilized the existing interdepartmental organization to form the EXCEED WG and then strengthened their capacities for developing policies and programs to combat ECL. Existing structures were used in two municipalities: (1) the Municipality of Lampung, which utilized the Anti-Trafficking Task Force of Lampung; and (2) the Municipality of Pontianak, which utilized the Task Force of The Elimination of CSEC. Ultimately, SCF established 10 new WGs and strengthened a total of 12 WGs, exceeding the targeted number of seven.

Once the WG has been established in each project location, the next step of the institutional strengthening and sustainability strategy is the legalization of the WG through the decree of the District Head (akin to a U.S. mayor), which will permit the members to access government funds for specific programs to eliminate ECL. Within the context of the broader national action plan for the elimination of the WFCL, legalization of the WG will result in the conversion of the EXCEED project WG into the official provincial and district-level action committees for the elimination of the WFCL. The legally recognized committees will be responsible for developing action plans to address or curtail the causes of WFCL and to contribute to sustainability.

Of the 12 WGs established by the EXCEED project, the WG of Pontianak Municipality is the only one that has not yet been legalized. The WGs listed in Table 8 have achieved legal recognition by the Government and are now official Government entities:

Table 8: Working Groups (WGs) with Legal Recognition

No.	Working Group	Registration Number/Date	Purpose
1.	Bandar Lampung Working Group	149/15/HK/2011	Returning and reintegrating the survivors of CSEC and child trafficking
2.	Sambas District Committee on the eradication of WFCL	Nov. 2012	The EXCEED WG has facilitated the establishment of this committee, which will contribute to continuing anti-ECL activities after the end of the project.
3.	The Provincial WG of DI Yogyakarta	N/A	N/A
4.	The Provincial WG of Lampung	N/A	N/A
5.	The Provincial WG of West Java	N/A	N/A
6.	The District WG of Surabaya	N/A	N/A
7.	The District WG of Yogyakarta	N/A	N/A
8.	The District WG of Bandung	N/A	N/A
9.	The District WG of Bandar Lampung	N/A	N/A
10.	The District WG Sanggau District	N/A	N/A
11.	The District WG Sambas District	N/A	N/A

The EXCEED project also successfully facilitated the process of developing several district/municipal action plans/program documents eliminating ECL, as shown in Table 9:

Table 9: District/Municipal Action Plans/Program Documents Eliminating ECL Developed

No	Date	Document	Location
1.	May 2011	Yogyakarta Provincial Regulation on Children living on the street	Yogyakarta
2.	June 2012	The Forum on the Protection of Children Living on the Street (Governor Decree No. 181/KEP/2012)	Yogyakarta
3.	June 2012	The Team for the Protection of Children Living on the Street (Decree No 40/TIM/2012)	Yogyakarta
4.	May 2012	East Java Provincial Action Plan to Eliminate the Worst Form of Child Labor for the period of 2012-2016	East Java

No	Date	Document	Location
5.	Nov. 2012	West Java Provincial Action Plan on street children and prostituted children	West Java
6	May 2012	Bandung Municipality Regulation on Child Protection Number 10/2012	Bandung
7.	2013	Bandung Street Children Program	Bandung
8.	June 2012	District Action Plan on the rehabilitation of survivors of trafficking and CSEC (2012-2013)	Lampung
10.	May 2012	Surabaya Mayor's Regulation 41-2012 on punishing institutions or individuals that employ children	Surabaya

Note: Reflects progress through March 31, 2013.

The EXCEED project has made steady progress in this component. As Table 10 illustrates, the project has met and/or exceeded its target of developing seven action plans or program documents for eliminating ECL. As a result, the project has significantly improved local-level policies and resource allocation. In West Java, EXCEED has participated in the program and budget development of the Bandung Municipality Office of Social Affairs for SC activities. Consequently, the Bandung Municipality has pledged to allocate IDR 900 million (approximately $95,000) for the SC program in the City of Bandung during 2013.

To further highlight the impact of the project's success, the West Java Provincial Government will allocate IDR 6.5 billion (approximately $685,000) for child protection programs and will replicate EXCEED project activities. This includes training on EXCEED's approach to prevent children from being involved in ECL (using the ENACT approach), specifically SC, and replicating the ENACT approach in 10 sending areas within the West Java Province. Two EXCEED partners (LAHA and SEMAK) were assigned by the West Java Provincial Social Affairs Office to develop the module based on the ENACT approach. The Social Affairs offices from 14 targeted districts/municipalities in West Java and NGOs dealing with SC will be trained on how to use this module. This is an example of policy work that has led to replication and scale-up of successful project activities. In this regard, EXCEED has surpassed its goals for strengthening policies and institutions working to combat ECL.

EXCEED continues to support district and provincial WGs. They meet regularly to discuss any issues related to child labor, the status of the EXCEED project, the child protection policies, and any changes in national or local labor laws.

The EXCEED project has surpassed its goal of reaching seven institutions, providing a total of 23 partners with some form of technical assistance. The project has assisted specific ministries and members of the WG with drafting legislation, developing programs and referral systems, and training local partner staff on ECL prevention.

Specific examples of technical assistance provided and achievements to date are as follows:

- EXCEED provided technical assistance to the Ministry of National Education (MONE) in developing an education program for marginalized children, Education Services for Marginalized Children, in May 2010 and in designing a strategy for providing access to education for exploited children in August 2010. As a follow-on to this activity, MONE committed 1.2 billion IDR for 30 NGOs to implement the program on access to education for exploited children. This project is complementary to the EXCEED project.

- EXCEED has been instrumental in developing three key Government programs that now directly benefit targeted vulnerable children. These include a Ministry of Health insurance program that includes coverage for vulnerable children; a Ministry of Social Affairs conditional cash transfer (CCT) program that benefits many care takers of child workers and children at risk of ECL by providing family stipends to keep children in school; and a MONE block grant program that provides specific educational services for working and at-risk children. A total of 13 EXCEED-supported NGOs implement the MONE block grant program.

- EXCEED staff and local NGO contractor staff provided technical assistance to establish a program for SC in Bandung. The Bandung Municipality has assigned more than IDR 3.5 billion (USD $332,500) over three years to run this program, which was designed using EXCEED promising practices. This action achieves the sustainability of SC activities in this location.

EXCEED continues to use the WGs to strengthen coordination among NGOs, local governments, and other stakeholders, and to leverage additional resources. For instance, EXCEED has created direct referral systems for the CCT program and the child-focused health insurance program. Moreover, the regular meetings, field visits, and exchanges have provided the members of WGs, NGOs, and CECs with opportunities to exchange experiences and improve communication and collaboration among all stakeholders to address issues related to withdrawing or preventing the WFCL.

Due to the EXCEED project's close collaboration with the Government and alignment of the project with Government priorities, the EXCEED project has been invited to participate in the following additional activities, which will provide further opportunities to strengthen policies and institutions working to combat ECL:

- ***National Action Plan for the Elimination of Exploitative Child Labor.*** At the national level, the Government is in the process of updating its National Action Plan for the Elimination of Exploitative Child Labor. SCF has been invited to support this effort in several ways. SC has assisted the Government with developing a roadmap at the national level of various stakeholders who could play a key role in the elimination of the WFCL (e.g., ILO, NGOs, Ministry of Manpower, and Ministry of Social Affairs) and their possible roles and responsibilities. SCF will also support the Government by participating in upcoming consultations at the provincial level about what kinds of issues should be included in the national action plan for the elimination of ECL.

- ***National Coordination Meeting on Returning and Reintegrating Child Survivors from Exploitative Situations***. The EXCEED team were invited by the Ministry of Social Affairs to act as a resource organization for the National Coordination Meeting on Returning and Reintegrating Child Survivors from Exploitative Situations, which was held on January 28, 2010.

- ***National Plan of Action to Eliminate Street Children.*** The Ministry of Social Affairs invited the EXCEED team to participate as resource persons in a workshop on the development of the National Plan of Action to Eliminate Street Children. The workshop was held February 15-16, 2010.

- ***Education for Children in the Border Areas.*** Also at the national level, EXCEED was invited by MONE to participate in the team to develop the "guides and standardization of education for children in the border areas." The first workshop was held in Surabaya on April 11-14, 2011. This will benefit children at risk of being involved in ECL by improving access to and quality of education services. EXCEED target areas in northern West Kalimantan will be prioritized as the initial target areas for this program.

- ***2013-2015 Provincial Action Plan for WFCL.*** EXCEED was invited by the West Java province Social Affairs Office to facilitate the development of the 2013-2015 Provincial Action Plan for WFCL that specifically addresses SC and CSEC. Two of EXCEED's partners (KAP and BAHTERA) were invited as resource organizations in this process, which took place in December 2012. On March 1, 2013, the Governor of West Java province issued a decree on the establishment of Provincial Task Force to implement the action plan.

4.2.3 Challenges or Obstacles Encountered in Meeting Component 2 Objectives

With regard to achieving the component's objectives, the project has not faced any major challenges. The challenges encountered relate more to sustainability of the project's efforts and future implications within the context of eliminating ECL within the country.

At the national level, there has been ambiguity of roles and responsibilities for addressing exploitative child labor. The Ministry of Manpower has been reluctant to tackle the issue because children are not considered contractual employees. As well, the Ministry does not recognize the sectors targeted for the WFCL (e.g., CSEC, CDW, CIP) because they are informal, not formal, sectors of employment. The Ministry of Social of Affairs, though a key implementation partner who is very committed, does not have legal authority. Only SC have had a clear mandate for child protection at the national level, because they fall under a separate ministry. Recent policy-level changes, which have formally placed the Committee on the Elimination of the WFCL under the responsibility of the Ministry of Manpower, have addressed this ambivalence.

Decentralization is another challenge. The district level government does not have the capacity to mobilize resources because of conflicts at the national level. SCF's strategy to address this challenge has been through formation of the WGs at all levels, which is intended to improve

coordination among all stakeholders. The WG is the entry point for building capacity and improving coordination, planning, and execution of programs to eliminate the WFCL.

Coordinating the WGs was a challenge in the past. There is high turnover of the Government administration due to changes in ruling parties and in heads of ministries at all levels of government. The EXCEED project has developed three strategies to overcome this challenge: (1) hold more frequent meetings; (2) involve more stakeholders from each department in meetings and develop relationships with all key members of each ministry; and, probably most effective; and (3) base the Program Officer (PO) in the MOSA office at the district level so that whenever there is a change in key personnel of the WGs, the PO is responsible for ensuring that WG members are replaced. To build sustainability of the WG, the project is trying to transfer responsibility for replacing WG members to the ministry.

Another key issue echoed by almost all local stakeholders was lack of regulations per the targeted sector of ECL. The establishment of the district-level child protection regulation under the Women's Empowerment and Children's Ministry is a good blanket strategy for addressing all WFCL. For instance, several districts have passed a child-friendly city regulation. However, when it comes to allocation of funding to support the exploited victims, then more specific regulations per sector are important for prioritizing programs for the most prevalent forms of ECL. The Government has passed local regulations to protect street children in Bandung, Yogyakarta, and Lampung. Also in Lampung, there is a local regulation to protect CSEC. Therefore, these districts have access to funding to support their targeted ECL populations. There is strong demand to develop more sector-specific regulations in each province, district, and city.

4.3 COMPONENT 3: RAISING AWARENESS OF THE IMPORTANCE OF EDUCATION AND NEGATIVE EFFECTS OF ECL

4.3.1 Target Indicators

Table 10: Component 3 Indicators and Targets

Indicator[16]	Target	Actual
# of informational messages developed (original indicator: # of modules adapted and developed from existing ILO awareness-raising materials)	2 (SCREAM and Teacher's Kit)	4
# of agencies (that) received and disseminated information (original indicator: # of Community Education Committees (CEC) receiving information related to ECL)	28	34
# of targeted population (who have) received awareness campaign[17]	28	26
# of targeted population demonstrating awareness of targeted sectors of ECL (original indicator: # of children and teachers demonstrating awareness of ECL and importance of education)	1,350 (Original: 1,200 children;150 teachers)	1,484

Note: Numbers are cumulative and represent progress through March 31, 2013.

4.3.2 Component 3 Strategies and Achievements to Date

Under Component 3, the EXCEED project has conducted a number of activities aimed to raise awareness about the importance of education and the negative effects of exploitative child labor. EXCEED has developed two modules based on ILO's Supporting Children's Rights Through Education, the Arts, and the Media (SCREAM) Stop Child Labour Education Pack. The project adapted the materials to meet the needs of project beneficiaries. The modules were printed and used during Training of Trainers (ToT) workshops. Copies of the modules were disseminated to ToT participants as guidelines to train the students/children in their area. This module has been complemented with videos about risk factors and negative impacts of exploitative child labor.

The EXCEED training utilizes the ILO 3-R Trainers Kit on Rights, Responsibility, and Representation.[18] The 3-R Trainers Kit is an interactive training tool for empowerment of children, youth, and families, especially those at risk of child labor and trafficking for labor or sexual exploitation. It is designed to increase understanding of child rights and worker rights, empower children to make informed decisions about their lives and job choices, and increase children's voice and representation (including gender equality) in their communities and workplaces.

[16] The following indicator has been deleted or replaced: # of committees implementing ECL awareness-raising activities (28).
[17] Note: Indicator not reflected in the original project document logframe.
[18] Suriyasarn, B., Terhorst, R., & Haspels, N. (2006). *Empowerment for Children, Youth and Families: 3-R Trainers Kit on Rights, Responsibility, and Representation*. International Labour Office: Bangkok.

The EXCEED project has met or surpassed the targets for the awareness-raising component. The project developed two informational messages in addition to the two planned modules. EXCEED has also printed 300 books and distributed them, along with CDs, to five provinces and seven districts/municipals, reaching 34 agencies and therefore surpassing the target (28).

EXCEED conducted a ToT workshop, "Stop Exploitative Child Labor," for 150 teachers, 16 representatives of NGO partners, and 16 representatives of WGs. As a follow-up, the participants trained children in five of seven districts. Training in the other two districts (Sambas and Pontianak) will be held in the next period. EXCEED targeted 1,200 children in all project sites.

EXCEED has provided training on the 3-R methodology for EXCEED NGO contractors and CECs for widespread replication. A total of eight local NGOs and 10-12 CEC participated in these trainings. The project also uses the 3-R methodology to train children and parents directly on the dangers of ECL and the importance of education. In addition, EXCEED has used videos and thematic discussions with CSEC to help them understand the negative effects of ECL.

In late 2012, EXCEED supported a campaign on the importance of education as part of preventing child involvement in ECL near the Indonesia and Malaysia border areas, where children work in plantations. More than 100 school-age children were involved in this campaign.

The project activities have increased awareness of child labor issues for 1,484 people, including children; teachers; and members of WGs, CECs, and NGOs. This is above the targeted number of 1,350 and achieves the original target of 150 teachers and 1,200 children. By the end of the training, the children were more aware of their situation and had concrete plans for their future aspirations. These findings, reported in the TPR, are evident in the interviews with children beneficiaries, who are able to clearly state their future plans and dreams.

Moreover, the project has conducted the following additional activities:

- From December 21 to 23, 2011, EXCEED partners in Yogyakarta held an exhibition and seminar on topics related to children's involvement in economic activities. Several local print and electronic media covered the event.
- Approximately 1,000 posters about the dangers of children being involved in ECL were disseminated to areas known for sending and receiving CDWs in and around Surabaya.
- Another 1,000 similar posters on GSC were disseminated in and around Surabaya to raise awareness of this issue.
- In September 2012, EXCEED collaborated with MTV-EXIT to raise awareness among young people about the dangers of trafficking in persons.

