



Midterm Internal Evaluation

**STRENGTHENING INDUSTRIAL RELATIONS
IN INDONESIA (SIRI) PROJECT**

Final

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(ILO iTrack logo)

ILO EVALUATION

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Project Management	ILO CO Indonesia and Timor Leste/ACTRAV/GEDI/BETTERWORK
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Evaluation Consultant	George Martin Sirait
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Abbreviations

ACTRAV	Bureau for Workers ‘Activities
APBGATI	Aliansi Pekerja/Buruh Garmen, Alas Kaki dan Tekstil Indonesia (Alliance of Indonesian Garment, Footwear and Textile Workers)
BWI/YKK	Better Work Indonesia/ Yayasan Kemitraan Kerja (Work Partnership Foundation)
DWCP	Decent Work Country Programme
FGD	Focus Group Discussion
FoA	Freedom of Association
FSB GARTEKS	Federasi Serikat Buruh Garmen, Kerajinan, Tekstil, Kulit dan Sentra Industri (Federation of Garment, Craft, Textile, Leather and Industrial CentreTrade Unions)
FSP TSK	Federasi Serikat Pekerja Tekstil, Sandang dan Kulit (Federation of Textile, Garment and Leather Trade Unions)
GEDI	Gender, Equality, Diversity and Inclusion Branch
ILO	International Labour Organization
IR	Industrial Relations
ITC-ILO	International Training Centre of the International Labor Organization
KSBSI	Konfederasi Serikat Buruh Sejahtera Indonesia (Confederation of Indonesian Welfare Trade Unions)
KSPI	Konfederasi Serikat Pekerja Indonesia (Confederation of Indonesian Trade Unions)
KSPSI	Konfederasi Serikat Pekerja Seluruh Indonesia (Confederation of All Indonesian Trade Unions)
MoM	Ministry of Manpower
PAC	Project Advisory Committee
RDPL	Rancang Disain Program Linimasa
SIRI Project	Strengthening Industrial Relations in Indonesia Project
SDG	Sustainable Development Goal
SPN	Serikat Pekerja Nasional (National Trade Union)
SPSI	Serikat Pekerja Seluruh Indonesia (All Indonesian Trade Unions)
TNA	Training Needs Analysis
ToC	Theory of Change
TOR	Terms of Reference
TU	Trade Union
TURC	Trade Union Rights Center
TUSSO	Trade Unions’ Solidarity Support Organization
USD	United States Dollar
WLT	Women’s Leadership Training

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Executive Summary

Since March 2022 the ILO Indonesia has undertaken a unique project titled “Strengthening Industrial Relations in Indonesia” Project (shortly, SIRI Project). It is unique because—unlike typical ILO’s projects involving tripartite actors proportionally—the project works exclusively with trade unions in the country’s garment sector. The SIRI project’s objective (development impact) is strengthened trade unions in the garment sector that can effectively organize, represent and negotiate on behalf of workers in Indonesia’s garment sector and participate more actively in key national policy advocacy. Specifically, the project has 3 (three) outcomes, namely: (1) By 2025, the capacity of trade unions in the garment sector to operate and connect, retain and recruit members, and elect women leaders is enhanced; (2) The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved; and (3) By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved.

Funded by The Labour Program of Employment and Social Development Canada (Labour-ESDC), the SIRI project operates for 36 months (March 2022 - April 2025). The project targets garment sectors, particularly in Greater Jakarta, West Java and Central Java. Direct beneficiaries of the project are garment women workers and their representatives at the factory, branch and federation levels while indirect ones include all other garment workers, unionized or not, that may benefit from a better standing and bargaining position by garment trade unions in the country. On the ground the project works with two main garment trade union federations, namely: FSB Garteks-KSBSI and SPN-KSPSI as well as their affiliated TUs at lower levels. It also works with Alliance of Indonesian Garment, Footwear and Textile Workers (APBGATI) consisting of six different federations.

Entering the second half of its period, the project underwent a mid-term evaluation. The evaluation aims to assess, evaluate and provide actionable guidance on the project’s relevance, coherence, efficiency and effectiveness, and results and potential sustainability. It serves not only to strengthen internal learning and promote accountability in project management and implementation, but also to help inform the case for future work in this area, including under the new phase of the project extension. In particular, the evaluation focuses on two main objectives: (1) To evaluate project progress achieved from March 2022 to December 2023, focusing on the three project outcomes and associated outputs; and (2) To comment and suggest realistic improvements to the project in its extended period, including possible adjustments to strategy, activities and management to maximise impact, effectiveness and sustainability.

The evaluation applied mainly qualitative methods. Primary data was collected through key informant interviews, focus group discussions and observation. It interviewed in total 35 individuals consisting of project management, the participating TUs, TUSSOs and the ILO’s crosscutting projects. Majority (57 percent) of those individuals are women. Preliminary findings of the evaluation were presented and validated in a stakeholder brief meeting held in the mid of January 2024.

The evaluation found that during the first half of its life the SIRI project has established strong foundation and infrastructure towards its main objective that is the strengthened trade unions in the garment sector that can effectively organize, represent, and negotiate on behalf of workers

in Indonesia's garment sector and participate more actively in key national policy advocacy. The project effectively and efficiently focuses its limited resources to strengthen the participating TUs on the most strategic aspect of unionism that is to modernize their grievance system, mechanism, and database management. Development of modern grievance system has become the centre of gravity in the project where the vast majority of the project's activities have been redirected to support it. By the end of December 2023, the project has completed and almost completed some 20 percent of the total 21 planned activities while the rest (80 percent) were in-progress or at preparation stage. Implementation progress was most advanced in Outcome 1 and followed by Outcome 2 while implementation in Outcome 3 was largely at early stage. There are some factors contributing to the implementation delays, including internal (delayed recruitment of project manager), external (interrupted by current national legal and political events), project requirement (intensive consultation with key TU partners) and project structure (Outcome 1 serves as basis for other outcomes) factors.

Relevance and strategic fit. There is no doubt that the project is highly relevant to TUs as the development of an integrated grievance system supported by the project addresses one of weakest link in union servicing an organizing. The project fits strategically with the ILO's DWCP (Decent Work Country Programme) for Indonesia 2020-2025 prioritizing a sound industrial relations and effective social dialogue to improve working conditions and labour productivity. It is also coherent with Sustainable Development Goals (SDGs), particularly Goal 5.1 in which the project promotes women leaderships in TU structure and Goal 8.8 in which the project exclusively works with TUs to protect labour rights. The project well aligns with Better Work Indonesia Strategy 2023-2027, particularly in Outcome 3 that supports the realization of effective social dialogue by strong actors at enterprise and sectoral/national level and gender-sensitive outcomes.

Validity of design. The project's overall objectives, outcomes and performance indicators remain relevant and realistic although—based on intensive consultations with key stakeholders—it refocuses the support to develop modern, integrated grievance system. This refocusing is justified and strategic. Some adjustments have been made, particularly, at activities (input) level while the overall project design remains valid, implying the adaptivity and reliability of the project design.