4.3.3 Challenges or Obstacles Encountered in Meeting Component 3 Objectives

The project has met or exceeded its targets for the awareness-raising component. As such, it has not experienced any challenges in meeting Component 3 objectives. In terms of impact, this component has had a substantial impact on withdrawing and preventing children from engaging in ECL. However, the numbers reached in each district were quite low, particularly for teachers,

who play a large role in re-engaging or retaining former working children in school. Stakeholders, when interviewed, suggested that more parents and teachers should be targeted for awareness-raising activities, given their influential roles in relation to children involved in ECL.

4.4 COMPONENT 4: SUPPORTING RESEARCH ON ECL

4.4.1 Target Indicators

Table 11: Component 4 Indicators and Targets

Indicator	Target	Actual
Baseline assessment	1	1
In-depth studies on children's engagement in palm oil plantations and commercial sex work	2	2
Analysis of National Child Labor Survey data on ECL	1	1

Note: Numbers are cumulative and represent progress through March 31, 2013.

4.4.2 Component 4 Strategies and Achievements to Date

The project has reached targets for supporting research on ECL. EXCEED has completed the four planned studies: (1) the KAP baseline survey; (2) in-depth study on children working in palm oil plantations (CIP); (3) in-depth study on CSEC; and (4) an analysis of the national child labor survey data on ECL. A description of the outcomes of these studies is provided in this section.

The KAP baseline report was used for internal program management purposes as well as for broader dissemination and advocacy. Noteworthy is EXCEED's baseline survey in Bandung, which was used as a main reference for the academic text of the Bandung Municipal PERDA on Child Protection.

In-depth case studies on CIP and CSEC conducted at the beginning of the project contributed to the knowledge base on child labor in Indonesia, given that there is minimal data on these sectors. The research also supported the project in achieving its objectives by informing the design of the interventions for children engaged in CIP and CSEC. Finally, the research targeted beneficiary children so that the effects of the program could be measured before and after the project. The project plans to conduct a second round of in-depth data collection at the end of the project to get a picture of the impact of the program on beneficiaries. Utilizing a similar survey and methodology (FGDs) with the same respondents as selected in the initial round, researchers will solicit answers to questions that focus solely on the children's current status (school, work, etc.), changes that have affected the socioeconomic situation in the household, and children's and parents' attitudes regarding the choices that were made since participating in the EXCEED project.

Analysis of the national child labor survey data on ECL was based on a national survey. The report was completed in March 2013 and has not yet been published. The results of the data analysis will be distributed to project stakeholders during the close-out ceremony.

4.4.3 Challenges or Obstacles Encountered in Meeting Component 4 Objectives

Due to the early withdrawal of World Education, the baseline survey, which was originally under World Education's scope, was delayed. To overcome this challenge and to ensure timely implementation of other studies, the baseline survey was done simultaneously with the data collection for the survey on KAP and in-depth studies on CIP and CSEC.

4.5 Component 5: Building Local Capacity and Promoting Sustainability

4.5.1 Target Indicators

Table 12: Component 5 Indicators and Targets

Indicator	Target	Actual
# of private-sector partnerships formed	20	19
$ value of resources raised/provided in support of project	$200,000	$625,544
# of new Government programs/policies enacted in target districts	5	5
# of individuals/groups accessing Government support (Original indicator: # of CECs and NGOs accessing Government support)	30 (Original target: 20 CECs; 10 NGOs)	30

Note: Numbers are cumulative and represent progress through March 31, 2013.

4.5.2 Component 5 Strategies and Achievements to Date

The EXCEED project has achieved all targets for the indicators under Component 5 and substantially exceeded its target for leveraging funds from the private sector. A successful proposal submission to the Accenture Skills to Succeed Project (STS) yielded $600,000 for complementary livelihood and vocational training activities for EXCEED beneficiaries in Lampung and Bandung. This amount is triple the original target of $200,000.

In late 2012, SCF began implementing the STS youth empowerment and employment project in Bandung and Lampung. Therefore, it is too soon to assess its potential impact on EXCEED beneficiaries. The project will provide life and employment skills services to 2,500 vulnerable youth. This includes vocational education or entrepreneurship training. Of the total participating youth, 700 are EXCEED beneficiaries.

According to the TPR, EXCEED has established 19 private-sector partnerships, nearly meeting its target of 20 partnerships. As illustrated in Table 13, these partnerships have begun to leverage contributions from local universities, vocational schools, and businesses for a number of complementary initiatives. The private-sector partners contribute funding for these activities.

Table 13: Private-Sector Partner Contributions to the EXCEED project

Location	Partnership
Lampung	The Students Cooperation Unit of the University of Lampung, in collaboration with APIK NGO, has established a School of Friends initiative, which provides entrepreneurship training (e.g., baking, simple handicrafts) to EXCEED GSC.
Lampung	The "Dharmapala" Computer Training Center, in collaboration with LADA, another EXCEED NGO partner in Lampung, provides an apprenticeship program in information technology for children involved in CSEC.
Lampung	Another apprenticeship program offered by the "Fortune" Training Center is providing a training course on fashion design and is working in collaboration with an EXCEED partner in Lampung, the Children's Crisis Center (CCC), responsible for withdrawing CSEC.
Bandung	A partnership was established by EXCEED's local partner for CSEC in Bandung, KAP, with the Bandung Milk Center Restaurant to provide an apprenticeship program for CSEC who meet the qualifications to work in the restaurant.
Lampung	Through a cooperative agreement signed in March 2013 with EXCEED's main NGO partner (APIK), Bank Niaga Syariah has committed to providing university scholarships to selected street children in Lampung identified by the local NGO.
Lampung	The Provincial Youth Organization of Lampung (*Karang Taruna*) has committed to providing capital for parents of street children to start their small businesses.
Lampung	Students from the University of Lampung and the State Institute for Islamic Study provided EXCEED beneficiaries with life skill trainings.
Surabaya	EXCEED facilitated a December 2012 meeting among the Municipality Social Affairs Office, the Indonesian Businesswomen's Association (*Ikatan Wanita Pengusaha Indonesia,* or IWAPI), and a private company (PT Peti Kemas Perak). This meeting resulted in PT Peti Kemas Perak committing to an economic opportunities program for disadvantaged and working youth.
Sanggau	The National Foster Parents Movement (the *Gerakan Nasional Orang Tua Asuh,* or GNOTA) provided school uniforms to the EXCEED beneficiaries who study in SD MUKOK elementary school.
Sanggau	The MPE (Multi Prima Entakai), a palm oil industry, provided computer training to the beneficiaries of EXCEED.
Sanggau	The CNIS (Citra Nusa Inti Sawit), a palm oil industry, has established a learning center for EXCEED beneficiaries.

Location	Partnership
Sambas	PT MDF (Multi Daya Fortuna), a palm oil industry, provided an electricity generator and classroom equipment to SMP 5 Junior Secondary School in the village of Sei Deden, Subah, one of EXCEED's project sites in the subdistrict of Subah.
Sambas	PT Misp (Mitra Sawit Sejati), a plantation, renovated the school yard of SMP 2, Junior Secondary School in Bukit Mulya village in the subdistrict of Subah.

Note: Reflects progress through March 31, 2013.

Based on information provided in Component 2, the target (five) for new Government programs/policies enacted in target districts has been achieved. EXCEED has been instrumental in developing at least five Government programs that now directly benefit working children and vulnerable children, including direct beneficiaries of the EXCEED project. These include an education program for marginalized children called Education Services for Marginalized Children; a Ministry of Health insurance program that includes coverage for vulnerable children; a MOSA CCT program that benefits many care takers of child workers and children at risk of ECL by providing family stipends to keep children in school; a MONE block grant program that provides specific educational services for working and at-risk children; and a program for SC in Bandung. EXCEED has developed an internal referral system in Bandung, working through partner NGOs and CECs, WGs, and networks to provide beneficiaries and their families access to these Government programs. However, there is no formal communication mechanism besides the WGs, and many NGOs and CECs interviewed were not informed of the range of programs available.

Primarily through activities conducted under Component 2, EXCEED has contributed in many ways to promoting sustainability through local capacity building. For instance, EXCEED has contributed during 2012 to the programmatic and budget development of the Bandung Municipality Social Affairs Office for SC activities. As a result, the Bandung Municipality has pledged to allocate the sum of IDR 900 million (approximately USD $95,000) for the SC program in the City of Bandung during 2013. Then, during March 2013, EXCEED was invited by the Bandung Municipality Social Affairs Office to facilitate the development of the 2014 SC program, with a total budget of IDR 2,500 million (approximately USD $265,000). This level of commitment to eliminating ECL will provide impactful services to SC into the future and contributes to the overall sustainability of the EXCEED project.

Taken together with the achievements under the strengthening policies and institutions component, these achievements represent important milestones in ensuring the sustainability of gains made to date through the EXCEED project.

4.5.3 Challenges or Obstacles Encountered in Meeting Component 5 Objectives

As evidenced by achievement of the indicators, the project has not faced any major challenges in achieving program objectives under Component 5. The key challenges to building capacity within the WG and sustaining activities have been identified under Component 2.

4.6 MOST EFFECTIVE INTERVENTIONS FOR WITHDRAWAL AND PREVENTION

The effectiveness of the strategies for withdrawal of children from the WFCL differ according to a number of factors, such as whether children are in or out of school, the type of child labor, the economic status of children and their families, age, and so forth. The sections below discuss the most effective interventions overall, and those disaggregated by sector, age group, and gender.

4.6.1 Most Effective Interventions Overall

Given that the majority of children engaged in the WFCL are out of school, and many have been out of school for a number of years, vocational training is viewed as the most effective strategy for removing children from hazardous work and providing them with an alternative source of income. Children interviewed were asked which types of vocational training were most effective or useful for helping them transition out of the WFCL and into a safer working environment. They specified sewing, culinary arts, handicrafts, hairstyling, and entrepreneurship training were most useful for generating income. In Sanggua, children suggested sewing and embroidery courses, considering that embroidery of *hijabs* (Muslim scarves) is in high demand. Another frequent request among males and females was handicraft making in areas where local resources are available and there is high tourism. A popular choice among girls was hairstyling and esthetics courses. Hairstylist jobs were viewed as an easy transition and lucrative option.

With regard to current courses offered, computers were considered useful for academic purposes, but not for leveraging employment opportunities, with the exception of senior high school students in Surabaya who were of working age and in close proximity to offices that recruit students with computer skills. In Sanggau, where most children work in plantations, fish cultivation shows a promising alternative. According to the children, the training was useful, but they require start-up capital, seeds, and further training for it to be a viable option for income. The CEC noted that several parents have provided the follow-on support for students to start their own fish farms, and this has enabled the children to cease working in plantations.

For children already enrolled in school, remedial education courses are the most effective prevention strategy. Remedial courses have proven very effective in improving retention and completion rates. CEC members in Sanggau proudly proclaimed that their remedial program resulted in a 100 percent graduate rate.

Other educational assistance by the project has helped motivate children to go to school. School supplies (e.g., book bags, stationery, and shoes) are provided to out-of-school children prior to their making any sort of decision or commitment to attend. According to one NGO interviewed, of those who received the materials, roughly 50 percent decided to attend. The NGO assisted in convincing the parents to allow the children to attend. Tuition assistance is an important motivating factor when convincing parents, but it is not an effective withdrawal strategy if it is offered only in the short term (one to six months). CDWs who receive tuition payments from their employers are unable to stop working completely because the assistance is temporary.

In addition to vocational training, remedial education courses, and incentives for returning children to school, awareness-raising activities among children have proven to be highly

effective strategies for withdrawing children from the WFCL. A common orientation to the project is through an outbound activity, where children are first introduced to their peers; are informed about the risks of the WFCL; and share experiences through games, outdoor sports, daily reflections, and nightly campfire talks. The outbound activity was ranked as "the most memorable and fun activity" by the majority of children beneficiaries interviewed. Follow-up meetings at schools or learning centers to engage in 3-R training have led children to change their perspectives on labor options and to disengage from hazardous work or to reduce their working hours.

4.6.2 Most Effective Interventions, by Sector

Commercially Sexually Exploited Children (CSEC)

Overall, the EXCEED project has been very effective in withdrawing CSEC from ECL, reaching 80 percent of its target. The Hotline Surya NGO in Surabaya has been most successful, having achieved a 100 percent withdrawal rate throughout the project. Their comprehensive withdrawal and rehabilitation approach consists of bringing children to the shelter and providing them with the full range of support services, including psychological counseling; testing for sexually transmitted diseases, HIV, and pregnancy, and treatment or support; group, peer, and individual psychological counseling; psychiatric treatment for depression, mental illness, or substance abuse; art therapy; peer support networks; and family counseling. The shelter is particularly important for pregnant child sex workers or for those suffering from sexually transmitted diseases or alcohol/drug substance abuse, which are prevalent amongst CSEC. The length of time spent at the shelter is also important for treating the physical or psychological issues, changing children's mind-set about the risks of CSEC, and supporting them through education and economic interventions. It also takes time to re-integrate CSEC with their families, as additional family counseling or economic support may be needed prior to the CSEC returning home. Those who are pregnant are often rejected due to cultural reasons and require additional support with locating housing. Therefore, the average length of time spent at the shelter is three months. The most effective interventions for CSEC who live at home and are enrolled in school have been working through peer networks, involving community members from CECs and teachers in monitoring children, and raising awareness about the risks of HIV or trafficking. These are also highly effective prevention strategies.

Children (working) in Plantations (CIP)

Children working in plantations have been one the most difficult ECL populations to fully withdraw. All 15 children interviewed are still working in plantations. This is partly due to high-paying jobs and the lack of an equally lucrative alternative. For example, children working as drivers to transport raw materials from one palm oil plantation to another can earn about IDR 24 million/month (USD $2,333/month); so, it is extremely hard to compete against this with the types of vocational training provided by the EXCEED project. The most effective strategy for withdrawal has been a reduction of working hours and improved working conditions. According to the CEC in Sanggau, remedial education and raising awareness of the risks of ECL have had the most significant impact on prevention, as none of the children targeted have begun working in plantations.

Child Domestic Worker (CDW)

Withdrawing children from CDW has had mixed results. In Lampung and Bandung, vocational training has been effective for transitioning older children of legal working age to safer forms of work. In Bandung, many CDWs live at home, and so it is easier for them to switch jobs. In Pontianak, where the majority of children are below working age, enrolled in school, and dependent upon employers to provide room, board, and tuition payment in exchange for work, the projects' strategies (e.g., tuition payment, remedial courses, and school supplies) have been less effective. In Pontianak, 8 of the 10 children interviewed are still working and in school. The most effective strategy is involvement in 3-R training, as it helps with changing their mind-set about work, raising awareness about their rights, and planning for their future. Another effective strategy is retaining CDWs in education, if in school, or engaging them in non-formal education or vocational skills, if out of school, which helps them to realize their goals. When asked about how donors and NGOs could help CDWs to become withdrawn, the children provided the following recommendation: "The project staff should go to their households, give the employers accurate information about the WFCL, and ask the employer to release the child from their job. The CDW should be provided with a place to live and financial assistance to attend school." The children indicated that this was the only way they would be completely withdrawn from ECL. This statement was echoed by the local NGO supporting them, who further added that the starting point for withdrawal was with passing the local regulation on banning ECL in domestic households. Then it would be easier for them to approach employers and demand their release. Teachers interviewed also recommended providing children who come from the village to attend school with a dormitory that has tight supervision.

Street Children (SC)

The most effective strategies for withdrawing SC from the WFCL has been through providing after-school recreational activities, awareness raising about the risks associated with street work, and scholarships. Alang Alang's after-school recreational learning center in Surabaya is a very good model because it offers street children a safe place to go after school (rather than working on the street) and they are motivated to participate in extracurricular activities that are fun and age appropriate (e.g., karate, music, and the performing arts). Children also receive snacks (through other funding sources); courses on reproductive health, children's rights, self-awareness, and simple financial management; handicraft training; and tuition assistance. Almost all children interviewed have been withdrawn. This can be attributed to changing the environment and eliminating the negative influences and risk factors. The children feel confident and motivated to attend the learning center regularly. Parents are mainly supportive. Tuition assistance, economic aid to parents, and involvement of community leaders in enforcing the law against the WFCL have all helped to increase parents' support.