Project Results and Effectiveness.

There is a strong indication that the project was steadily going towards the realization of **Outcome 1** (*By 2025, the capacity of trade unions in the garment sector to operate and connect, retain and recruit members, and elect women leaders is enhanced*). The project made significant progress in finalizing study on systems analysis for grievance documentation and case management systems, introducing the establishment of grievance system application and organizing three batches of Women's Leadership Training that were participated by 66 female leaders in plant-level unions. By the end of December 2023, the project has delivered 22 percent of the total planned activities under the outcome while the rest (78 percent) are somewhere at preparation stages.

The project was on the preparation stages of **Outcome 2** (*The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved*). There are two significant progresses during the first half of the project period, namely the completion of two Training Needs Analysis (TNA) packages, separately for FSB Garteks and SPN, that identified specific trainings and coaching needed to support the operation of new digital grievance system. Another much appreciated activity supporting the outcome

was the initiative to bring together 12 TUSOs in regular roundtables where the participating organizations can share information and identify potential partner(s). By the end of December 2023, the project has completed 13 percent of total planned activities under the outcome while the rest (87 percent) were progressing at preparation stages.

Meanwhile, implementation of **Outcome 3** (*By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved*) was largely at early stages. The outcome targets both affiliated and non-affiliated TUs at the factory level. There was preliminary work on the development of learning materials regarding basic worker rights and workplace cooperation. By the end of December 2023 some 25 percent of total planned activities under the outcome were ongoing while the rest (75 percent) are somewhere at the early stages.

Efficiency of Resource Use. The project has demonstrated the efficient uses of human, financial and ILO resources. With limited budget, the project is able to support development of grievance system application which is typically very expensive. The project management is very lean with only one full-time personnel (project manager) assisted by one part-time financial and administrative staff in the first half of the project period. The project, however, has taken advantage from other ILO resources, including an expert from ACTRAV (providing technical advice on unionism), BWI/YKK in house training resources and networks and IT specialist from the Country Office (giving technical advice on the development of grievance system application).

Effectiveness of Management Arrangement. The project has gained strong support from TUs, particularly FSB Garteks and SPN as key partner and, at the same time, direct beneficiaries of the project. In the meantime, support from APBGATI remains challenging as a result of internal conflicts in one of its members. The project has received adequate, necessary technical, administrative and institutional support from both the ILO's country and regional offices. A monitoring and evaluation system has been in place, but M&E functions may need to be strengthened to support the effectiveness of the project.

Impact Orientation and Sustainability. It is too early to expect the full impact of the project's interventions during the first half of its period. There is, however, a strong indication that the project has made a significant contribution to modernizing the Indonesian TUs by supporting an establishment of a grievance system application that can be used by all TUs. Participatory approach and process consistently applied by the project from its inception stage has built a sense of ownership among the two federation partners. Even SPN expresses its willingness to allocate specific budget to maintain the new grievance application in its budget plan, indicating potential sustainability of the project.

Based on such findings, the evaluation recommends:

- As the completion rate remains below 25 percent, the project management may need to find effective ways to accelerate the project implementation during the second half of the project period.
- To collect the missing baseline data to ensure fair judgement about changes the project has made.
- As the grievance application is planned to be launched in April 2024, clear and measurable performance indicators of the grievance application by 2025 need to set up to ensure the optimum use of the new application in its first-year operation.

- To build an ecosystem of the effective grievance system containing four aspects (technology, skills, institutions and supporting equipment) that interrelate and reinforce one another.
- As the grievance system becomes the epicentre, the project may need to align, refocus, reintegrate and consolidate any future activities targeting female unionists to support the effectiveness of the new system.
- To focus on the two targeted TUs (instead of APBGATI) in developing a 5 years strategy (workers' agenda strategy).
- As the project is preparing the full implementation in Outcome 3, it needs to set up regular coordination with BWI/YKK.
- To begin approaching Ministry of Manpower and Employers.
- To strengthen Monitoring & Evaluation System.

1. Introduction

1.1. Background

The SIRI project was designed to address some of the most critical challenges affecting the Indonesian garment workers and their organizations today. The challenges exist at the organizational level capacity which includes declining membership, deficiencies and gaps in garment trade union's internal systems for data and members' management and outreach, lack of women leadership in trade unions and gender inclusive policies and practices at the trade union organizational structure level as well as lack of capacity and effective coordination for policy advocacy leading to declining bargaining power to shape garment sector and industrial policy in general. The challenges also exist at the individual level (or both individual and organizational levels) including lack of knowledge by garment workers of their rights in general and in particular about the 'new' labour law and lack of skills in organising and engaging in workplace cooperation, particularly by those unions and workers' representatives (including unaffiliated trade unions) that have had less access to support and training (individual and organizational level capacity).

1.2. Project Description

In response to that backdrop since March 2022 the ILO has undertaken a unique project titled "Strengthening Industrial Relations in Indonesia" Project (shortly, SIRI Project). It is unique because—unlike typical ILO's projects involving tripartite actors proportionally—the project works exclusively with trade unions in the country's garment sector. The SIRI project sets its main objective (development impact) that is to achieve strengthened trade unions in the garment sector that can effectively organize, represent, and negotiate on behalf of workers in Indonesia's garment sector and participate more actively in key national policy advocacy.

Exhibit 1: Overall Objective and the Expected Outcomes of the Project

Overall Objective:		
Strengthened trade unions in the garment sector that can effectively organize, represent, and negotiate on behalf of workers in Indonesia's garment sector and participate more actively in key national policy advocacy.		
Outcome 1: By 2025, the capacity of trade unions in the garment sector to operate and connect, retain, and recruit members, and elect women leaders is enhanced	Outcome 2: The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved	Outcome 3: By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved

Specifically, the project breaks down the objective into 3 (three) outcomes:

- Outcome 1: By 2025, the capacity of trade unions in the garment sector to operate and connect, retain and recruit members, and elect women leaders is enhanced.
- Outcome 2: The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved.

- Outcome 3: By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved. These outcomes are broken further down into 8 expected outputs and 21 planned activities (see the details in *Annex 3: Project Structure*).

Funded by The Labour Program of Employment and Social Development Canada (Labour-ESDC), the project operates for 36 months starting from March 2022 and ending in April 2025.

1.3. Project Implementation

The project covers garment sectors, particularly in Greater Jakarta, West Java, and Central Java. Direct beneficiaries of the project are garment women workers and their representatives at the factory, branch, and federation levels while indirect ones include all other garment workers, unionized or not, that may benefit from a better standing and bargaining position by garment trade unions in the country.