The most effective strategy for withdrawal in Lampung is involving community leaders in street community forums to discuss the risks associated with ECL. Provision of scholarships, uniforms, shoes, and stationery are also very effective for this target group. Vocational training (e.g., making souvenirs) is least effective, as it generates very little money for transportation costs and pocket money and cannot replace income earned from street work. Compared to the other sectors, school retention is the main strategy for withdrawal, rather than vocational skills training, due to children's age and earning potential.

4.6.3 Most Effective Interventions, by Age Group

The effectiveness of interventions is dependent upon the age of the child—that is, whether they are below or above the legal working age. For children below the legal working age of 15, the most effective strategies for withdrawal are similar to those for prevention: awareness raising about the risks and hazards of ECL, school supplies, tuition assistance, and peer support groups. For children of legal working age, 15 and above, vocational training activities and apprenticeships in jobs that are in high demand and that offer a comparable or more competitive wage than employment in the WFCL sector are most effective.

4.7 Effect of the Project on Gender/Age Groups

There is no difference in the effectiveness of the project in terms of gender. Both boys and girls who participate in the project benefit equally from education courses and are proportionately enthusiastic to participate in the vocational trainings. Though the distribution of beneficiaries is unequal (65 percent are girls and 35 percent are boys), because girls engaged in the WFCL are typically more vulnerable to trafficking and sexual violence, this distribution seems justified. An NGO working with SC that targets 55 percent boys and 45 percent girls also commented that girls are more at risk of trafficking than boys and should be the main target beneficiary.

Age, nonetheless, is a factor in determining who benefits most from project activities. Younger children who are working and enrolled in school tend to benefit more from scholarships, remedial education, extracurricular activities, and school supplies since work is not yet their sole focus. Older children benefit more from vocational training activities that can lead to immediate, good-paying jobs. For instance, handicrafts where there is a tourism market (Lampung), hairstyling and computers in big cities (Surabaya), and sewing in Bandung benefit older children (15 and above) more than younger children. In Bandung, however, age poses a barrier to effective withdrawal of CDWs because children below 18 are not allowed to work in the garment industry; yet, one NGO's only type of vocational training is sewing due to the high and growing demand of local garment factories. The project might question why the legal working age for this industry is 18. If, for example, it is because working in the garment industry is considered a WFCL and thus is not appropriate for children under 18, then SCF should rethink the strategy and discuss other options with the NGO that would comply with the criteria for effective withdrawal.

In terms of age-appropriate strategies, it is important to work with teachers and parents for prevention or withdrawal of younger children and to provide counselling (through peer and professional counsellors) and other support services for older children, particularly CSEC.

4.8 Strengths and Weaknesses of Various Service Delivery Models

There are three main mechanisms of service delivery under the EXCEED project. These mechanisms are (1) the 17 NGOs, which are responsible for identifying and withdrawing children from the WFCL; (2) the 20 CECs, which are the lead implementers of prevention activities; and (3) two PDAKs, one in Yogyakarta and one in Bandung, that provide social

services to victims of ECL who are referred by project partners. Each of their strengths and weaknesses, as noted by stakeholders during interviews, are described below.

Table 14: Strengths and Weaknesses of CECs as Service Delivery Providers

CEC Strengths	CEC Weaknesses
• Strong mechanism for sustainability**** (Because the members are involved in Government programs; for example, many work under the child-friendly city program. Also because the CEC is formed based on the community's own initiative.) • Location of CEC and individual members are in close proximity to children enabling strong supervision and influence • Have the best understanding of the areas (e.g., Local knowledge; Easily able to match activities to the local customs and traditions; Understand the local customs and are able to work around them) • Well respected and trusted by the community** • Have a strong network, can easily reach children and facilitate activities. • Facilitates CSEC activities (e.g., Entry into port area because community leaders belong to the CEC; Members include housewives, teachers, and mothers who are compassionate and committed to ending CSEC; Great awareness of the risks of ECL; Communities near brothels will return underage children to parents) • Can accompany NGO staff to meet with employers and other stakeholders • Even if they have differing opinions or priorities per village and subdistrict, they can quickly come to a decision • CECs composed primarily of teachers will likely continue to advocate for children's rights after the project ends	• Conflicting priorities/Time constraints*** (Because they are very important figures in the community, they have their own full-time jobs and limited time.) • Most CEC members are also PKK (housewives association) members who have close relations with village administration, which bodes well for organizing activities and garnering support but it also poses a challenge due to demanding responsibilities • Difficult to assess because CECs are relatively new (two years) • Community leaders and neighborhood chiefs are also pimps and involved in CSEC (Surabaya) • Some CECs, particularly the newly established or those in the brothel/port areas, are more dependent on the project to provide financial resources for activities rather than identifying sources in the community (need more training and time) • Some stakeholders believe CECs don't have the experience and capacity to manage projects of this type and scale (can be strengthened if given more time and support) • Members come from different villages and may take some time to overcome individual priorities and personalities (but are able to overcome differences) • Coordination with NGO is difficult due to distance, reliability of telephone, and scheduling conflicts; Difficult to arrange meetings between NGO and CEC; Have to coordinate around CEC members' working hours

* Denotes the frequency of responses by stakeholders interviewed.

Table 15: Strengths and Weaknesses of NGOs as Service Delivery Providers

NGO Strengths	NGO Weaknesses
• Have the experience and capacity to manage the project • Able to meet targets and produce results well due to past project experience	• Less trust from the community than CECs, so more difficult to produce sustainable results • Work only for the duration of the project,

• NGOs have established networks and relationships with hard-to-reach beneficiaries, such as CSEC or SC, who are sometimes hidden or mobile populations	not beyond, due to financial constraints and alignment with donor priorities

EXCEED has combined with other SCF child protection programs to support a PDAK program in Bandung and Yogyakarta. The PDAK in Bandung provides case management services for all children and families in need referred by the Government or local partners in their referral network. The center staff conducts an assessment of the child's condition and family situation and develops a package of interventions, which may include health care, education, legal assistance, family therapy, or temporary housing. The PDAK assists poor, out-of-school children to obtain birth certificates so they can attend school free of charge. The PDAK also links families with social protection schemes (e.g., conditional cash transfer programs, health insurance, child welfare, and poor student assistance scholarships).

In the case of the EXCEED project, the PDAK has served a total of 17 EXCEED beneficiaries (8 CSEC, 4 SC, and 5 sexually abused/neglected/at-risk children) in Bandung since August 2012. The CSEC clients were provided with temporary shelter, counseling, and assistance with returning to their family. The process of return takes two to three months, but the shelter can be used for only one to two weeks. Thus, sometimes, they have to move the child from one shelter to another or to a relative's house if they cannot return home immediately. The out-of-school SC referred to PDAK received psychological counseling and educational options. Three were assisted with enrolling in non-formal education and, in one case, with attending a graphic design boarding school in Jakarta. Below is an assessment of the strengths and weaknesses of using the PDAK for project service delivery.

Table 16: Strengths and Weaknesses of PDAKs as Service Delivery Providers

PDAK Strengths	PDAK Weaknesses
• Support is provided to children based on individual needs of the child. Because staff deal directly with children in conflict with the law and CSEC, the PDAK has the potential to mitigate risk of ECL and play a strong role in the prevention of WFCL, such as trafficking. • To avoid trafficking of children, their strategy is to prevent children from separating from their parents, with particular emphasis on three districts that are "sending areas" around Bandung. • In total (outside of EXCEED beneficiaries), 600 children are receiving assistance. In June 2013, the project will conduct an evaluation to determine whether the program has in fact reduced trafficking in the areas. • The PDAK has started to share information on Social Protection programs with EXCEED partners in West Kalimantan. The PDAK tried	• Work with many cases and target more than one type of WFCL. They do not specialize solely in one sector like other EXCEED partners; therefore, the care is less comprehensive and short term in nature • Limited success with withdrawing children from the WFCL (e.g., 8 CSEC who have been supported are not totally withdrawn, but have reduced the number of transactions) • Support provided is limited. They do not conduct any other EXCEED strategies directly (besides counseling), such as 3-R, outreach, peer support networks, long-term rehabilitation, or vocational training, but rely on partners in the network to provide support. • Can't control the quality of services provided because they are outsourced (The success of Hotline Surya Surabaya and KAP Bandung is that they provide all services in-house under

PDAK Strengths	PDAK Weaknesses
to connect CIP with Conditional Cash Transfers. (They provided information, but do not know whether the children actually received the benefit.)	one roof and work with peer educators and former CSECs. This allows them to easily monitor the CSECs' progress and return them home when deemed psychologically ready.) • They rely on Government shelters and must move the child from one place to another, which leads to lack of a support structure, and children often return to the street or to CSEC • Integrated too quickly (not provided with sufficient counseling and treatment prior to sending back home) • Receive counseling, but are not taught any skills (3-R) before returning home so they haven't changed their mind-set • The project hasn't leveraged all of the services of the PDAK (e.g., Many street children in Bandung targeted by other EXCEED NGOs are out of school because they lack a birth certificate. The children targeted under the EXCEED project are also not on the list of recipients to receive Child Welfare or Poor Student Assistance scholarships due to lack of coordination between EXCEED partners and the PDAK.)

When deciding upon the range of service delivery options, there are several important factors to consider. While the CEC appears to have the highest probability for sustainability, this model requires intensive technical assistance and investment of time. Based on EXCEED's experience, it takes about two years to go from the stage of inception of the CEC to self-sufficiency. Participants in the stakeholder workshop stressed the risk of sustainability if the newly established CECs are not supported. The trade-off for investment of time and resources is that the CECs are committed to eradicating ECL and are in positions of authority to mobilize resources and actors to continue activities beyond the life of the project. With support from SCF, they have been successful in fulfilling their contracts and meeting their prevention targets.

Given the long history of the NGOs and their past experience working in target communities with children from the ECL sector, NGOs have the experience and capacity to manage the project, meet targets, and produce results quickly with little technical assistance. However, the performance and capacity of the NGOs varies. As noted in Section 5.2, SCF found that some well-established NGOs had more rigid systems than the newly established NGOs that were more willing to comply with different donor requirements. Some were unable to manage resources effectively and withdrew from the project. For example, one NGO partner in Sanggau did not perform well and resigned from the project. Sustainability is also an issue because NGOs are dependent on donor funding and may have to shift priorities to align with donor agendas.

The PDAK[19] operates at the provincial level and was established prior to the EXCEED project for the purpose of reuniting children in child care institutions (e.g., orphanages) with their families. Given that PDAK staff do not work at the community level, engage in outreach activities, or focus solely on child labor, the PDAK is not an appropriate mechanism for community-based service delivery of child labor programs. As affirmed by the PDAK Coordinator, "CECs and NGOs are necessary for community-based monitoring and interventions. The PDAK is a good referral system at the provincial level, but cannot replace the role of CECs and NGOs."

4.9 EFFECTIVE MODELS OF DELIVERY BASED ON LESSONS LEARNED

Based on project experiences and lessons learned from stakeholders interviewed, the most effective models of delivery have included working through CECs and community forums; improving parenting skills, including supervision of children's school and work activities; learning centers, especially for SC; CSEC shelter/rehabilitation centers; linking informal vocational training with formal training providers and employers; and disseminating information to community, government, and business stakeholders—for example, when stakeholders learned that limited access to educational opportunities in rural areas was one of the leading causes of ECL, the Government and private businesses took responsibility for constructing schools, training centers, and roads to link villages with schools.

In addition to the successful examples described above, one good practice by APIK NGO in Lampung has been working through community forums to address risks faced by street children. This mechanism existed prior to the EXCEED project and was used in lieu of forming a CEC, but basically operates the same way. Similar to CECs, community forums develop strategies for prevention and engage community leaders in raising awareness about the risks of ECL. By working through community forums, the project has established a sense of community ownership, which has led to the development of a community watch prevention program and sustained withdrawal of children from street work.

[19] Note: The evaluator included the PDAK in the list of potential service providers, as it was a pilot project proposed in the original project document. Additionally, the evaluation TOR called for identification of the strengths and weaknesses of the pilot Community Support and Rehabilitation Centers (CSRC) in Surabaya and Bandung provinces. During the interview with SCF staff in Jakarta, it was learned that the CSRC do not exist under the current iteration of the EXCEED project, but that instead PDAKs are operational.

V PROJECT EFFICIENCY

5.1 COST-EFFICIENCY

The evaluator believes that the strategies employed were efficient in terms of resources used as compared with the project's qualitative and quantitative impact. Half of the financial resources were dedicated to Output 1, which proved to be the most effective strategy for withdrawal and prevention. The amounts obligated to Outputs 2 and 4 were adequate. Only $25,000, however, was dedicated to awareness-raising activities, which was the component with the second-greatest impact. Thus, more funds for awareness raising could have achieved even greater results.

Despite increasing costs, currency fluctuations, and increased activities due to the withdrawal of a key implementing partner, the project has been able to achieve all of its targets in four of the five components, and has withdrawn 60 percent of the target beneficiaries from the WFCL. The following cost-effective strategies undertaken by the project have contributed to this outcome.

At the beginning of the project, the U.S. currency devalued due to fluctuations of the economic market, and this decreased the overall budget. Rather than increase the budget, the project applied the following cost-cutting strategies: relocating the main office from Jakarta to Yogyakarta due to lower administrative and travel costs; booking lower-class flights and hotel accommodations; reducing the number and length of the trips to maximize time spent in the field; and, consolidating team travel schedules so the team could share transportation costs. Combining travel schedules had a positive impact on implementation and relationships with implementing partners because it allowed the management team to jointly address issues while in the field and to be equally informed of project activities. NGO staff and CEC members who were interviewed commented that the support they received from SCF and the level of teamwork among project staff is excellent. Joint trips and meetings no doubt contributed to this outcome.

Additionally, when international and local NGO partners working in Sanggau withdrew from the project, this created a burden on the budget and affected the availability of human and technical resources to achieve results. The project transferred implementation responsibility from the NGO to the CEC. In doing so, the project learned that by working directly with CECs, it was able to reduce costs, since they were able to cut costly operating expenses and cover only communication and transportation costs. Yet CECs were provided with financial training for capacity building.

The project utilizes a cost-reimbursable method of payment based on achievement of milestones. Reimbursements are made on the basis of fixed prices set at the beginning of the project following a market survey rather than current prices. The project applied this cost-effective strategy to avoid market price fluctuations and to retain the overall budget.

In an effort to accelerate withdrawal of children from ECL and meet the targets, the project shifted financial resources from low-performing to high-performing NGOs that had been successful in achieving their targets and extended their contracts. Rewarding good performance based on results is a good practice that should be replicated in other projects.

In order to increase the effectiveness of the project, the project could have considered several approaches, but there is no guarantee that those approaches would have produced more significant results. For instance, the project could have worked mainly through CECs to cut costs, or could have targeted fewer sectors and geographical areas, or could have shifted funds from low-performing NGOs to high-performing NGOs earlier in the project. The lessons learned regarding the different approaches and their cost-effectiveness should be documented based on SCF's experience and considered for future projects.

5.2 MANAGEMENT STRENGTHS, CHALLENGES, AND LESSONS LEARNED

The EXCEED project is supported by a strong management and technical team with ample experience implementing past USDOL child labor and education projects. This prior experience allowed SCF and its implementing partners to leverage existing relationships to quickly establish networks with Government, schools, and local communities, and to facilitate a rapid start-up of project activities. The project also benefited from excellent teamwork and frequent communication between SCF and implementing partners.