To implement the project, it works closely with two main federations in the garment sector, namely, FSB Garteks and SPN as well as their affiliated TUs at plant level. At national level FSB Garteks affiliates with KSBSI while SPN is part of KSPI. To lesser extent, the project also works with FSP TSK (KSPSI). These three federations are members of Project Advisory Committee (PAC) in Better Work Indonesia Programme. In addition, the project also works with Alliance of Indonesian Garment, Footwear and Textile Workers (APBGATI) consisting of six different federations.

2. Evaluation Objectives and Methodology

2.1. Evaluation Purpose and Scope

This mid-term internal evaluation aims to assess, evaluate, and provide actionable guidance on the project's relevance, coherence, efficiency and effectiveness, and results and potential sustainability. It will not only serve to strengthen internal learning and promote accountability in project management and implementation, but also help inform the case for future work in this area, including under the new phase of the project extension.

Specifically, the evaluation focuses on two main objectives:

- Evaluate project progress achieved to date, focusing on the three project outcomes and associated outputs.
- Comment and suggest realistic improvements to the project in its extended period, including possible adjustments to strategy, activities, and management to maximise impact, effectiveness and sustainability.

The scope of the mid-term internal evaluation includes assessment of all project's outcomes and activities carried out up to December 2023¹. It verifies key achievements, emerging good practices and lessons learned. A set of practical recommendations are included to improve project management, constituent or institutional coordination and overall implementation of the

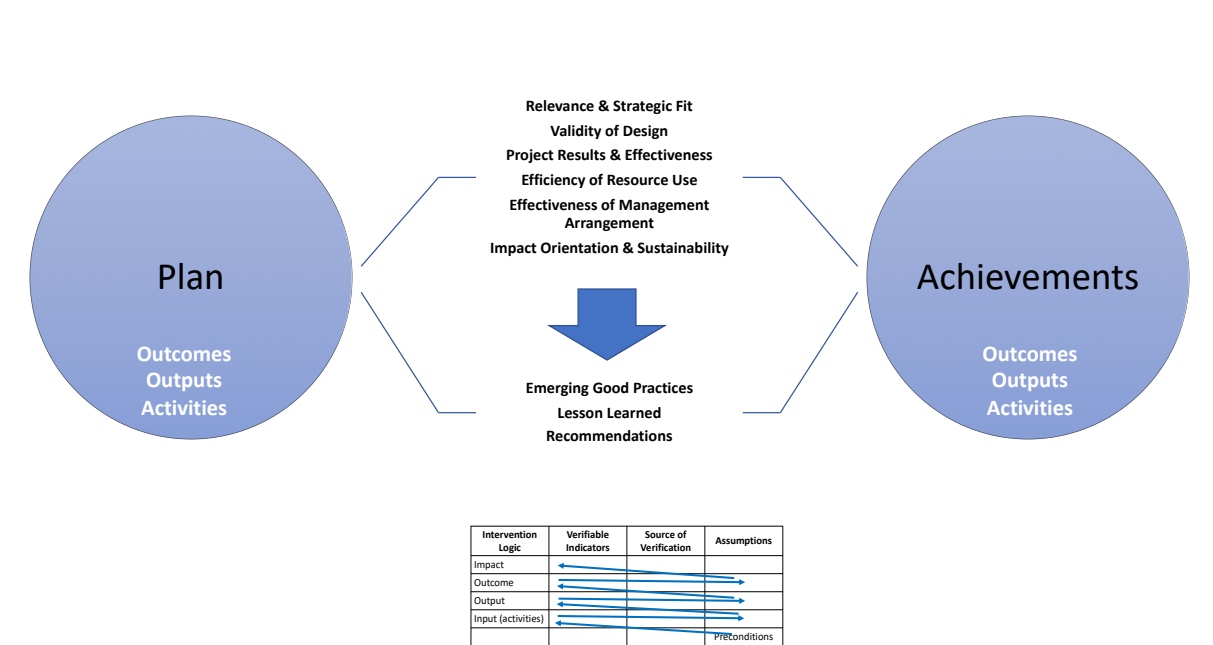
¹ In the ToR the period under evaluation is up to September 2023 but after discussions with Project Manager the period is extended to December 2023.

project as well as positive and negative changes produced by the project both intended and unintended, direct, and indirect in the garment sector.

2.2. Evaluation Framework

As shown in the “Evaluation Framework” diagram below, the evaluation confronts the planned outcomes, outputs, and activities/inputs with the actual or ongoing outcomes, outputs, and activities/inputs to assess achievements of the project. The evaluation implements a vertical logic of project evaluation which says: “if outputs are delivered and assumptions hold true, then the outcome will be achieved”. Achievements were validated through indicators and means of verification predetermined by the project. A project evaluation usually assesses achievements at impact and outcome levels but as this is a mid-term evaluation, it also considered any achievement or progress at output level which has contributed to certain degrees of achieved outcomes. The evaluation examined the project’s relevance, coherence (including validity of project design, theory of change and strategies), effectiveness (including project results and effectiveness of management arrangement), efficiency of resource use, impact, and sustainability. At the end the evaluation produced some practical recommendations for the project improvement, including critical adjustment to strategy, activities, and management to maximise impact, effectiveness, and sustainability of the project.

Exhibit 2: Evaluation Framework



2.3. Data Collection Methods

The evaluation used primarily qualitative methods. In all instances, the methodology was responsive to the ILO’s normative and tripartite mandate, and gender and inclusion related guidelines. To the extent possible, the methodology applied participatory approach and included beneficiaries as part of assessment.

The evaluation collected both primary and secondary data. Primary data was collected through key informant interview (KII), FGD and observation techniques. The collection of secondary data includes project documents (including progress reports), meeting materials or notes, lists of participants joining certain activities, training modules, pre/post-tests and other relevant documents.

There are three main categories of interview informants (see *Annex 2: List of Individuals Interviewed*), namely project management (ILO), beneficiaries (direct and indirect) and significant others (TUSSOs and related ILO projects). A list of potential interviews was developed in close consultation with project manager. The interviews were carried out individually or collectively (group interview) depending on informant's convenience using semi-structured interview guides (see *Annex 4: Interview and FGD Guides*). Taking the short time of the evaluation into consideration, most interviews were conducted online through Zoom platform. Some interviews were conducted offline (in-person) by taking advantage from evaluator's participation (observation) in an event held by the project during the evaluation period.

FGDs were conducted for training/workshop participants, mainly Women's Leadership Training (WLT) and workshop on the development of grievance system application. The discussions focused on the effectiveness of the project activity participated that contributes to achieving the project's specific expected outcome(s) and the development impact (the strengthened trade unions in the garment sector). The FGDs were guided by specific questions (see *Annex 4: Interview and FGD Guides*). A list of FGD participants was developed in consultation with the participating trade union federations (FSB Garteks and SPN). Taking time and cost efficiency into account, the FGDs were conducted virtually to allow the trainees living in different localities participating in the same discussion. Some FGDs were conducted in-person during observation of an event. Women participation was highly encouraged in both FGDs and interviews.