Additional strengths of the project are its decentralized management system and cost-reimbursable mechanisms, which contributed to local ownership of the project from the onset by placing the onus of achieving milestones and covering project expenses on NGO partners. When interviewed, NGO stakeholders said that the logical sequence of milestones was easy to understand and noted that they preferred cost reimbursement because they never had to return excess funds.

NGOs expressed no major challenges with receipt of financial resources or administrative/ technical assistance provided by SCF. The only issue raised regarded funding cost per child, which was considered insufficient to cover all beneficiary needs and to offer diverse training programs. Many NGOs focused on one type of vocational training or withdrawal strategy, based on requests from the majority of children beneficiaries. If children were interested in learning hairstyling or make-up artistry and there were insufficient funds, they were forced to choose another class that may not have been of particular interest to the child. Yet the most successful NGOs were those that supplemented the funding received from the EXCEED project with other sources. For example, the APIK NGO in Lampung offered scholarships to children withdrawn from child labor for one full year with funds from a local bank and MOSA.

The EXCEED project also learned lessons from working with NGOs in different stages of maturity. They found that veteran NGO partners were more difficult to collaborate with because they have established systems and are less willing or able to adjust their procedures to new donor requirements. Newly established NGOs were found to be much easier to work with because they are open to learning and willing to comply with different donor regulations.

5.3 MONITORING BENEFICIARIES

Monitoring of beneficiaries' status takes place a minimum of three times throughout the project—at the beginning, midpoint, and end of the education program. The monitoring

procedure document states that children will be monitored for six months following the end of the program to ensure that they will not re-enter ECL. However, the budget does not always support that.

According to project monitoring forms, implementing partners track type of education or support provided, working conditions, working hours, and whether the students are enrolled, retained (e.g., attending 70 percent of educational activities), or have completed the program. The project aims to obtain this data from three sources in an effort to apply triangulation techniques. NGOs generally collect data from teachers or tutors, community members, and children (beneficiaries directly or their peers). Some NGOs also collect information from employers or parents. The project uses child-friendly methods such as viewing children's Facebook statuses, talking with peers about whether children are still working or attending school, or asking children to describe their daily activities according to different times set on a clock. The program also monitors data on the enrollment, persistence, and accomplishment of beneficiaries' education using school attendance records and a diploma or certificate for proof of completion.

The data collected by NGO partner field staff are recorded on monitoring forms and attached to the NGO partners' report. The data are reviewed and verified by the EXCEED Program Officer, who also periodically holds site visits with NGO field staff to randomly double-check the data reported. The Monitoring and Evaluation (M&E) Specialist, Education Specialist, and Program Manager crosscheck the data to ensure that the children meet the EXCEED criteria. Finally, the M&E Specialist compiles the data reported by NGO partners to avoid double counting and logs the data into a database using the Survivor Tracking System.

EXCEED's specialists also hold occasional site visits to ensure that the program has been implemented as planned and to provide necessary individual technical assistance to partners. This site visit includes monitoring of the target beneficiaries. Due to budget constraints, the team conducts joint visits less than once a year (e.g., once every 1.5 years).

The current plan for sustainability is to design a user-friendly monitoring database, such as Microsoft Excel, using the EXCEED project monitoring forms so that NGO partners can continue to track beneficiaries. SCF has also tried to provide funds for the CECs to conduct monitoring of beneficiaries in hope that they will continue after the project ends, but funds are quite limited.

5.3.1 Efficiency of Monitoring System

The budget constraints, which limit site visits from SCF and NGO partners, and the decentralized management system pose a challenge to the efficiency of the monitoring system and to the project's ability to verify data across all partners. During the evaluation, it was found that monitoring strategies varied widely among local partners. Some NGO/CEC staff conduct home visits and school visits and attend training courses to monitor children's activities, while others rely heavily on teachers, peer educators, or children themselves to self-report their working status. The NGOs that rely heavily on the good faith code believe it is reliable because the information received from the child is crosschecked with their friends or the peer educator. However, during the stakeholder workshop, it was noted that peer educators responsible for monitoring CSEC who are also their close friends have been known to submit false reports.

Therefore, peer educators also require monitoring. Some NGOs do not check attendance records, but rely on teachers to report absences. They believe this is a good system because they do not have to physically visit the school or meet the students (saving on transportation costs). Or, they use short message service text messaging and phone calls alone to monitor children. The challenge is that if children change their phone numbers or return to their villages, the NGO has no way to track them. One NGO that relies primarily on children's feedback provides children with a form to use for reporting working hours and whether they are still working as CDWs. The form is distributed during the final exam. This NGO also phones children to monitor them and collects the attendance list from the tutor. Besides self-reports, they do not rely on any other source of data.

A major challenge to assessing impact is that the project has been unable to link the causes of withdrawal directly to project interventions. One reason is because the project does not monitor or identify which children have stopped working specifically as a result of the project. Another challenge is that project funds allow monitoring for only two months following the intervention. Causes of withdrawal often cited by NGOs during interviews include children returning to their villages, getting married, reaching 18 years old, or switching jobs (which may or may not be related to vocational training activities provided by the EXCEED project). In terms of project contribution, NGO staff reported that children's withdrawal is likely due to their raised awareness about their rights and personal choices, but staff noted that they cannot track specific motivators. In interviews CDWs who said they stopped working did so for reasons other than the project (e.g., because they finished school, found another job, or decided to quit on their own before even participating in the project). One group of SC reported that they had stopped long before the project since they had been attending the after-school center for eight years. Only CSEC could clearly state when they stopped working, citing awareness of the risks as the main reason they quit, as well as because their relationship with parents and teachers had improved with assistance from the NGO.

There are several possible explanations for the above findings. First, the children may not have understood the question in relation to the EXCEED project because many only identify with the NGO's name. Second, the children may not be able to recall when they stopped working or why. Third, the age of the child might have an influence. Older children are better able to express themselves than younger children. Or, it may be due to the limited project intervention (e.g., some CECs/NGOs that only implemented activities funded by the project stated involvement in two to three activities and vocational training for two months).

5.3.2 Promising Practices for Monitoring Beneficiaries

While there are various approaches to monitoring, the EXCEED project has employed promising practices with regard to strategies for monitoring beneficiaries, and these practices can be replicated. For example, the following practices were effective in maintaining withdrawal status: NGOs and CECs collaborating to ensure more frequent and consistent monitoring; conducting home visits, especially for CSEC, to confirm they are sleeping at home; collecting multiple types of data (e.g., status of the relationship between child and parent, school attendance, peer relations, and work status); and involving parents in supervising and providing information about their children's activities.

One NGO that has been working with SCF for more than a decade recommended a revival of a past monitoring form, which asks parents about children's daily home and school schedules. In responding to these questions, parents have become aware of the behavioral improvements in their children and have developed a greater sense of parental responsibility. It is recommended that this practice be implemented, if possible, prior to the end of the project to transition responsibility of monitoring children's activities from the NGO and CECs to the parents. Additionally, because the majority of NGOs stated that one major lesson learned during the project is the importance of involving parents in children's daily activities, it would not be difficult to provide partners with the additional monitoring form and to encourage them to use it.

VI PROJECT IMPACT

The evaluation sought to assess the perceived impact rather than the actual impact (which can only be assessed through an impact evaluation) of project components on the overall goal of withdrawing and preventing children from engaging in the WFCL. Respondents were asked to state which of the five components have had the greatest impact on withdrawal and prevention of ECL.

The overwhelming majority of stakeholders who were interviewed indicated that the component with the greatest impact on achievement of project objectives is direct provision of educational services to withdraw and prevent children from ECL. Through exposing working children to different vocational activities, the EXCEED project has expanded their horizons. Re-enrolling withdrawn children or retaining children who are at risk of ECL in formal or non-formal education have proven to be strong deterrents to the exploitation of children in the WFCL. A total of 4,118 at-risk children have been prevented from ECL, and 6,030 working children have been enrolled in or received direct educational services. Formal education has served as a vehicle for raising awareness of the risks of the WFCL, reinforcing positive behaviors and work choices, and preventing children from being exploited. Moreover, at-risk children who have received financial or academic assistance have shown higher test scores and completion rates.

The component demonstrating the second-highest impact is raising awareness of the importance of education and the negative effects of ECL. Especially, the three modules of the 3-R Trainers Kit (Who I Am, Dreams, and How to Achieve Them) have created impressive results. The training on these modules has been instrumental in changing working children's mind-sets about jobs, raising awareness of their rights, building self-confidence, and encouraging them to dream about their future. Children, NGOs, and parents have observed improved behavior at home and at school, increased respect for parents, and the ability to communicate more effectively about their rights and responsibilities. The personal action plan developed during meetings has contributed to shifting children's focus from present circumstances to the future, resulting in wiser choices. When children draw their aspirations on paper, NGOs often find that children learn about the need for continued education to achieve their goals and they gain motivation to continue their studies. The NGO nurtures children's self-motivation and guides them to the appropriate training. The 3-R training has also positively impacted teachers, who have played a strong role in increasing awareness among at-risk children and preventing them from becoming engaged in ECL. For example, none of the children at risk of working in plantations have done so. Finally, a major reason for withdrawal is the pursuit of personal goals, which is likely due to these modules and the development of personal action plans. This good practice should be replicated in the future.

Interview respondents found it difficult to separate the educational services component from the awareness-raising component when ranking the project component that has had the greatest impact. Rather, many stated that educational services and raising awareness are equally important and, when combined, have a measurable impact on both withdrawal and prevention. When linked with increasing the awareness of parents about the risks of ECL, the impact is markedly substantial. For this reason, many NGO partners are now including parents as a major target group for subsequent activities and projects. Socialization of village administration

members and community members is also very important for acquiring community support for prevention activities and elimination of ECL.

The component viewed as having the third-greatest impact on withdrawal and prevention of ECL is policy and legislative development. One of the greatest achievements of the project is that it has surpassed its targets for assisting Government institutions and local organizations with developing programs and policies focused on eliminating ECL. It has assisted a total of 23 institutions to date, which is far above the targeted number (seven). The project has assisted specific ministries and members of the WGs with drafting legislation, developing programs and referral systems, and building capacity for ECL prevention. As a result of these efforts, the EXCEED project has drastically improved awareness of child labor issues, local-level policies, and resource allocation in some areas. Yet, it is too early to see the impact of this legislation at the local level. The majority of stakeholders acknowledged the importance of legislation to combat the WFCL and suggested more enforcement from the Government and action through developing sanctions and financing relevant programs at the local level in order to achieve real impacts. Several stakeholders in Bandung and Surabaya strongly declared the need for a strict regulation on CSEC that enforces prosecution of perpetrators. In Surabaya, they have begun to see the Government take some action against brothels and businesses that support CSEC. Several recently established policies[20] have led to the closure of brothels, and this has had a huge impact on reduction of CSEC. Although much remains to be done in order to eliminate CSEC, one major impact of the project has been in creating greater awareness and discourse at the provincial and national level about how to address CSEC.

While establishment of WGs and coordination among stakeholders was considered very important, this component was ranked as having the fourth-greatest impact on reduction of ECL. This is mainly because direct actions, such as provision of educational services and awareness raising, occur at the community level and immediately benefit children engaged in or at risk of ECL. Additionally, NGOs and CECs indicated in interviews that they had very little knowledge about the role of the WGs. Those familiar with the project felt that more work needed to be done, such as provision of targeted programs and allocation of funding for specific EXCEED target groups.

The project component perceived as having the least impact was supporting research studies on ECL; none of the respondents selected this component as an activity having the greatest impact on withdrawal of children from ECL. Throughout the interviews, respondents did not mention anything related to the studies, such as how they contributed to local knowledge. One major success noted by SCF was increased access to educational opportunities in rural areas to decrease children's risk of ECL, as a result of sharing of data with local stakeholders. These data are believed to have come from the rapid appraisal conducted by community stakeholders, not from the studies.

[20] In one community in Surabaya, there was a policy issued to close the brothel at the end of 2012. The initiative originated from local communities. Now that one brothel has closed, other communities are pressuring the Government to close more. Another brothel was closed on April 20, 2013, due to community demand. The impact of this legislation is a reduction of CSEC in the communities.

6.1 IMPACT ON CHILDREN BENEFICIARIES AND THEIR COMMUNITIES

The individual long-term impact of the project is likely to be evident in the children and their communities. NGO project staff has already begun to see happiness reflected on the faces of children who are participating in the project. Staff have observed increased confidence, motivation, and belief among children in their potential to achieve their goals. The children have learned a lot about their rights and are now aware that they have the same rights as nonworking children.

Watching inspirational and educational movies has helped former child workers to dream about their future and has educated them about the risks of the WFCL. For example, CSEC have learned about the spread of HIV and trafficking by watching films watched during group meetings. During 3-R meetings, NGOs conduct activities (e.g., developing a collage or drawing pictures) to help children visualize their future, set goals, and develop action plans. Thus, although children didn't mention the personal action plan as a key driver of change, their increased confidence, and their clear sense of direction and purpose with regard to school and work, demonstrate that their awareness has been raised and that their behavior has changed.

Children beneficiaries described the impact of the project by sharing the following stories:

- CSEC in Surabaya learned that they needed to improve themselves and become role models to support others involved in the WFCL.
- One former CSEC supported by KAP NGO in Bandung stated, "What motivates me to stay focused is the support from KAP staff and the peer support. It helps us to expand our horizons." This CSEC peer educator is planning to attend the Indonesian College of Arts. She was exposed to the arts through broadcasting and other classes received from KAP.
- SC in Surabaya learned about the risks of street work and convinced their parents to let them stop working. Now, they can attend extracurricular activities. Some work only two hours in the streets (and not every day), versus six to seven hours a day.
- Before joining Alang Alang activities, they could sing in public places only for money. Now, they sing onstage during performances (which is a form of art, not work).
- SC learned that children should not work for more than three hours per day and have a right to study. They also claim that they are more polite and have more positive attitudes.
- For CIP, their workload is lighter and easier. Now, some can use motorbikes for work because they have learned how to repair motorbikes. It has made their jobs easier.
- CIP have learned the legal age of work is 19 or older. If they are 18 or younger, they can work, but the job must be adjusted to their abilities. For example, "harvesting is a tough job and parents shouldn't force children to do harvesting."
- Before the project, they were too busy working in plantations. Now, they have more time for studying, helping parents at home, and playing with friends.

6.2 IMPACT ON PARENTS

All NGOs who were interviewed noted the utmost factor in prevention of ECL was parents' awareness and supervision of children's daily activities. Parents' awareness of the risks of ECL and involvement in prevention has had the greatest impact on not only withdrawing children, but also on preventing them from returning to hazardous forms of work. Parents also help monitor working hours and labor conditions. The EXCEED project did not specifically focus on parents initially in awareness raising or vocational trainings and had acknowledged this missed opportunity as a lesson learned. Since then, NGO partners, teachers, and CECs have made greater commitments and efforts to involve parents in all project activities. In some cases, the challenge has been the distant location of parents. One NGO has never approached CDW parents directly due to the distance to their villages being located in rural and remote areas. Another challenge is with CSEC; it is difficult to inform parents about the nature of the children's work without igniting a negative reaction. Thus, the NGO must first examine the relationship and characteristics of the parent very carefully. For instance, if the child is pregnant, infected with HIV, homosexual, or lesbian, which are against cultural norms, the parents may further reject the child, and it could have an adverse effect on the project's withdrawal strategies. CECs, however, have found ways through Koran readings, teachers, and other parents to reach CSEC parents and raise awareness about the causes and need for protection. In order to address any unresolved issues between children and parents that may have contributed to children becoming engaged in the WFCL, several NGOs are now shifting their focus to providing parenting classes and family therapy to rebuild the trust and responsibilities of parents and children.

6.3 IMPACT ON TEACHERS AND EDUCATIONAL QUALITY

There have been small-scale impacts on improving educational quality. The project has trained 150 teachers on how to stop exploitative child labor and has improved water and sanitation facilities in 25 of the 30 targeted schools, with plans to complete all by project end.

Raising teachers' awareness of the negative effects of ECL has significantly improved teachers' attitudes and student retention. Teachers have become more empathetic about marginalized children (e.g., CSEC, SC, and poor children). Children noted one major factor that helped them change their lives and work situations was the support of teachers. This was particularly important for CSEC, who often face harsh rejection when returning to school. They stated that communication between the NGO and their school had a major influence on the teachers' attitudes toward them, and they felt encouraged to go to school. An NGO similarly observed attitudinal change toward SC, stating, "Before the project, teachers paid no mind as to whether SC were absent. Now, they remind them to come to school and reach out to their parents."

The evaluator interviewed five teachers in Pontianak who had students participating in the EXCEED project. The school received an information dissemination meeting for CDWs, but the target audience was students, not teachers. The project did not have any activities for teachers directly that they were aware of. The teachers' level of participation was for informational purposes only. They provided information on the student beneficiaries during the selection process, but thought that the selection criteria were a bit too restrictive. There are many more children involved in CDW that need assistance, but were not selected because they live with

relatives or were over 18. The teachers felt the project should have included these children because they suffer from the same circumstances as those selected.

6.4 SUCCESSES AND PROMISING PRACTICES

6.4.1 Key Successes

As one respondent astutely commented, the greatest success of the project is when they are finally able to withdraw children from working in ECL. Through application of the ENACT approach, the project has been able to achieve successes in withdrawing children from the WFCL. The Hotline Surya NGO in Surabaya has achieved 100 percent withdrawal of CSEC beneficiaries. All children who participated in vocational trainings in Lampung have completed the course and benefitted, which has produced overwhelming demand. Out-of-school children in Lampung now have the option of returning to school (through Package C of Indonesia's equivalency education program) or receiving vocational training and having more positive and productive extracurricular activities to keep them out of the WFCL.

Before the project, street children in Lampung never continued school past junior high school. Now, due to scholarships, contractual agreements to stop working in ECL, and community watch programs, more children are advancing and completing senior high school. There are 20 children under the EXCEED project who will graduate from senior high school this year in Lampung.

The Sanggau province has also experienced significant success in addressing the WFCL. One CEC provided children with remedial classes and achieved a 100 percent high school graduation rate. Another key outcome was the development of local regulations on child protection. Sanggau was the first district in the province to pass such a regulation. Benefits from vocational training courses have extended to the community. One mother's motorbike broke down, and she had to walk a very far distance to work. Meanwhile, her son, who had taken the motorbike repair course, was able to repair her bike by the time she returned home. Another child who attended a culinary course taught housewives how to bake, and they, in turn, started a home-based bakery.

Additionally, a landmark achievement of the project has been the large-scale Government allocations (in the sum of over USD $1 million) in West Java toward child protection programs benefiting SC as a result of the project's achievements and technical assistance. The Bandung Municipality Office of Social Affairs has allocated IDR 1,050 million (approximately $110,500) for an SC program from 2012 to 2013; an even greater amount—IDR 2,500 million (approximately $265,000)—has been set aside for 2014; and, most impressive, the West Java Provincial Government will allocate IDR 6.5 billion (approximately $685,000) for replication of EXCEED project activities in 14 targeted districts/municipalities in West Java, including 10 child trafficking areas.

6.4.2 Promising Practices

Vocational Training. Vocational training for out-of-school youth has met the criteria for being considered a good practice. The training has increased educational opportunities for at-risk children, and the community members who lead the training feel a sense of obligation to protect the children from being exploited. By attending the courses, children have less free time and

fewer opportunities to engage in risky behaviors. For these reasons, and because of the earning potential, parents are very pleased with the activities and would like to see them continue or be expanded to further their children's skills development and earning potential.

Formal vocational training courses provided by government, NGO, or private-sector partners that are linked with buyers or retail chains to market and sell the goods produced by children are also a good practice for withdrawing children from the WFCL. In Bandung, children are trained in sewing and linked with a doll-making factory for distribution of their products. In Lampung, children receive training to make souvenir keychains that are sold to a local tourist shop. In Surabaya, a local university provides EXCEED children with entrepreneurship training based on demands from local businesses that fund the courses and provide apprenticeships. These approaches not only lead to skills development for transitioning out of ECL, but also provide an alternative source of income while children are involved in the training activities.

CECs. The CECs developed and piloted by the EXCEED project are another example of a good practice model. The CECs have increased opportunities for informal vocational training where none previously existed. In the Parindu subdistrict of the Sanggau district, the CEC has developed catfish cultivation ponds close to children's homes in order to increase access and promote parental involvement. If they had to rely on a vocational training center to provide the training, access would be limited. The CEC also provides a good monitoring and implementation model as members are reputable, respected leaders in the community who have access to local resources and are in direct contact with employers and with the families of the beneficiaries. For example, some CECs have recruited PKK members (women from the housewives association) to identify CDWs and sensitize employers about labor laws and children's rights. This has helped to reduce children's working hours and allowed them to participate in vocational training activities. Housewives and members of social welfare organizations have also become involved in marketing the products produced by children under the EXCEED project. CECs further act as a community watch system. Some CECs have recruited teachers as members so that they are involved in the development of the Community Action Plan and in the implementation and monitoring of program activities. This facilitates tracking of beneficiaries and student retention. Finally, CECs are best positioned to identify the most culturally appropriate strategies for the targeted communities. For example, one CEC organizes community Koran readings to introduce messages on CSEC (e.g., why it is considered a WFCL) and to reinforce positive behaviors. It is organized for all community members as a way to reach a large audience. CECs have also taken on responsibility for ensuring that those at risk attend.

Using former CSEC as peer educators and role models. A common good practice is recruiting ex-CSEC to conduct outreach, peer counseling, or tutoring, and to serve as positive role models. One successful ex-CSEC who owns her own beauty salon has been working at a local NGO as a volunteer tutor teaching hairstyling for the past 13 years. She is considered a role model for newly withdrawn CSEC and was interviewed by Al-Jazeera to share her story. A NGO partner in Surabaya (Hotline Surya) is involving highly successful women survivors of sexual violence and exploitation in a children's rights campaign to highlight the risks of CSEC, trafficking, and HIV/AIDS. These women survivors, who are now in successful leadership positions, will conduct speeches, interviews with the media, and one-on-one mentoring with current and ex-CSEC.

Using Media for Awareness-Raising Campaigns. One CEC member who was interviewed owns his own community radio station and has been using community radio talk shows and commercials to raise awareness about the risks of CSEC. Through radio programs, the project has disseminated information about educational options for out-of-school children, trainings, and events.

Involving parents. Carrying out project activities with parents is a good practice. Some NGOs hold forums with mothers of street children. Topics include how to help exploited children. Other NGOs have provided economic assistance to parents so that children may be relieved of the "breadwinner" burden and allowed to return to school.

CSEC centers. A good practice for long-term withdrawal of CSEC has been the use of permanent comprehensive care centers that provide short-term, medium-term, and long-term assistance. Such a center can be used as a shelter for immediate withdrawal and treatment, as an interim counseling/rehabilitation center to deconstruct and reconstruct the way CSEC think about themselves, and also as a drop-in center for individual or family therapy to rebuild the relationship between children and parents.

Public-private partnerships. Through a partnership with a local bank and MOSA, an NGO in Lampung provides scholarships through high school to street children who remain in school and out of work for one full year. The NGO obtains commitments from parents and children to stop working for one year prior to receiving the scholarship and imposes sanctions for those who violate the working policy (e.g., loss of the scholarship if the child returns to work).

6.5 CHALLENGES AND LESSONS LEARNED

Project stakeholders noted a wide array of challenges. The following challenges and suggested solutions are based on consensus reached during the stakeholder workshop.

Table 17: Project Challenges and Suggested Solutions

Sector/ Program	Challenge	Suggested Solution
All	Implementation period for education service delivery is too short (one to two years for project start-up, training partners, assessment Small-scale—NGOs can support only 50-150 children at a time; two cohorts each receive assistance for one year	Extend the project to four to five years (to prolong the period for education service delivery) Increase coverage and the number of target beneficiaries
Vocational Training	Training is too short (two months) and too basic to lead to immediate job opportunity Costly to offer certified, formal training programs with real earning potential Children often change their interest Difficult to identify job opportunity after vocational training	Extend the program More funds Conduct interest and aptitude tests for the children Develop a linkage with company for job opportunities

Sector/ Program	Challenge	Suggested Solution
Awareness Raising	The socialization campaign for teachers and parents did not sufficiently change their mind-set or reach all of them	Involve more teachers and parents in awareness-raising activities
	Community forums are not legal entities.	Convert forums to CECs
Economic	No economic empowerment incentives for families and parents	Identify ways to improve family economy—child welfare, poor student assistance scholarship, CCT program, vocational training
CDW	In Pontianak, due to cultural/political reasons and lack of local regulations, it is still impossible to directly withdraw CDW from employers' households No regulation for CDW in Surabaya	Involve PKK (housewives association) Discuss code of conduct for the employers, linkage to existing local regulation Support Government to develop regulations on protection of CDW
	Needed to hold project activities during school hours because children cannot be excused from work except to attend school.	Work with local institutions (government at subdistrict level, villages level, subvillages) to approach employers
	Education and training courses given to CDW are basic level	Need higher level of skills in order to start their own business or join other company
CSEC	Types of jobs found through vocational training can't compete with income earned	Educate CSEC on risks of infectious disease Use peer educators
	Stay for two weeks in shelter according to the project; but most require three months of counseling, drug/alcohol abuse recovery, and legal assistance prior to returning home	Project should link to Government or other donor assistance for sustained funding
	Although brothels are banned, community members report that they still exist (owners/pimps falsify children's ID cards to prove that they are of legal age)	Develop community watch monitoring strategy that involves NGO, CEC, youth organization, a women's organization such as PKK, etc.
	The Government is trying to address cases of victims only rather than enforcing laws	Network with police on law prosecution Include more police in awareness raising
	Stigma/discrimination against CSEC hinders employment	Involve highly successful women survivors in campaign against CSEC and for children's rights—may improve perceptions
	Withdrawn children not yet able to become role models and are at risk of returning to CSEC	Intensive assistance and capacity building
CIP	Unable to compete with high-paying jobs	Increase advocacy regarding risks and

Sector/ Program	Challenge	Suggested Solution
		modify working hours/conditions
	Lack of awareness about the risks of child labor	Strengthen and increase capacity of CEC and CEC forum Support the establishment of village regulation and district regulation
SC	Lack of family support because young children are the breadwinners of the family.	Provide awareness raising to parents about the risks of economic activities on the street Negotiate with parents to assume economic role while NGO assumes educational costs Provide parenting skills training and economic assistance
	Are unregistered and unable to attend school	Work with PDAK referral system to register street children

Another key challenge to the EXCEED project is to identify the hidden populations of working children, particularly CSEC and, to a lesser extent, CDW, and then convince them to join the program. Significant resources were dedicated to mobilizing communities and children toward this aim.

6.5.1 Unintended Consequences

The project provides tuition assistance to CDWs in Pontianak for a period of six months. Because it is short term, the employers are uninformed. One employer of a CDW learned of the tuition assistance and stopped paying school fees. When EXCEED funding ceased, the student returned home. Within six months, the parents saved enough money to cover the student's school fees. This result was positive because the child was withdrawn involuntarily, but for other CDWs it was viewed negatively. On the other hand, a hard-working 17-year old boy dropped out of school when his employer and the program stopped providing tuition payment. This validates the fear that both the NGO and the children feel if the employer learns about the project's assistance.

6.5.2 Lessons Learned

- High-paying jobs (that compete with the WFCL) require certificates or diplomas from formally recognized education institutions, as opposed to informal training, which require greater investment. (The Accenture project has taken this lesson into account.)
- Changing the children's environment and providing them with education is important for expanding their horizons. The learning centers and CSEC centers are effective ways to remove children from the negative influences on the street and to change their mind-set.
- The parents' role in supervising children's activities is critical to withdrawal/prevention.

- Working through community forums, the project has learned that poverty is not the main cause of street work. The key reasons are lack of knowledge among children and parents about the dangers and risks involved with street work, and lack of enforcement of child protection and compulsory education laws by police and community leaders.

- Under EXCEED, CSECs stay in shelters for two weeks and then must be reintegrated with their families. The EXCEED project has learned through experience that it takes approximately three months to rehabilitate the children from substance abuse, trauma, or sexually transmitted infections; to assess the family structure; and to rebuild the child-parent relationship. If children go back home before they are ready, they will immediately return to CSEC.

- The Hotline Surya NGO has tracked the root causes and lifecycle of a CSEC. They have learned that the root of the problem begins with family conflict or abuse at home and then escalates to promiscuity, substance abuse, and enjoying the night scene, all of which lead to high absenteeism and eventual dropout. Once out of school, children are vulnerable to pregnancy; self-induced abortion; working in nightclubs or cafes where they become highly susceptible to CSEC; and, if they continue down this path, their lives may be at risk due to being trafficked or infected with HIV. The NGO learned that the intervention period of the EXCEED project is too late. The focus should be on prevention and at an earlier stage. When the children start skipping school, that is the first indicator of becoming at risk. The NGO wants to start by identifying at-risk families and providing them with life skills education on topics such as gender-based violence, HIV/AIDS, sexuality, and parenting. The Hotline Surya NGO has received funding from USAID for a new life skills and HIV/AIDS prevention program and will integrate the lessons learned from the EXCEED project.

VII SUSTAINABILITY

Since the inception of the project, SCF has been proactive in building the capacity of local partners and institutions to take ownership of the project. The ENACT approach was the first step in cultivating local resources and commitment to the prevention and eradication of ECL in target communities. The establishment and legalization of WGs was the next step toward incorporating the project into existing Government programs. Establishing CECs and strengthening their capacity with assistance from well-established local NGOs specializing in distinct child labor sectors also contributed to forming sustainable community mechanisms. By working with multiple community and government stakeholders at all levels, the EXCEED project has built the infrastructure for continuance of project efforts. Opportunities for sustainability exist through CECs, NGOs, peer educators, WGs, local regulations, and private-sector partnerships established by the EXCEED project.

A testament to the project's investment in promoting sustainability is the finding that CECs and NGOs are committed to continuing activities. Some NGOs and CECs have already obtained funding or submitted proposals to continue vocational training activities. EXCEED beneficiaries will continue to benefit under current partner programs or recently established programs funded through other sources, such as the Surabaya Entrepreneurship Academy, STS, the Bandung Street Children programs, and others that are under way.

The sustainability of the CECs piloted under the EXCEED project is extremely high because of their respective roles in the project and community. Because many CEC members work for Government ministries involved with children's protection and welfare, are teachers, or are parents themselves, they are committed to continue monitoring the progress of children beneficiaries in their communities and to pursuing additional prevention and advocacy activities. If the EXCEED project wished the CEC to take a larger role in conducting withdrawal activities, similar to the roles NGOs play, they would require more time and support.

Government partners are equally committed to sustaining program activities. For instance, the West Java Provincial Government will allocate IDR 6.5 billion (approximately $685,000) for child protection programs and will replicate EXCEED project activities. One NGO has managed to obtain sources from MOSA and the Women's Empowerment ministry to continue provision of vocational training activities. With support from the village head, another CEC has reached out to public0sector companies for funding of vocational training courses.

All the NGO and CEC partners that were interviewed believe the community-based monitoring system is likely to be sustained because it relies heavily on community members and teachers, not on project staff. The project has identified ways to simplify the database so that it is user friendly and easily maintained without the need for sophisticated software or highly trained personnel.