As Exhibit 3 below shows, the evaluation met 35 individuals in total consisting of project management, beneficiaries, TUSSOs and the ILO's related projects through KIIs and FGDs. Majority (57 percent) of those individuals are women. About 99 percent of the planned interviews could be executed during the evaluation. There was only one planned interview (with chair of APBGATI) that could not be realized because the informant did not show up in two scheduled meeting attempts. To replace, later the evaluation interviewed two presidium members of the alliance.

Exhibit 3: KII and FGD Participants by Stakeholder Group and Gender

No	Stakeholder Group	Male	Female	Total
1	Project Management	2	2	4
2	Beneficiaries	9	12	21
3	TUSSO	2	4	6
4	ILO related projects	2	2	4
	Total Participants	15	20	35
	Percentage (%)	43	57	100

Observation was carried out during an FGD on the Development of the Grievance System and Case Management in Garment Sector held on 13-14 December 2023. Aspects observed include profile of participants, the dynamic of the discussion, main issues raised by participants for the developing application and agreements/disagreements among participants. Evaluator also used this opportunity to conduct in-person interviews and FGDs to save time and cost of doing field visits.

With consent from informant/participants, the interviews and FGDs were recorded and analysed. Both primary and secondary data were analysed by applying triangulation techniques. The evaluation uses both triangulation of sources (project management, beneficiaries and implementors) and triangulation of methods (key informant interview/FGD, observation and document analysis). The achievements or progress of each activity/output/outcome—that are presented in the technical progress reports and other relevant project documents—were validated through primary data using a validation instrument.

The preliminary findings were presented and validated in a stakeholders brief meeting held on the 17th of January 2024. The validation meeting was conducted hybrid (offline and online), that was attended by representations from almost all stakeholder categories. There was no objection about the findings. However, the participants, among others, re-emphasized the effective use of the grievance system application for strengthening TUs and the sensitivity to gender issues when operating the system.

2.4. Schedule

The evaluation was carried out from 6 December 2023 to 31 January 2024. It was executed through three stages: Stage 1 consists of inception, data collection and report writing (December 2023); Stage 2 is set for validation of findings through a stakeholder brief (17 January 2024); and Stage 3 is finalization of the evaluation report (17-30 January 2023).

3. Evaluation Findings

3.1. Relevance and Strategic Fit

Finding 1: The project is **highly relevant to TUs**. Almost all participating TU leaders admitted that one of their weaknesses in advocacy is providing systematic and reliable data. In addition, there is an increasing awareness amongst unionists to modernize, to be more effective and efficient in their organizing and servicing systems by using technology. The SIRI project intends to support modernization of TUs particularly in grievance system and database management which is largely underdeveloped. In so doing, the strengthened TUs will be more relevant as well as attractive especially for young people and can undertake advocacy with more reliable data.

Almost all trade unions are weak in database management.....so we highly need some kind of digital system.

(Leader of TU Federation, Interview 13 December 2023)

Finding 2: The project fits **strategically with the ILO's DWCP** (Decent Work Country Programme) for Indonesia 2020-2025, particularly Priority 1 (Effective social dialogue that promotes sustainable business and workers' welfare) and its Outcome 1 (Effective industrial relations to improve working conditions and labour productivity). The project exclusively supports the strengthened TUs contributing to effective, sound, and fair industrial relations, particularly in Indonesia's garment sector.

Finding 3: The SIRI project **aligns with Better Work Indonesia Strategy 2023-2027**, particularly Outcome 3 (Social dialogue at enterprise and sectoral/national level is strengthened, gender-sensitive, and leads to better outcomes). Sound social dialogue can only exist if both employer and workers' representatives have strong and effective position. BWI Programme and the SIRI project reinforce one another. While the former works mainly with employers, the latter supports TUs at national federation and factory levels.

Finding 4: The project is **coherent with Sustainable Development Goals (SDGs)**, particularly Goal 5.1 (End all forms of discrimination against all women and girls everywhere) and Goal 8.8 (Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment). The project intends to increase women leadership in TU structure at various level of the organization. It also aims at protecting labour rights as TUs' bargaining power are stronger at plant, sector and policy levels.

3.2. Validity of Design

Finding 5: The **intervention design remains adequate** to address multiple challenges facing TUs in Indonesia's garment sector that include the lack of individual and organizational capacities as described in the background section. The project structure reflects well the needed intervention, namely organizational (Outcome 1), policy (Outcome 2) and awareness raising at grassroot (Outcome 3)². Strategically, the project selected grievance system area as entry point to strengthening TUs (see Finding #6 and #10 for further explanation about this matter). One thing that might be improved in the project design is correlation amongst the three outcomes in which they strongly relate and can reinforce one another. The project is unique for the ILO because—unlike typical ILO's projects which is tripartite basis—it exclusively targets workers and their representatives.

Finding 6: The **planned project objectives and outcomes remain relevant and realistic** to the situation on the ground. Interestingly, the original project documents do not state explicitly about the development of 'grievance system' as key means to strengthen TUs. Even there is no single word or term about 'grievance system, grievance mechanism, grievance database management' or the like found in the project's logical framework (logframe). An emphasis on grievance system was set as the project was going (see Finding 9 for more explanation about this). This emphasis may be the largest 'adjustment' made by the project. Later the development of an integrated grievance system has become the project's centre of gravity that draws other activities to support or complement it. Nonetheless, the overall main objective of the project and its expected outcomes remain relevant, implying the adaptivity,—and at the same time—strong validity and reliability of the project design. If such an emphasis is made more visible, Outcome 1 may states: "By 2025, the organizational capacity of the TUs in the garment sector, to operate and connect, retain, and recruit members, is strengthened through modernized grievance handling processes and database management systems and enhanced women representation and leadership". Majority of the assumptions in the project's logical framework are also still valid. The only missing assumption in the logframe is the potential effect of the

² The project was jointly developed and designed by Better Work (Maria Joao Vasquez and BWI team) and Workers' Activity Specialist in ACTRAV Bangkok (Ravindra Chanaka Samithadasa). The former contributed to the background and project management while the latter was responsible to develop project's structure (outcomes, outputs, and activities) and its logical framework.