The most critical factors for ensuring sustainability are creating more linkages between partners, securing relationships with private partners, developing an exit strategy to identify replacement funds for SCF support, building the capacity of newer CECs, getting buy-in from employers, and improving socialization of the national policy on the elimination of ECL among project stakeholders.

VIII CONCLUSIONS AND RECOMMENDATIONS

The EXCEED project has been a stimulus for increasing local capacity for withdrawing and preventing children from becoming exploited victims of the WFCL. It has been successful in increasing awareness at all levels of Government of the different types and causes of ECL and has been instrumental in mobilizing communities, Government, and schools to take action toward eliminating ECL in their spheres of influence.

The EXCEED project itself can be considered a promising practice model for identifying successful strategies for eliminating ECL, as its predecessor project, ENABLE, was a promising practice model for preventing ECL. The EXCEED project utilized promising practices from ENABLE and its local NGO partners, including the ENACT model, which creates a sense of community ownership of the program and an increased understanding of the WFCL; working through MOSA as the umbrella coordination ministry for all other ministries; raising awareness through 3-R courses; and supporting the establishment of WGs and facilitating coordination among levels of government to develop new policies and programs for elimination of ECL.

Government partners unanimously remarked that all EXCEED project activities are excellent and should be replicated and scaled up to increase the coverage and duration of project activities. Government stakeholders also lamented that very few children, between 50 to 200 per subdistrict, participate in the project. The total number of children benefitting from the project, about 10,000, is a drop in the bucket, given the total number of children involved in ECL in the country—estimated at four to six million. Thus, while the project has made measurable impact on ECL withdrawal and prevention, improving local legislation and polices, and raising awareness, it is essential to replicate activities and scale up promising practices to reach all children engaged in ECL and transform the working culture and conditions of children working in the ECL. The following recommendations are provided for ensuring the sustainability of current activities and for consideration in designing future child labor projects. Because respondents did not specify, as requested, a breakdown of what could be completed within the next three months or six months, these recommendations are to be considered for the current phase of the project and for a possible extension period.

9.1 RECOMMENDATIONS FOR SUSTAINABILITY/EXTENSION

1. Strengthen communication between partners and share information on ways to collaborate for achieving sustainability. While the EXCEED WGs have been instrumental in developing social protection and Government education programs that directly target working or exploited children, information about these programs has not trickled down to NGOs and CECs. The majority of NGOs and CECs interviewed were not informed of the range of programs available (e.g., conditional cash transfer, poor family assistance scholarship, child welfare, and birth certificates for street children) and stated that based on their knowledge, EXCEED beneficiaries were not receiving any external assistance from Government programs. The exception was in Bandung when extreme cases were referred to the PDAK. However, beneficiaries in the other cases handled by CECs and NGOs directly were not recipients of these programs, albeit eligible. This implies a need for formal or consistent communication mechanisms

between WGs and NGOs and CECs. It is possible that the extent of communication and information exchange varies across the project. In the sites visited by the consultant, the following activities are recommended to strengthen coordination:

a. Increase awareness of Government social protection programs among project stakeholders (e.g., CCT and economic family program from MOSA, life skills training program from MONE, Poor Family Assistance Scholarship, Manpower courses for out-of-school children). CECs, NGOs, and WGs should work together to increase awareness and inclusion of EXCEED beneficiaries in these programs.

b. Ensure that children funded under the EXCEED project are included in the Child Welfare and Poor Student Assistance list of beneficiaries as a means of sustaining their participation in school or education programs. PDAK, WGs, CECs, and NGOs should work together to promote inclusion of children in this program.

c. Assist beneficiaries with obtaining the Poor Family Certificate, Birth Certificate, and Health Membership Card. Engage the PDAK, CECs, and WGs to help facilitate the process. For instance, the IABRI NGO in Bandung works with many street children who are out of school because they are not legally registered. The PDAK has supported children in obtaining birth certificates and can provide assistance or information to the NGO.

d. Share promising practices on CSEC with Government partners at the district level and advocate for allocation of budget for CSEC shelter and/or an inclusive alternative school (requested by Surabaya project stakeholders and CSEC beneficiaries).

e. Follow up on the recommendation from the midterm evaluation to create a list of resources/programs available to withdraw or prevent children from the WFCL. Note: Recommendations 1a-1c may be fulfilled through sharing information on programs available with the relevant partners.

2. Develop an exit strategy with partners that involves identification of local funding for continuing education, vocational training, and awareness-raising activities.

a. Capacity building on proposal development, fundraising, and strategic planning for all partners (NGO, CECs, Government) is recommended to identify additional resources.

b. The project may build on the findings and recommendations from the stakeholder workshop to develop exit strategies in each province with local partners.

c. The project may consider documenting successful public-private partnerships and disseminating this information, along with a list of potential partners, to CECs, NGOs, and other project stakeholders.

d. If possible, organize a national exhibition of products made by street children. A successful business owner recognized that SCF is working nationally and can

invite children from each province to exhibit their products in one tourist site (e.g., Yogyakarta). This could help to attract private partnerships for current or future projects.

3. Involve parents in monitoring, family-related, and economic development activities.

    a. Consider developing a parent monitoring form with assistance from project partners and, if necessary, provide an orientation or instructions on its usage. Emphasize the importance of involving parents in monitoring activities for sustained withdrawal of children from ECL.

    b. Provide training on good parenting and economic development activities. Good parenting classes are especially needed for CSEC (children and parents), low-income, and single parents. The training topics should include ECL, risk factors, the importance of education, and responsibilities for providing supervision and protection. Training on family economic development for poor families and PMKS may be provided from Papemas and Social Affairs institutions.

4. Standardize the monitoring system across partners.

    a. The evaluation found inconsistencies in the efficiency of the monitoring system among NGO partners. It is recommended that SCF include in its M&E sustainability plan a way to standardize the monitoring process, which should include triangulation techniques, promising practices from partner NGOs, involvement of CECs and parents, and monitoring up to six months following the education program to ensure that children are withdrawn from ECL (as per the EXCEED monitoring procedures document). More funding may be required to implement a more efficient and standardized monitoring system. Also, the evaluator strongly supports SCF's plan to convert current monitoring forms to Microsoft Excel spreadsheets so that the database is low cost, user friendly, and sustainable.

5. Secure relationships with private partners.

    a. The private-sector partners who were interviewed lacked an in-depth understanding of the project strategies for withdrawal. Likewise, CECs and several NGOs have not yet formed public or private partnerships to sustain project activities, particularly in the case of newly established CECs. Hence, it is recommended that potential private-sector partners be involved in project closeout activities and in designing future programs (e.g., by suggesting ways to increase the marketability of goods produced by children). For instance, a Batik shop owner in Lampung who purchases elephant keychain souvenirs produced by EXCEED-supported street children noted the keychains needed to be improved or varied in order to become marketable. The shop owner is strongly committed to combating ECL and is willing to work with the NGO to improve the quality of training and the diversity of their products (e.g., switching the product type from an elephant to a mythological bird that is becoming more popular is one

suggestion).[21] The successful business owner is willing to share his knowledge and experience and to assist in trainings or in finding apprenticeships for street children. He also provides training in Batik for teachers and apprentices for students with disabilities. SCF and its partner, APIK NGO, should secure and leverage the partnership for sustainability. If a future project were to also include children with disabilities, the Batik business owner would be an ideal partner.

b. The Accenture Partnership is a good example of a follow-on project to link beneficiaries trained under the EXCEED project with employment opportunities through the STS project. The Accenture project, which became operational in late 2012, will target 2,500 beneficiaries—15 percent directly from the EXCEED project and 85 percent from the EXCEED target area. The STS project will also collaborate with two EXCEED NGO partners in two districts. Given that the project will provide training in sewing and internships in the garment industry, STS could potentially also partner with the EXCEED partner, LAHA NGO, that trains CDWs in sewing but has had challenges with identifying garment industry employers. The STS project plans to collaborate with a fashion design training provider (Alpat) that has connections with small convection businesses and to leverage this relationship to obtain jobs and internships for graduates. This or another similar option could be a viable employer for LAHA NGO beneficiaries of the EXCEED project in Bandung who are trained in sewing, but are too young to work in the factory.

6. Continue to build the capacity of CECs.

    a. Strengthen the capacity of newly established CECs and support them with fundraising initiatives. For instance, the CEC in Surabaya needs more advocacy and awareness raising to be convinced of the positive benefits of the project. As of now, they have been supported for only four to six months. After an exchange visit with other CECs in Bandung, they have developed an action plan, but need assistance with implementation.

7. Continue education and vocational training services.

    a. Support EXCEED child beneficiaries to complete a full cycle of education. If the project can continue supporting project beneficiaries for an extended period or can identify a private/public partner to continue covering beneficiaries' educational expenses until they graduate from senior secondary school or complete Package B or C of Indonesia's equivalency education program, the project will be in a better position to achieve sustained withdrawal. If the support is not sustained, the threat is that some children might return to the WFCL, especially CSEC. The project can approach private donors and Government-sponsored scholarship programs for continued assistance of EXCEED beneficiaries.

[21] The businessman was an excellent and accomplished leader in Indonesia. As the only Batik shop owner in Lampung and a very successful young entrepreneur, he has been recognized by the Governor of Lampung for promoting the Lampung province through Batik and received the "Best Brand" award for several years in a row and "Best Executive Citra Awards" (2012-2013) for young businessmen.

b. Continue vocational training courses and supplement them with advanced levels of coursework to build off of the foundational skills children have gained. The project should link current training courses with advanced levels of vocational training courses provided by Government, NGO, or private-sector partners, particularly those that offer apprenticeship training, entrepreneurship, or certifications.

c. Provide additional training in entrepreneurship and start-up capital to beneficiaries who have received skills training and have the potential to become entrepreneurs. According to children, NGO partners, and program staff who were interviewed, children have learned new skills, but require additional training in packaging and marketing goods, and in entrepreneurship, to start their own businesses and cease working in ECL.

8. Enhance awareness-raising activities.

   a. Provide more awareness raising and advocacy, especially among parents, teachers, law enforcement officers, CDW employers, CECs, and CSEC communities.

   b. Replicate the 3-R course, including development of a personal action plan. One of the main motivations for withdrawal is to children's desire to pursue their own goals, whether educational or professional. Thus it is recommended that SCF obtain a copy of the three modules for application in future CL projects (SCF currently does not maintain a copy). The 3-R course could be incorporated into the activity on documentation of best practices and disseminated broadly.

   c. Continue socialization with regard to the national policy and action plan for elimination of ECL for all project stakeholders. Surprisingly, a significant number of project partners at the district level recommended establishing a national strategy to combat the WFCL as a way to increase their authority on the issue. This indicates that many partners are still not aware of the national child protection law and national action plan for the elimination of the WFCL. More awareness raising is necessary at the district levels.

9.2 RECOMMENDATIONS FOR FUTURE PROGRAMS

Target Groups

- Expand the coverage and number of target beneficiaries.
- Involve parents, teachers, and students in prevention and withdrawal activities, including monitoring of project beneficiaries. Include the private sector in rapid rural appraisal activities so that those in the private sector can support strategy development, implementation, and sustainability.
- Include other WFCL (e.g., mining, factory work, porters, sales clerks, and Internet café staff).
- Expand the range of children targeted to include younger children (those below 10 years of age) in prevention activities, and support children beyond 18 years of age until they are completely withdrawn from child labor and are self-sufficient.

Suggested Interventions

- Replicate the ENACT model, EXCEED project, and ECL prevention programs (e.g., 3-R and reproductive health) in coordination with MONE, MOSA, and health centers.
- Focus on life skills and youth employment by working with the private sector, such as the entrepreneurship association, to provide vocational training and job placement. The training should be based on children's interests, aptitudes, and a labor market survey.
- Develop an economic development or livelihoods program for parents; provide capital.
- Provide training on good parenting skills for parents in ECL high-risk areas.
- Develop more CECs and non-formal education centers (e.g., Community Learning Activities Centers, known as Pusat Kegiatan Belajar Masyarakats, or PKBMs).

Education and Awareness-raising Activities

- Include more awareness-raising activities for teachers and parents.
- Include empathy in educational lessons. (The Indonesian education system does not teach empathy for children who are exploited or abused, particularly for lesbian and gay CSEC).
- Provide more extracurricular activities, such as performing arts, culinary arts, sports, and so forth to enable children to become more productive and to mitigate risk.
- Support children in continuing their education and provide scholarships for them to pursue higher education. This could be achieved by replicating the good practice of the local NGO in Lampung, which has established a partnership with MOSA and a local bank.
- Provide alternative housing for rural children who come to the urban areas to attend school. It is recommended that a dormitory be built, with tight supervision provided.
- WATSAN (Water and Sanitation) assistance is still needed for low-income schools.

CSEC-Specific

- *Develop CSEC centers.* These centers can be used for all stages of withdrawal (e.g., a shelter for immediate withdrawal and treatment, interim rehabilitation center to reconstruct the way CSEC think about themselves, and a drop-in center for individual and family therapy).
- *Develop alternative schools for CSEC.* In Malang and other places in Indonesia, there are several good education models of private alternative schools for former CSEC. The Hotline Surya NGO in Surabaya has visited several and is planning to open a school.
- *Advocate for law enforcement.* Although child protection and anti-trafficking laws are in place in Bandung, perpetrators are not held accountable. As a future prevention strategy, the project should focus on advocating for enforcing sanctions and prosecuting adult clients, pimps, and establishments that violate child protection and anti-trafficking laws.

ANNEXES

ANNEX A: FIELD VISITS ITINERARY

May 16, 2013

Time	Activities	Location
16:00	Arrive Jakarta	Jakarta
17:30	Arrive Pontianak	Pontianak

May 17, 2013

Time	Activities	Location
08:00–09:00	Meeting with children beneficiaries (CDW)	Pontianak
09:00 – 09:30	Snack with children, photos, break	Pontianak
09:30 – 11:30	Meeting with Local NGO, Aisyiyah	Pontianak
12:30 – 13:45	Lunch with working group members	Pontianak
14:00 – 15:15	Meeting with teachers	Pontianak
15:30 – 16:30	Meeting with CEC	Pontianak
16:30 – 00:30	Travel to Sanggau	Sanggau

May 18, 2013

Time	Activities	Location
09:00 – 10:15	Meet with children beneficiaries (CIP)	Sanggau
10:30 – 11:30	Meeting with CIP parents	Sanggau
11:30 – 12:45	Lunch and interview with Project Officer	Sanggau
13:00 – 14:15	Meeting with FKPM Parindu (Community Education Committee/Forum)	Sanggau
14:15 – 15:30	Meeting with Local NGO, YCH	Sanggau
16:00 – 00:45	Return to Pontianak	Pontianak

May 20, 2013

Time	Activities	Location
07:45	Travel to SC EXCEED Office	Jakarta
8:15 – 8:30	Meeting with SCF Country Director	Jakarta
08:15–12:00	Meet with EXCEED's key personnel: 1. Program Manager 2. Education Specialist 3. Monitoring and Evaluation Specialist	SCF—Jakarta
12:00 – 13:45	Lunch and completion of interview	Jakarta
14:00 – 16:30	To airport	Jakarta
17:15	Depart Jakarta	Jakarta
16:05	Arrive Lampung	Lampung

May 21, 2013

Time	Activities	Location
08:00 – 9:00	Meeting with representatives of Working Group	Lampung
09:30 – 10:30	Meet with street children beneficiaries	Lampung
10:30 – 12:00	Meeting with NGO partner, APIK	Lampung
12:30 – 13:30	Meeting with private sector partner (owner of the Batik Gahovira shop)	Lampung
14:00 – 15:15	Meeting with CSEC children from CCC NGO	Lampung
15:15 – 16:30	Meeting with CEC	Lampung
16:30 – 17:30	Interview with Local NGO, CCC	Lampung

May 22, 2013

Time	Activities	Location
05:00 --	Hotel Check out; Leave Lampung for Surabaya	Lampung
07:10 – 08:05	Lampung - Jakarta	Jakarta
10:05 – 11:40	Jakarta - Surabaya	Surabaya
12:30 – 13:00	Check into Surabaya Plaza Hotel	Surabaya
13:00 – 13:30	Lunch with private sector representative	Surabaya
13:30 – 14:00	Travel to KPPD Office	Surabaya
14:00 – 14:45	Meeting with KPPD Children Beneficiaries (CDW)	Surabaya
14:45 – 15:30	Meeting with CEC	Surabaya
15:30 – 16:45	Meeting with Local NGO, KPPD (CDW)	Surabaya

17:00 – 17:30	Interview Alang Alang street children	Surabaya
17:30 – 18:30	Meeting with Local NGO, Alang Alang (Street Children)	Surabaya

May 23, 2013

Time	Activities	Location
08:00–09:00	Meeting with Working Group	Surabaya
9:30 – 10:30	Meeting with Local NGO, Hotline Surya (CSEC)	Surabaya
10:30 – 11:30	Meet with CSEC children beneficiaries (Hotline Surya)	Surabaya
12:00 – 13:00	Lunch	Surabaya
13:30 – 14:30	Meeting with CSEC children beneficiaries (Abdi Asih)	Surabaya
14:45 – 15:45	Interview CEC	Surabaya
16:00 – 17:00	Interview with Addi Asih, Local NGO (CSEC)	Surabaya

May 24, 2013

Time	Activities	Location
08:30	Check out of Surabaya Plaza Hotel	Surabaya
8:30 – 10:30	Transport to Airport	Surabaya
11:25	Depart Surabaya	Surabaya
12:45	Arrive Bandung	Bandung
13:00 – 14:00	Check in, lunch and meet P.O.	Bandung
15:00 – 16:45	Meeting with Local NGO, LAHA (CDW)	Bandung

May 27, 2013

Time	Activities	Location
08:00 – 10:00	Meeting with IABRI	Bandung
10:30 – 12:00	Meeting with PDAK management staff	Bandung
12:00 – 13:00	Lunch with Accenture Program Coordinator	Bandung
13:30 – 15:30	Meeting with KAP NGO (CSEC) children beneficiaries	Bandung
15:30 – 17:30	Meeting with KAP NGO	Bandung

ANNEX B: STAKEHOLDER WORKSHOP AGENDA

May 28, 2013

Time	Topic
8:30	Welcome and Opening remarks
9:00 – 9:15	Overview of the evaluation objectives
9:15 – 9:30	Preliminary Findings and Recommendations
9:30 – 10:00	Feedback on presentation
10:00 – 11:00	Strengths and Challenges: Small group work discussion • What are the promising practices and promising approaches that are likely to be sustained in each sector? Which of these do you recommend for future projects? • What are the challenges in terms of sustaining program outcomes and keeping children out of the worst forms of child labor in each sector? How can we address these challenges under the current EXCEED project or in future projects?
11:00 – 11:15	Break (and prepare presentations)
11:15 – 12:00	Presentation and discussions in plenary
12:00 – 13:00	Lunch
13:00 – 14:30	Opportunities and Threats: Small group discussion on the opportunities and threats to sustainability. • How sustainable are the mechanisms and committees established under the project? (CEC, WG, community-based monitoring system, etc.) What is needed to improve sustainability? • How successful has the project been in leveraging non-project resources (from gov., private sector, community, etc.)? Are there other opportunities the project could consider? • If the project is discontinued, what are the possible consequences to the impact achieved thus far? Final recommendations: • Which project activities should be strengthened to ensure

	sustainability over the next few months? • Which activities should be continued beyond the next 6 months? • Which project activities should be considered for future project design?
14:30 – 15:30	Presentation and final recommendations in plenary

ANNEX C: KEY INFORMANTS INTERVIEWED

1. EXCEED Program Manager
2. EXCEED Education Specialist
3. EXCEED Monitoring and Evaluation Specialist
4. EXCEED Program Officer, Sanggau
5. EXCEED Program Officer, Lampung
6. EXCEED Program Officer, Surabaya
7. EXCEED Program Officer, Bandung
8. Accenture Skills to Succeed Project Coordinator, Bandung
9. Tata Sudrajat, Family Based Care Senior Program Manager, Family and Child Support Center, Bandung
10. Aisiyah NGO Executive Director, Program Officers, and field staff, Pontianak
11. APIK NGO Executive Director and program staff, Lampung
12. Children's Crisis Center (CCC) staff, Lampung
13. IABRI NGO Program Manager and field staff, Bandung
14. KAP NGO Executive Director and program staff, Bandung
15. KPPD NGO Executive Director and program staff, Surabaya
16. LADA NGO Program Manager and field staff, Lampung
17. LAHA NGO Program Manager and (6) program and field staff, Bandung
18. *Yayasan Abdi Asih Foundation* (The Servant of Love) Executive Director and program staff, Surabaya
19. *Yayasan Alang Alang* (The Reed Foundation) Executive Director and Field Staff, Surabaya
20. *Yayasan Hotline Surya* (The Foundation of Surabaya Hotline) Executive Director and program staff, Surabaya
21. YCH NGO Executive Director and Program staff, Sanggau

22. Ten (10) CDW children beneficiaries of Aisiyah NGO, Pontianak
23. Fifteen (15) CIP children beneficiaries of EXCEED project (multiple NGOs), Sanggau
24. Five (5) CSEC children beneficiaries of CCC NGO, Lampung
25. Six (6) CDW children beneficiaries of KPPD NGO, Surabaya
26. Five (5) CSEC children beneficiaries of Hotline Surya NGO, Surabaya
27. Seven (7) CSEC children beneficiaries of Abdi Asih NGO, Surabaya
28. Seven (7) CSEC children beneficiaries of KAP NGO, Bandung
29. Eleven (11) parents of EXCEED project (CIP) children beneficiaries, Sanggau
30. Five (5) teachers (Grades 7-12) from Pontianak target schools serving CDWs
31. Four members of Pontianak Working Group
32. Working Group Member and District Head of MOSA, Lampung
33. Working Group Member and District Head of Social Services and Rehabilitation, Lampung
34. Two members of Surabaya Working Group
35. Two Community Education Committee (CEC) Members, Pontianak
36. Eight of the 10 Community Education Committee Members, Sanggau
37. Two Community Education Committee Heads (from separate subdistricts), Lampung
38. Three Community Education Committee Members, Surabaya
39. Gatot, Owner of Batik Gahovira Shop (EXCEED Private Partner), Lampung
40. Chuchuk, Owner of Surabaya Container Company (EXCEED Private Partner), Surabaya

ANNEX D: MIDTERM RECOMMENDATIONS AND EXCEED PROJECT RESPONSES

Government Private Sector, and Employer Organization Recommendation	***Response***
Provide advocacy and technical support to government (e.g., list of available resources to help withdraw or prevent children from WFCL)	- Intensive individual technical assistance to the WG to develop district and provincial action plan in Bandung, Surabaya, Lampung, Pontianak, Sambas and Sanggau. - Intensive individual technical assistance to develop local regulation in Bandung, Surabaya, Jogjakarta, Sanggau. This include WG Exchange program.
Provide advocacy and technical support to link the project working groups together. Once linked they can share information on available programs and experiences.	- Conduct thematic Working Group meeting every six months at Provincial levels and quarterly at District level that involve NGO partners and CEC. Any information, field experiences relate to program can be shared in this regular meeting and discuss possible solution. - Conduct WG field visit in every district in order to get deeper understanding about child labor issues in their respected districts/provinces. Some findings will be followed up the WG meeting.
Hold national working group meetings quarterly instead of every 6 months.	- Coordinate with the Ministry of Manpower, as technical department for the issue of WFCL, to anticipate the phase III of the national plan of action. EXCEED will be taking part in the provincial consultation on the development of "Roadmap toward Indonesia WFCL Free" in 5 Provinces of EXCEED project sites.
Involve some employer and worker organizations and officials from large enterprises in working groups at all levels.	- Civil Society Organizations, CEC and private sectors were involved in the Working Group meeting.
Obtain written agreements with plantations stipulating that they will not employ children or purchase products from families who employ	- EXCEED has been encouraging the Working Group through District Manpower Department to establish an agreement with Palm Oil Industry to not to employ children or purchase products from

underage children.	families who employ underage children. (Sambas and Sanggau)
Include attention on improving occupational safety and health measures through awareness raising, particularly with older children in plantations and CDWs.	- EXCEED promotes and provides the using of safety gloves, mask and shoes for children in Plantation. - EXCEED developed and distributed safety works manual/guidance for CDW.
Increase advocacy with the Government to provide budget allocations for psychosocial counseling with CCSEs, SC and CDWs.	- Facilitated the development of PERDA (local regulation) on SC (Jogjakarta and Bandung), CSECs (Lampung and Surabaya).
Increase attention to leveraging funds from private sector using a range of difference approaches and including international, national, small, medium, and micro-enterprises.	- Receiving funds from Accenture $600.000 - Receiving funds and technical assistance from University (Lampung & Harvard) - Receiving funds and Technical skills assistance for children and parents from micro, medium and small enterprises (Makro, Batik craft, Ngopi Dulu, SPBU, milk resto, rumah pasta, Carefour)
Awareness Raising Recommendations	*Response*
Pay more attention to awareness raising and ensuring that the project's Stop Exploitative Child Labor materials are widely used. Provide additional follow-up to former trainees, especially teachers and local leaders, to mentor them as they try to conduct their own training using the project's materials.	- Trained for trainers conducted for NGO partners, CEC, and teachers on Stop Exploitative Child Labor. - These activities follow up by conducting socialization and training on "stop exploitative child labor". - Collaboration with MTV to raise the awareness of youth on the danger of CSEC and human trafficking - Radio talk-show program campaigning "Stop Exploitative Child Labor". - Poster distribution on "Stop Exploitative Child Labor" done by partners.
Approaches to Withdrawal and Prevention	*Response*
Assess the real need of the children in some locations for assistance with school kits, school	Support has been delivered based on the individual need of each location. For example: in

uniforms and/or school fees. Where not really making a vital difference in terms of dropout and/or child labor outcomes, replace with other types of support, such as remedial education, or afterschool activities.	Sambas and Sanggau, beside school kits, children have also been provided with remedial education. In Bandung, street children were provided with after-school activities in community learning center.
Develop more options for afterschool activities to keep children occupied instead of working in WFCL. Can be planned around awareness raising (drama, music)	Some variants of activities have been initiated to withdraw and prevent children from ECL: (3-R, Remedial, Focus group discussions)
Community involvement recommendations	*Response*
Increase involvement of local communities and ensure community representatives give input into programming at sub districts/district levels.	- Involving CEC and NGO into WG meeting and WG field visit. - Involving CEC and NGO partners in WG exchange - WG member (Social Affair in District level has allocated fund/programs for 8 CEC in Bandung) - Involve the CEC in the development of Village Budget Allocation.
Develop at least one pilot model of a community groups in receiving area (if feasible, involve medium, small and micro-business owners, teachers and other community members who work with children)	- Several collaborations between EXCEED partners with medium, small, micro-business owners and individuals have been established to support EXCEED program. Such as with Palm oil Industry in Sambas and Sanggau, with Carefour in Surabaya, local enterprises in Lampung, Bandung, and Surabaya. The involvement of teachers in CEC has helped to work with schools.
Develop a mechanism for communities to establish written agreements with neighborhood members not to rent out rooms or other spaces for sex acts with CCSEs.	- The Local Network has been established in brothel area in Surabaya to not to rent out rooms or other spaces for sex acts with CCSEs before EXCEED. EXCEED has empowered the network through regular meetings.
Livelihoods Recommendation	*Response*
Explore in detail how the existing savings and	EXCEED's partner has initiated savings and

credit schemes can be used to promote education and eliminate the WFCL.	credit schemes for the family of street children. This program has been significantly promoted the elimination of ECL. This activity is combined with regular community gathering to discuss about related issue.
Management, Monitoring and Evaluation Recommendations	*Response*
Improve understanding of the NGO partners' definition of 'withdrawal' and the difference between 'light work' and 'hazardous work'	- Develop manual for EXCEED program, including the definition of "withdrawal" and the difference between "light work" and: hazardous work". This manual was printed and distributed to all partners. - Provide technical assistance every six months (MnE and education specialist)
Ensure the development of new models of intervention (e.g., using local consultants in plantation areas; addressing the changing situation of CCSEs and SC) are documented	- Written documentation on ENACT process in Sanggau (CIP issue) - Film/ movie on CDW - FGD with CSEC, CDW, SC - In-depth study on CSEC. - Documented local regulation process in Jogjakarta (for street children)
Attribute identification numbers to each child to improve the security of the online M&E system	- Improving security by using security program in the online web base system
Increase the involvement of the sending and/or receiving communities in direct tracking of child labor by children included in the project	- Involving CEC on monitoring child labor (withdrawn and prevention) in EXCEED project area

ANNEX E: TERMS OF REFERENCE

TERMS OF REFERENCE

for the

Independent Final Evaluation of the Eliminate Exploitive Child Labor Through Education and Economic Development (EXCEED) Project

Cooperative Agreement Number:	**IL-19512-09-75-K**
Financing Agency:	**U.S. Department of Labor**
Grantee Organization:	**Save the Children Federation, Inc.**
Dates of Project Implementation:	**30 September 2009-30 September 2013**
Type of Evaluation:	**Independent Final Evaluation**
Evaluation Field Work Dates:	**March 11-26, 2013**
Preparation Date of TOR:	**January 10, 2013**
Total Project Funds from USDOL Based on Cooperative Agreement:	**US $5,500,000**
Vendor for Evaluation Contract:	**ICF** **11785 Beltsville Drive** **Calverton, MD 20705** **Tel: (301) 572-0200** **Fax: (301) 572-0999**

ACRONYMS

Acronyms	Definitions
CBO	Community Based Organizations
CDW	Child Domestic Workers
CEC	Community Education Committees
CIP	Children in Plantations
CSEC	Commercial Sexual Exploitation of Children
CSRC	Community Support and Rehabilitation Centers
EXCEED	Eliminate Exploitive Child Labor Through Education and Economic Development Project
ILAB	Bureau of International Labor Affairs
ILO/IPEC	International Labor Organization's International Program on the Elimination of Child Labor
NGO	Nongovernmental Organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
STC	Save the Children Federation, Inc.
SWOT	Strength, Weakness, Opportunity and Threats
TBP	Timebound Programs
TOR	Terms of Reference
UNICEF	United Nations Children's Fund
USDOL	U.S. Department of Labor

I. BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over $780 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;

2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;

3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;

4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and

5. Ensuring the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The funds available to ILAB may be used to

administer or operate international labor activities, bilateral and multilateral technical assistance, and microfinance programs, by or through contracts, grants, sub grants and other arrangements.

In the appropriations to USDOL for international child labor technical cooperation, the US Congress directed the majority of the funds to support the two following programs[1]:

1. *International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC)*

Since 1995, the US Congress has appropriated some $450 million to support the International Labor Organization's International Program on the Elimination of Child Labor (ILO/IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include "direct action" components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies used by IPEC projects is to increase children's access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assists in building a strong enabling environment for the long-term elimination of exploitive child labor.

2. *Child Labor Elimination Technical Assistance Programs*

Since 1995, the U.S. Congress has appropriated over $770 million to DOL's International Labor Affairs Bureau (ILAB) for efforts to combat exploitive child labor internationally. This funding has been used by the Office of Child Labor, Forced Labor, and Human Trafficking to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. To date, DOL-funded child labor elimination projects have rescued some 1.38 million children from exploitive child labor.