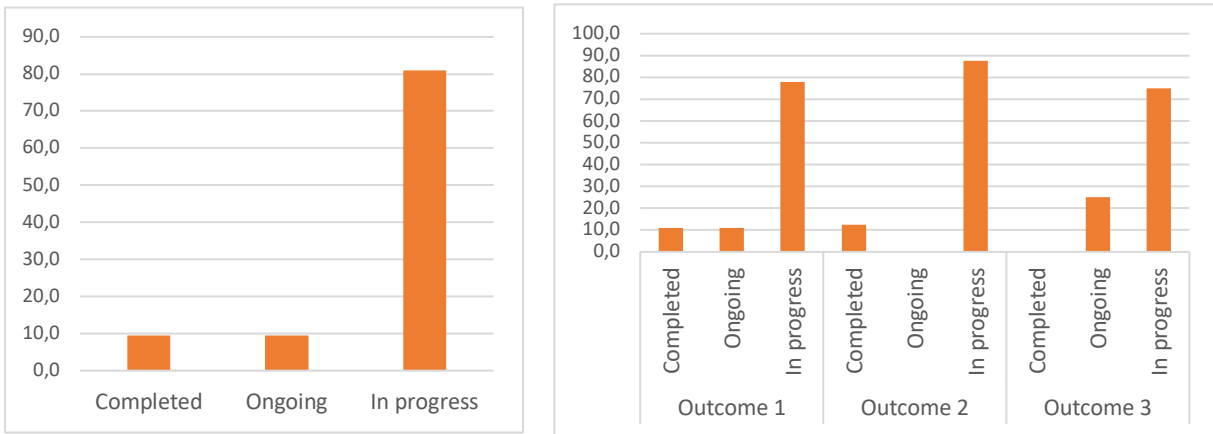
2024 general elections to the project implementation. As some union leaders are running for national or local legislator candidates from certain political parties, the project needs to maintain its non-partisan principle. In turn, this political event has also contributed to some delay in the implementation.

Finding 7: By and large, the **targeted indicator values are still realistic, but majority of the performance indicators do not have sufficient baseline data**. It will be difficult to track changes resulting from project interventions in the absence of such baseline. The available baseline data is only on number of memberships in FSB Garteks and SPN and number of union leaders in their affiliates from federation, branch, provincial to factory levels broken down by gender. Fortunately, some outputs conducted a kind of situational analysis portraying the existing situation can be considered as baseline.

3.3. Project Results and Effectiveness

Finding 8: By the end of December 2023 the SIRI Project has made some progress in its implementation. As Exhibit 4 (left side) shows, overall, about 20 percent of the 21 planned activities were completed and ongoing status while the rest (80 percent) were in-progress or at preparation stage. Implementation progress was most advanced in Outcome 1 in which 22 percent of the total planned activities in the outcome have been delivered (11 percent completed and 11 percent ongoing), followed by Outcome 2 in which some 13 percent of the total planned activities in that outcome have been completed (see Exhibit 4 on right side). Thus far, there is no completed status yet in Outcome 3 but about 25 percent of the total planned activities in the outcome have been ongoing at various sub-stages.

Exhibit 4: **Progress Status: Overall and per Outcome by December 2023**



Quantitatively, in the first half of its life the project’s progress seems slow. There are some reasons behind this seemingly slow progress. Firstly, despite formally starting in March 2022, the effective operation of the project was September 2022 when the project manager was hired and in full force; meaning that by December 2023 the project had effectively operated only about one year. Secondly, during the period the project implementation was interrupted by national legal and political events, particularly the changing legal status of Job Creation Law (or the so-called Omnibus Law) and general elections that turned much attention of the participating TUs. Thirdly, during the first year of the project it had maintained intensive

consultations with key TU partners—which are also the project’s direct beneficiaries—to response correctly to their needs; in other words, this participatory approach took time but on the other side the approach has nurtured a strong sense of ownership among partners. Fourthly, the project focused its resources to undertake activities first in Outcome 1 as, to great extent, this outcome serves as a basis for the rest outcomes. Therefore, although quantitatively it seems low, qualitatively the project has built strong foundation and infrastructure for the second half of its period.

Outcome 1: By 2025, the capacity of trade unions in the garment sector to operate and connect, retain and recruit members, and elect women leaders is enhanced

Finding 9: There is clear evidence **that the SIRI project is steadily going towards the realization of Outcome 1.** To strengthen organizational capacity of the targeted TUs, the project applies digitalization strategy by modernizing the TU grievance systems. This strategy has been applied firstly by mapping out the existing grievance systems owned by the participating TUs to identify gaps in the systems (Output 1.1) and secondly by developing a grievance system application (Output 1.2). Both activities were conducted participatorily that in turn have contributed to strengthened organizational capacity of the targeted TUs. While to increase women leaders (Output 1.3), the project provided women’s leadership trainings for 60 female unionists from factory level. By the end of December 2023, the project has completed 11 percent of total planned activities under the outcome and the other 11 percent are on ongoing status while the rest (78 percent) are somewhere at the preparation stages. The planned activities supporting the realization of the outputs/outcome remain relevant and achievable. Key activities—such as, trainings to operationalise the newly developed grievance application, social media recruitment campaigns targeting all workers and notably young women workers as well as gender audits—are being prepared and will be executed around January-March 2024. Once these activities are executed, the project is closer to the fulfilment of Outcome 1.

Finding 10: The strategy to modernize TU grievance system was selected through close consultation with the key TU partners and insight from the ACTRAV expert during the inception stage of the project. The selected focus is justified and strategic taking both micro and macro context into consideration. At micro context (current situation of the project beneficiaries) FSB Garteks has already had a kind of web-based membership database system while SPN has none although it claimed having a semi-digital one. Therefore, both key federation partners agreed to focus on developing a modern grievance system as a critical strategy to strengthen their servicing and organizing capacities. At macro context the selected focus is strategic as it addresses the decreasing trend of union density and union relevance. For many workers a TU looks relevant when they are helped in advocating or handling their grievances. If unionists can provide an effective grievance system and handling (as a result of combined presence of grievance application as well as trainings on social media campaign, negotiation and data-based policy advocacy provided by the project), it will likely make TU relevant again and attractive, particularly, to young workers. As requested by the participating TUs, the developing grievance application will also serve as membership database.

Finding 11: Foundation to the enhanced data management system for outreach, retention and recruitment of union members (Output 1.1) was built through conducting study on systems analysis for grievance documentation and case management systems. Undertaken by Labour Solutions, the study covers not only TUs operating in garment but also palm oil and fisheries sectors (jointly funded by the ILO’s Palm Oil and Fisheries Projects). With regard to garment sector, the study reviewed the existing data management systems practiced by Garteks and SPN and identified gaps in the systems. The study found that, although the TUs collected

and documented the grievances case by case and generally workers were satisfied with the ways each federation assisting their members settle their cases, the existing database management systems are less systematic, unreliable, and unintegrated. It recommends that the systems can be upgraded through digitization using some kind of digital platforms. As a grievance system application is technically being developed (Output 2.2), the upgraded data management system has not yet implemented by the targeted TUs.