Technical cooperation projects funded by DOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. DOL-funded projects seek to achieve five major goals:

1. *Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services, including training services;*

2. *Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at-risk of engaging in exploitive labor to attend*

[1] In 2007, the U.S. Congress did not direct USDOL's appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated $60 million for child labor elimination projects through a competitive process.

school;

3. *Raising awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures;*

4. *Supporting research and the collection of reliable data on child labor; and*

5. *Ensuring the long-term sustainability of these efforts.*

By increasing access to education, DOL-funded projects help nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor in geographic areas or economic sectors with a high incidence of exploitive child labor.

Other Initiatives

Finally, USDOL has supported $2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI.

II. PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to external midterm and final evaluations. The EXCEED program started on September 30, 2009 and has been extended until September 30, 2013. It is due for a final evaluation in spring 2013.

Scope of Evaluation

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Save the Children Federation, Inc. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, and replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

Final Evaluation Purpose
The purpose of the final evaluation is to:

1. Assess the relevance of the project to Indonesia's cultural, economic, and political contexts, as well as the extent to which the project is aligned with relevant host country and USDOL priorities and policies;

2. Assess whether the program has been implemented in accordance with the project design;

3. Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so;

4. Provide recommendations on how the project can successfully overcome challenges to meet its targets by the time of project end;

5. Assess the project's ability to accurately track indicators in accordance with USDOL's reporting requirements; and

6. Assess whether project activities can be sustainable at the local and national level and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.

7. Identify current overall gaps in the child labor framework, including legal frameworks, policies, and programs for future child labor initiatives in Indonesia.

The evaluation should also identify emerging lessons learned, potential promising practices, and models of intervention that will serve to inform future child labor projects and policies in Indonesia and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and Save the Children Federation, Inc. (STC) and provide direction in making any revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may be needed for the project to increase its effectiveness and meet its objectives. Recommendations should focus on ways in which the project can move forward in order to reach their objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities.

Intended Users

This final evaluation should provide USDOL, STC, other project-specific stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation and its impact on project beneficiaries. Lessons learned and promising practices should be used by stakeholders in the design and implementation of subsequent phases or future child labor projects in the country and elsewhere as appropriate. The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

Specific questions that the evaluation should seek to answer are found below, according to five categories of issue. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF.

Relevance

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Did the project adequately support the five USDOL Child Labor Elimination Program goals it was funded to support? If not, which ones were not adequately supported and why?

2. Did the project assumptions prove to be accurate?

3. What criteria did the project use to select children for withdrawal and prevention?

4. Please assess project efforts to monitor the work status of target beneficiaries during and after the provision of educational services.

5. Were the project's main strategies/activities in withdrawing/preventing children from WFCL relevant and appropriate, given the cultural, economic, and political context in which the project operates? Please explain why or why not.

6. What are the main obstacles or barriers that the project has encountered in addressing child labor in this country (i.e. poverty, lack of educational infrastructure, lack of demand for education, etc)? Has the project been successful in addressing these obstacles?

7. Did the project adjust implementation and/or strategy based on the findings and recommendations of the mid-term evaluation? If so, how?

8. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?

9. Assess the relevance of the project in the cultural, economic, and political context in the country.

10. How successful has the project been in revising its strategy in response to political and economic shocks in the country?

Effectiveness

The evaluation should assess whether the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?

2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (formal education, informal education, non-formal education, and skills training). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor?

3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor.

4. Assess the effectiveness of the specific models on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.

5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (plantation work, street work, domestic service, and commercial sexual exploitation of children (CSEC))? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?

6. Are there any specific lessons learned regarding the types and effectiveness of the services provided, including any lessons learned that are sector-specific?

7. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not?

8. What are the management strengths, including technical and financial, of this project?

9. What are good or promising practices in this project that are recommended for other projects?

10. What are the main lessons learned from this project in the areas (but not limited to): education and its role in withdrawal and prevention, coordination and collaboration among stakeholders, awareness raising and its role in achieving the project's objectives, and policy and legislation development?

11. Identify the activities that were carried out by the program which contributed to raising the effectiveness of the existing educational systems, in addition to raising the efficiency of workers in these systems.

12. Are the provided vocational training packages effective for youth of legal working age who are unable or unwilling to return to formal or non-formal general education?

13. How were the recommendations of the mid-term evaluation incorporated into the project during its second half?

14. How influential was the project in building the capacity of provincial and district-level governments and other institutions to sustain project activities and broader child labor goals?

15. How did the project build the capacity of national government actors to eliminate the worst forms of child labor? Does the evaluator have any recommendations in this area?

16. How effective were interventions for child domestic workers (CDW) and children in plantations (CIP) (did outcomes differ depending on age and/or gender?)

17. Please identify the strengths and weaknesses of the pilot Community Support and Rehabilitation Centers (CSRC) in Surrabaya and/or Bandung provinces. Would the evaluator regard this model as a 'best practice'?

18. What were the strengths and challenges in using Community Education Committees (CEC) in areas where Community Based Organizations (CBO) were limited, i.e. Sambas and Sanggau? Did the project conduct financial and technical oversight these entities? If yes, was it effective?

19. What impact has the Public-Private partnership with Accenture had on EXCEED?

Efficiency

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative outputs. Specifically, the evaluation should address:

1. Is the project cost-efficient?

2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?

3. Was the monitoring system designed efficiently to meet the needs and requirements of the project?

Impact

The evaluation should assess the positive and negative changes produced by the project – intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country – as reported by respondents. Specifically, it should address:

1. What appears to be the project's impact, if any, on individual beneficiaries (children, parents, teachers, etc.)?

2. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the

education quality improvement component been received by the government and the communities?

3. What appears to be the project's impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?

4. Did the program's target groups experience any changes in their lives as a result of the program's interventions? Identify these changes.

Sustainability

The evaluation should assess whether the project has taken steps to ensure the sustainability of project activities and results after the completion of the program, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Will the exit strategy and sustainability plan integrated into the project design likely be effective?

2. How successful has the project been in leveraging non-project resources? Are there prospects for sustained funding?

3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?

4. What have been the major challenges and opportunities, if any, of coordination with implementing partners?

5. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?

6. How has Government instability affected project success and sustainability?

7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?

8. Will the monitoring systems, and other committees/groups and systems created by the project be sustainable?

9. What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions?

10. Identify the most important outcomes, lessons learned, or best practices that should be considered if there is any opportunity to extend this program and what should be avoided in order to improve implementation and for future USDOL projects.

11. Assess the sustainability of effects of the project.

III. EVALUATION METHODOLOGY AND TIMEFRAME

The evaluation methodology will consist of the following activities and approaches.

A. Approach

The evaluation approach will be primarily qualitative and participatory in nature. An independent and external evaluator will conduct the evaluation in order to ensure impartiality.

Quantitative data will be drawn from project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.

2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026)and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

3. Gender and cultural sensitivity will be integrated in the evaluation approach.

4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.

5. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

6. In interviews, focus groups, etc., the evaluation team should solicit the opinions of a wide variety of stakeholders, including children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, the action program implementers, and staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their

partners, where appropriate.

The evaluation should include:

1. Project site visits particularly to areas where children work on plantations (Sambas and/or Sanggau in West Kalimantan); community support and reintegration centers site(s) (Surabaya, East Java and/or Yogyakarta); child domestics site(s) (Surabaya, East Java; Bandung, West Java and/or Pontianak, West Kaliminatn). Both sites that have been successful and sites that have had challenges should be visited.

2. An interview with OCFT staff responsible for this project, Kimberly Parekh, Project Manager and Margaret Hower, Evaluation Coordinator prior to the commencement of the field work so that USDOL may give input to the evaluation framework as a key stakeholder;

3. Interviews with appropriate US Embassy staff (Contact person: Craig L. Hall, HallCL@state.gov & Henwira Halim, HalimH@state.gov) prior to commencement of field work;

4. Reference interview with specific groups or individuals, including all levels of implementers, including child labor monitors involved in assessing whether children are effectively prevented or withdrawn from child labor situations;

5. An interview with Accenture: both at the implementation and beneficiary levels;

6. Interviews with key national, provincial and district government officials & ILO/IPEC. National government officials could include Harry Hikmat, Directorate of Social Welfare for Children, Directorate General of Social Rehabilitation, Ministry of Social Affairs, h_hikmat@yahoo.com; Muji Handoyo, Directorate General of Labour Inspection, Ministry of Manpower and Transmigration; and Yuli Adirantna, Directorate General on Labour Inspection, Directorate of Labour Inspection on Women and Children Norms, Ministry of Manpower and Transmigration, adirat_naufal@yahoo.com. For the relevant ILO official, please contact Peter van Rooij, ILO Indonesia Director, vanrooij@ilo.org.

7. A stakeholder workshop at the end of the evaluation period so that the evaluation team can communicate its initial findings and recommendations to key stakeholder participants and receive initial feedback; and

8. A debrief with USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback if necessary.

B. Final Evaluation Team

The evaluation team will consist of:

1. The international evaluator

2. An interpreter fluent in Nepali and English who will travel with the evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The international evaluator is Brenda Sinclair. She will be responsible for developing the methodology in consultation with ICF and the project staff; assigning the tasks of the national consultant and interpreter for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

C. Data Collection Methodology

1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- Documents may include:
  - Project document and revisions,
  - Cooperative Agreement,
  - Technical Progress and Status Reports,
  - Project Logical Frameworks and Monitoring Plans,
  - Work plans,
  - Correspondence related to Technical Progress Reports,
  - Management Procedures and Guidelines,
  - Research or other reports undertaken (baseline studies, etc.), and
  - Project files (including school records) as appropriate.

2. Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible.

Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- OCFT staff responsible for this project (Kimberly Parekh and Margaret Hower) prior to the commencement of the field work Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor situations

- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations

- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project

- Community leaders, members, and volunteers

- School teachers, assistants, school directors, education personnel

- Project beneficiaries (children withdrawn and prevented and their parents)

- International NGOs and multilateral agencies working in the area

- Other child protection and/or education organizations, committees and experts in the area

- U.S. Embassy staff member (Contact person: Craig L. Hall, HallCL@state.gov & Henwira Halim, HalimH@state.gov)

4. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits, the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

D. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing

partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

E. Stakeholder Meeting

Following the field visits, a stakeholders meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback if necessary.

F. Limitations

Fieldwork for the evaluation will last two weeks, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

G. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task Name	Start	Finish
Evaluation launch call	Tue 11/27/12	Thu 11/29/12
First draft of TOR submitted to USDOL	Mon 1/14/13	Mon 1/14/13
Email OCFT with CVs of 2 proposed evaluator candidates	Thu 12/6/12	Thu 12/6/12
Logistics call- discuss logistics and field itinerary	Fri 1/18/13	Wed 1/23/13
Minutes from logistics call	Tue 1/29/13	Tue 1/29/13
Evaluator selected	Tue 12/18/12	Tue 12/18/12
Solicit input from Grantee on TOR	Thu 1/24/13	Thu 1/24/13
Identify a list of stakeholders	Thu 1/31/13	Fri 2/8/13
Finalize field itinerary and stakeholder list for workshop	Fri 4/12/13	Mon 4/15/13
Cable clearance information submitted to USDOL	Fri 4/5/13	Mon 4/8/13
Finalize TOR with USDOL and submit to Grantee	Fri 4/12/13	Mon 4/15/13
Fieldwork	Mon 5/13/13	Tue 5/28/13
Post-fieldwork debrief call	Wed 6/5/13	Wed 6/5/13
Draft report to ICF for QC review	Mon 6/17/13	Mon 6/17/13
Draft report to USDOL & Grantee for 48 hour review	Thu 6/20/13	Thu 6/20/13
Comments due to ICF	Tue 6/25/13	Tue 6/25/13

Task Name	Start	Finish
Report revised and sent to ICF	Wed 6/26/13	Tue 7/9/13
Revised report to USDOL & stakeholders for full review	Wed 7/10/13	Wed 7/10/13
DOL and stakeholder comments following full 2-week review	Thu 7/11/13	Wed 7/25/13
Final report to USDOL	Thu 7/25/13	Wed 7/31/13
Final approval of report	Thu 8/1/13	Wed 8/7/13
Editing	Thu 8/8/13	Fri 8/16/13
508 compliance review	Mon 8/19/13	Fri 8/23/13
Final edited report to COTR	Mon 8/26/13	Mon 8/26/13
Final edited report to grantee and stakeholders	Tue 8/27/13	Tue 8/27/13

IV. EXPECTED OUTPUTS/DELIVERABLES

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to ICF. The report should have the following structure and content:

I. Table of Contents

II. List of Acronyms

III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/promising practices, and three key recommendations)

IV. Evaluation Objectives and Methodology

V. Project Description

VI. Relevance

   A. Findings - answering the TOR questions
   B. Lessons Learned/Promising Practices

VII. Effectiveness

   A. Findings – answering the TOR questions
   B. Lessons Learned/ Promising Practices

VIII. Efficiency

   A. Findings – answering the TOR questions

B. Lessons Learned/ Promising Practices

IX. Impact

A. Findings – answering the TOR questions
B. Lessons Learned/ Promising Practices

X. Sustainability

A. Findings – answering the TOR questions
B. Lessons Learned/ Promising Practices

XI. Recommendations and Conclusions

A. Key Recommendations - critical for successfully meeting project objectives
B. Other Recommendations – as needed
   1. Relevance
   2. Effectiveness
   3. Efficiency
   4. Impact
   5. Sustainability

XII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be a minimum of 30 pages and a maximum of 50 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to ICF on 6/17/13, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on 7/31/13, as indicated in the above timetable. All reports, including drafts will be written in English.

V. EVALUATION MANAGEMENT AND SUPPORT

ICF has contracted with Brenda Sinclair to conduct this evaluation. Ms. Sinclair has 15 years of experience designing, managing, implementing and evaluating education development projects across the globe. She brings not only extensive evaluation expertise and experience at the senior level, but also significant work with a diverse array of

stakeholders and organizations, including the DOL, USAID, the World Bank, UNICEF, and international NGOs. Ms. Sinclair's extensive evaluation experience cuts across all regions – Asia, Africa, Asia, Latin America and the Middle East. She has led evaluations of basic education and youth development programs in Lesotho, Indonesia, Ghana, Zambia, Yemen and Guatemala. Based in Santa Clara, CA, Ms. Sinclair spent nearly four years managing education projects to combat child labor in Peru, and was involved in the successful proposal development and launch of a DOL child labor project in Ecuador. Ms. Sinclair worked extensively in Indonesia as Education Advisor for a USAID 'life-skills for youth at risk' project as well as the Senior Education Advisor responsible for designing and evaluating basic and higher education projects. In her primary capacity as Education Advisor for the USAID decentralized basic education project in Indonesia, Ms. Sinclair independently conducted the midterm evaluation of the life skills component in 30 junior secondary schools across five provinces, and proposed activities needed to reinforce and sustain junior secondary educational outcomes. Ms. Sinclair will work with OCFT, ICF, and relevant STC staff to evaluate this project.

ICF will provide all logistical and administrative support for their staff and sub-contractors, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables. ICF will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

ICF or its subcontractors should contact Faith Fennelly, Specialist, Award Operations (+1 (203) 221- 4176/ Skype: faith.fennelly /Email: FFennelly@savechildren.org) to initiate contact with field staff. The primary points of contact for the project in Indonesia are Ricardo Caivano, Country Director (+ +62 21 781 2336/ Ricardo.Caivano@savethechildren.org) and Adi Dananto, Program Manager EXCEED (+ +62 21 781 2336 /Adi.Dananto@savethechildren.org).