Exhibit 5: Comparison between Outcome/Outputs & Their Achievements in Outcome 1

Outcome/Outputs	Assumption	Indicators	Achievement
Outcome 1: By 2025, the capacity of trade unions in the garment sector to operate and connect, retain, and recruit members, and elect women leaders is enhanced	The union is willing to align its structure in relation to its new strategy. Union staff members are open for training and learning. TU make commitments to cover costs of any extra staff or IT costs to be maintained post the end of the project.	% of members registered in the union's data base	Completed: 11% Ongoing: 11% In progress: 78%
		# Number of women leaders (at factory, branch and national level)	
		Number or percentage of workers that participate in campaigns, surveys or visit/ use TU digital platforms	
Output 1.1 An enhanced data management system for outreach, retention and recruitment of union members is developed and used by TUs targeted by the project	The union is willing to implement the relevant organizational changes and collaborate and lead on training/ coaching activities and programmes.	An upgraded data base system is in place and is sustainable	Completed
Output 1.2 Digital tools are developed, adapted and used by the targeted TUs to maintain membership, collect members' views and answer to the needs of members		Number of campaigns, surveys, and initiatives for member outreach	In progress
Output 1.3 A strategy to promote women representation and leadership at targeted TUs is developed and operationalized		Gender mainstreaming strategy per union with time bound measures and goals to be achieved	Ongoing – in progress

Finding 12: Developed by local information and communication technology company, PT. Rancang Disain Program Linimasa (RPDL), the **establishment of grievance system application (Output 1.2) is underway**. The project opens wide access to the targeted TUs to participate in every stage of the app development through a series of FGDs. In December 2023 the first FGD was held where the application was introduced to the targeted TUs. The introduction covered main features, reporting flow and user access level. Based on observation during the FGD, the participants—mainly from FSB Garteks and SPN—looked enthusiastic

and actively gave detail feedback to the initial features, process, and access level in the application. The app developer seemed very accommodative to the inputs. Nevertheless, the project manager has made clear from the beginning that in the future the app should be suitable to be used by any TU in any sector. The federations were concerned with data confidentiality and data security. SPN preferred not to give full access to its confederation, implying the dynamic relationship between federations and their affiliation. Both federations also reminded about ethical standards when dealing with sensitive issues, such as sexual harassment. The Next FGDs will focus on resources needed to operate the app and selecting location(s) for piloting. The app is planned to be launched in May 2024.

Finding 13: The project applies **specific gender training and gender audit as a strategy to promote women representation and leadership** at targeted TUs (Output 1.3). Between May and July 2023, the project conducted three batches of a two-day Women’s Leadership Training (WLT) that were participated by 66 female union leaders from plant-level TUs affiliated with

About the training:
‘.... daging banget’ (high quality)
Trained to be confident: ‘Ayo kita bisa lo’
(yes, we can)

About benefits of the training:
More confident speaking in public.
I am able to express my personal thought and opinion.

(WLT participants, FGDs 18, 21, 22
 December 2023)

FSB Garteks, KSPI SPN and FSP TSK in the Greater Jakarta, West Java and Central Java regions. The trainings were organized in collaboration with these key confederation partners. The WLT aimed at enhancing female leadership skills and capabilities in the garment sector. The project—in collaboration with the BWI/YKK in-house team—specially developed the WLT module from general gender leadership modules. The WLT module, however, emphasizes gender barriers (social structure) in leadership. BWI/YKK Team also facilitated all the trainings. The trainings were highly appreciated by the participants who about 70 percent of them joined

a similar training for first time. Some participants interviewed (FGDs) in this evaluation praised the training as high quality, much time for personal sharing and being trained to be confident. Among others the benefits of the training, according to them, are increasing confidence and public communication skills. Nevertheless, the existence of gender mainstreaming strategy per union with time bound measures and goals to be achieved—as set in the project’s performance indicator for this output—remains unclear. None of the training participants interviewed in this evaluation mentioned the existence of such a specific strategy with specific time bound measure in their unions, although they admitted that women are always encouraged to join and play roles in the union. At the confederation level KSBSI had set an objective of women participation in its organizational leaderships from 30 percent to 40 percent since 2000 but, as it admitted, the objective is hard to achieve. The project planned to implement Participatory Gender Audits (PGA) in February-April 2024. The audit will adopt a tool developed by ITC-ILO.

Outcome 2: The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved.

Finding 14: The SIRI Project is **still in the preparation stages of Outcome 2** so it is too early to assess the outcome achievement. By the end of December 2023, the project has completed 13 percent of total planned activities under the outcome while the rest (87 percent) were progressing at various preparation stages. Those completed include identification of needed specific trainings (training need analysis) and revitalization of roundtable discussions among TUSSOs operating in Indonesia’s garment sector. Key planned activities, such as a review and analysis of the industrial policy impact for the garment industry in Indonesia (including

digitalization, rights at work, changing landscape of the employment relationship and impact on skills and employment); trainings on on policy, advocacy, communication and presentation skills; and publication of a research brief will be executed during the first and second quarter of 2024. Progress in Outcome 2 that mainly works at policy level is delayed due mostly to project's external factors. There are some constraints that have been actually identified in the assumptions of the project design. The constraints include, firstly, the issuance of Law No. 11/2020 concerning Job Creation (or the so-called Omnibus Law) and followed by changing legal status of the law (Perpu No. 2/2022 and then Law No. 6/2023) as response to the Constitutional Court's verdict—that in turn drew massive attention and protests from TUs at the expense of focusing on sectoral issues. Secondly, following the Indonesia's political years of 2023-2024, TUs are seeking alliances with different political parties and presidential candidates rather than advancing organizational and collective labour interests. The project had been relatively managed well these risks. The first risk was handled by keeping an eye to main points in the law protested by workers that later will be accommodated, analysed in the workers' agenda and policy dialogue. With regard to the second risk, the project kept non-partisan position during the political event.

Exhibit 6: Comparison between Outcome/Outputs & Their Achievements in Outcome 2

Outcome/Outputs	Assumption	Indicators	Achievement
Outcome 2: The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved.	Enough time and resources are put in place by union. These efforts are complementary and aligned with other on-going efforts (including those supported by other donors).	Number of meetings or consultations called and organized by the BWI PAC TUs or/and APGATI with employers and/or government. Number of policy briefings, research and solutions presented to stakeholders.	Completed: 13% Ongoing: 0% In progress: 87%
Output 2.1 A 5 years strategy (workers' agenda strategy) for the TUs targeted or APGATI is designed and implemented gradually.	The unions are willing to cooperate and are committed to implement the strategy.	A 5-year strategy is developed and endorsed (yes/no).	In progress (some completed)
Output 2.2: A group of selected union members and leaders, particularly women, are trained and coached with advanced skills in negotiation, advocacy and policy	There is enough political will and momentum for unions to cooperate.	Number of TU staff members trained/coached.	In progress
Output 2.3 A research brief or report is undertaken and published on a key theme and priority defined by the workers 'agenda (e.g. the impact of the Omnibus law).	The unions are able to find and agree on common priorities and purposes.	Research/ publication on the impact of the Omnibus Law.	In progress

Finding 15: The 5 years strategy (workers' agenda strategy) for the TUs targeted or APBGATI (Output 2.1) has not existed yet. The project, however, has started to work towards this output by supporting a sectoral TU meeting on Amendment to Law No 21/2000 concerning Trade Unions/Labor Unions organized by APBGATI in June 2022. The project decided to postpone this particular implementation after general elections that will take place in February 2024. Maintaining collaboration with APBGATI is challenging, mainly due to impact of internal conflict in one (FSP TSK-KSPSI) of the alliance members which is unfortunately serving as chair of the alliance. The internal conflict, in fact, has had some impacts to the alliance (the alliance had no activity in the last year) as well as to the project (difficult communication with the chair of the alliance). To better understand this constraint, the evaluation tried to arrange meeting with the chair but after two rescheduled meetings the chair did not show up. Established in 2020, to date APBGATI consists of six federations or the-so called presidiums, namely FSB Garteks-KSBSI, KSP Nusantara, Garteks-Sarbumusi, FSP TSK-KSPSI, SBSI 92 and FSP TSK-SPSI. SPN is not member of the alliance and, so far, is not interested in joining APBGATI because it has some negative perception about the alliance.

Finding 16: One of the planned activities supporting Output 2.1 that was much appreciated is the revitalization of IR roundtables among unions' donors. By December 2023 the project successfully facilitated two roundtables which brought together at least 12 trade unions' solidarity support organizations (TUSSO), consisting of donors and their implementing partners. The participating TUSSOs include FNV Mondiaal, CNV Internationaal, Fair Wear Foundation, Solidarity Center/ACILS, Clean Clothes Campaign, TURC, IndustriAll, Worker Rights Consortium, Asia Floor Wage, Lembaga Informasi Perburuhan Sedane, Wageindicator.org/Gajimu.com and BWI-YKK. This evaluation interviewed three of these roundtable participants and expressed explicitly their appreciation to the project's initiative. The three reckoned that the initiative is the first ever attempt to gather TUSSOs operating in Indonesia's garment sector. They admitted that in the first roundtable the participating TUSSOs were quite suspicious with the initiative but in the second one they were more open to share and started to see value of the discussions. While admitting some constraints to synergize the ongoing projects run by each TUSSO—as each is bound by specific project interests and objectives—they agreed to maintain communication among the TUSSOs. Even some TUSSOs have moved forward to identify potential partner and discuss future collaboration. The three interviewed TUSSOs also appreciated the facilitating (not dictating) role the ILO (the project) plays. The next roundtable will be hosted by TURC that will discuss about Freedom of Association (FoA). As these TUSSOs are operating in the same pool and now consolidating through their willingness to share information, they could avoid duplication and provide more effective assistance to strengthen capacity of TU in the garment sector. All TUSSOs intend to strengthen TU capacities but each of them provides particular support with different approach. Solidarity Center, for instance, focuses on TU organizing and collective bargaining capacities. Wageindicator.org/Gajimu.com conducts surveys and collects data (such as Decent Work Check and Workers Priority Polling) that can be used for policy advocacy by TUs. Meanwhile TURC assists TUs to utilize data for their policy advocacy and dialogue. If trust, willingness to share information and openness to collaborate among these TUSSOs are maintained, these consolidating TUSSOs would indirectly contribute to strengthening TU capacities in policy analysis and dialogue.

Finding 17: Trainings and coaching on advanced skills in negotiation, advocacy, and policy (Output 2.2) was in preparatory stage. To correctly identify the needed trainings and coaching, the project conducted two training needs analysis (TNA) separately for FSB Garteks and SPN. The TNAs assessed the current state of trade union capacities (organizational,

operational, and personal) to support technological changes, identified gaps and challenges in the grievance management practices, and mapped out training and non-training needs required to implement the new grievance application and support effective grievance resolution in two federations partners. The TNAs found the needed trainings include on communication and negotiation skills, grievance management and data analysis. The project planned to commence the trainings and coaching for selected union members and leaders, particularly women, in the second quarter of 2024.

Finding 18: There is **no publication of research brief or report on a key theme and priority defined by the workers ‘agenda (Output 2.3) yet**. The project decided to set up initial discussion with the TU partners and conduct research to investigate specific urgent and frequent challenges experienced by union members, with a topic to be identified after considering information obtained through the process of implementing the digital grievance mechanism system.

Outcome 3: By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved.

Finding 19: Progress in Outcome 3 was largely at early stages. The outcome targets both affiliated and non-affiliated TUs at the factory level. There was preliminary work on the development of learning materials regarding basic worker rights and workplace cooperation. By the end of December 2023 some 25 percent of total planned activities under the outcome were ongoing while the rest (75 percent) are somewhere at the early stages. Most activities in Outcome 3—focusing on strengthening TUs’ capacity at grassroot level—will be executed within first half of 2024 in close collaboration with BWI/YKK team.

Finding 20: Output 3.1 is still in early stage. To achieve the output—the sensitized and trained garment workers at BWI factories about their rights—the project planned to develop a comprehensive curriculum and e-learning tools on legal literacy for employment that is accessible by all worker and to organize town-halls or IG Life types of events with large audiences in collaboration with the Ministry of Manpower (national and sub-national). With regard to the second plan, later the project proposed a change to national consultation workshop with the ministry on some main sectoral issues. The project also planned to link the newly grievance system application with Labour Law Database Application that is being developed by BWI/YKK. Activities supporting these outputs are planned to be executed in October 2024.

Finding 21: Intervention plan to unaffiliated TUs (Output 3.2). is challenging. There is an increasing number of unaffiliated TUs, particularly in the BWI/YKK-assisted factories, partly because of compliance requirement. On one side the existence of unaffiliated TUs is negatively perceived by affiliated ones as ‘competitor’ controlled by management that aims to weaken independent, affiliated unions. On the other side the unaffiliated TUs set a distance with the affiliated ones and view the latter as ‘troublemaker’. Both are hesitated to cooperate each other. The project carefully considers this sensitive issue. To prepare the implementation, in February-March 2023 the project and BWI/YKK held an internal meeting to develop modules on Freedom of Association (FoA) Basic Training for unaffiliated trade unions with fewer training opportunity. Due to the sensitivity, the project planned to provide workplace cooperation trainings for unaffiliated factory-level unions, particularly those participating in the BWI programme in January-February 2024. The training intends to foster in-depth knowledge of

workplace cooperation processes and associated strategies to enhance sound industrial relations in the garment industry.

Exhibit 7: Comparison between Outcome/Outputs & Their Achievements in Outcome 3

Outcome/Outputs	Assumption	Indicators	Achievement
Outcome 3: By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved	Ministry of Manpower is interested and available to act as a key resource. The Ministry of Manpower and ILO BWI revise the labour law guide and PKWT guidelines on time and in an effective way. (Legal grey areas are clarified)	Number of workers reached by Know your Rights training/ learning/ awareness raising	Completed: 0% Ongoing: 25% In progress: 75%
Output 3.1 Garment workers at BWI factories are sensitized and trained about their rights (including under the new labour law)	Workers are available or are given the time off to attend training. There are no significant changes to Indonesia labour law and requirements during the duration of the project	Number of workers visiting and using BWI Labour Law App	In progress
Output 3.2 Unaffiliated unions (and other trade unions) at the factory level see their capacity on how to organize, run a union and engage in workplace cooperation strengthened	Employers/ management are interested and available to support such interventions. Worker's representatives previously trained by the ILO as CBA trainers are available Employers/ management in BWI factories are open and show good will to enter or renegotiate CBAs	Less industrial relations issues or less resources and time spent on addressing industrial relations issues (to discuss)	Ongoing – in progress

3.4. Efficiency of Resource Use

Finding 22: The project has used **financial resource both efficiently and effectively**, particularly in the development of grievance system application. In the beginning there was a doubt that it is impossible to develop a costly platform taking the limited project budget into consideration. Through a tender process, however, the project successfully found an app developer (PT. Rancang Disain Program Linimasa/RDPL) offering a very competitive price. RDPL is a local app developer that developed LAPOR! App—a nationwide online hotline service for Indonesian people to channel their complaints as well as aspiration on public services—which is managed by central government.

Finding 23: In terms of human resource the **project team is very lean and efficient** with only one full-time personnel, which is project manager (Nurus Mufidah) operated whole project with 21 planned activities during 36-month project life. In the first half of the project period the project manager was partly assisted by administrative personnel (Rakhmadina) who has main responsibility for administrative affairs in another project (Better Work Indonesia). Due to its

small amount of budget, the project does not have a CTA (Chief Technical Advisor) but it gets technical advice from a Worker Activity Specialist in ACTRAV Bangkok (Ravindra Chanaka Samithadas). It is only since mid-December 2023; the project has been equipped with a full-time administrative and financial staff (Temmy Tanet). As this assistant has been fully on board, the project is expected to be able to roll faster.

Finding 24: The project has used **the existing ILO resources efficiently**. Women Leadership Training (WLT) was conducted by internal ILO resource (BWI/YKK) with modules organically developed by BWI/YKK staff. The project is also supported by an IT Head in ILO Jakarta (Mr. Wianto Lim) who voluntarily provides advice related to the development of grievance system application facilitated by the project. The project takes advantage from other cross-cutting projects, such as, Palm Oil Project which shared its experience in developing grievance mechanism in palm oil sector.

3.5. Effectiveness of Management Arrangement

Finding 25: The project has **received strong support** from TUs, particularly FSB Garteks and SPN. Both TU federations have been actively involved in consultation, participating in various project activities. Initially, the project was designed to partner with members of the BWI Project Advisory Committee from TU comprised of four federations, namely FSB Garteks (KSBSI), SPN (KSPI), FSP TSK (KSPSI) and FSP TSK (SPSI). During project implementation, the two last federations cannot be included mainly because of their internal issues. Support from APBGATI remains challenging as the alliance leadership has also been affected by internal issues in one or two of its members.

Finding 26: The project has **received necessary technical, administrative, and institutional support** from both the ILO's country and regional offices. The project is fully supported and directly supervised by Country Office Director (previously, Ms. Michiko Miyamoto). In addition, two back stoppers in the country office (Lusiani Julia and Abdul Hakim) have provided support to the project, particularly on external affairs. Specialist from ACTRAV, Ravindra Chanaka Samithadasa, has continuously provided technical assistance from the beginning through the ongoing journey of the project. According to the project manager, the specialist "consistently provides helpful advice and, when asked for more help, supportively assists the project details even for something beyond his main responsibility". Since December 2023, the project has been equipped with a full-time administrative and finance assistant.

Finding 27: There is a monitoring and evaluation system in place during the project. Project manager produces technical progress reports on bi-annual basis. To date there have been 3 TPRs published: 1) March - September 2022 period; 2) October 2022 – March 2023; and 2) April – September 2023. In addition, the project is required to conduct a mid-term internal evaluation as being implemented in this report. Due to its relatively small amount of budget, the project has no dedicated monitoring and evaluation staff (see further elaboration about this in the Recommendation section).

3.6. Impact Orientation and Sustainability

Finding 28: It may be too early to expect the full impact of the project's interventions in this mid-term evaluation. However, there is a strong indication that the project has made a **significant contribution to modernizing the Indonesian TUs** by supporting them to establish

a grievance system application. It is hard to imagine that TUs can provide such a digital platform by themselves taking its high production cost into account. Moreover, almost all TUs in Indonesia are struggling with financial resource mainly because of declining membership. From the beginning of the application development the project has made clear that the application will be owned and controlled by the participating TUs while the ILO has no exclusive access to data stored in the application. This transparency combined with consistent involvement of the TUs from the outset of the app development, has contributed to building sense of ownership of the application. There is a potential broader impact of the application because the participating TU confederations in fact cover not only garment workers but also those from other sectors (Both sectoral TUs follow multisectoral strategy which expands membership beyond their original sector due to declining trend in union density). Meanwhile, sustainability of the application is still in question, otherwise the two confederations are committed to invest adequately their resources to maintain the application.

4. Emerging Good Practices

EGP 1: From the inception to the ongoing implementation stages the project has consistently applied **participatory approach and process** by closely involving the TU partners, mainly FSB Garteks and SPN as well as, to lesser extent, APBGATI. On one side this approach was exhausting and time-consuming as the process requires many consultative discussions/meetings and in some cases the project has to adjust its planned activities or specific output(s) to accommodate real, current needs or conditions of the TUs. On the other side, however, this approach and process has built a strong sense of ownership critical to the project's sustainability. In the case of grievance system application, for instance, the project has involved TUs from the outset of the app development process to refining the application details that accommodates the TUs' needs. Even the participating TUs are the signatory parties in the memorandum of understanding with the information system developer. Such a strong sense of ownership can be smelled, for instance, in the willingness of SPN to allocate specific budget to maintain the new grievance application in its budget plan.

EGP 2: There is appreciation from TUSOs about the ILO's (through the SIRI project) initiative to bring together both donors and their implementing partners in regular roundtables. The TUSOs have seen the value of the roundtables as **means for information sharing, potential partner identification and synergy building**. The roundtable can be seen as place for both competition and coordination/cooperation among TUSOs. And the project may keep its role simply as a facilitator. As these TUSOs are consolidating, they may serve as effective intermediary to strengthen organizational and policy advocacy capacities of targeted TUs in the garment sector.

EGP 3: The SIRI project has demonstrated the **benefits of establishing synergy with other ILO's crosscutting projects**. The project takes advantage mainly from the BWI resources and networks, including its PAC, in-house training resources and network of garment factories supported by BWI programmes. This synergy means that on one side the SIRI project does not have to start from zero while on the other side BWI programmes are supported by the project through strengthening social dialogue. Another synergy established by the project is a study on systems analysis for grievance documentation and case management system in TU's garment, palm oil and fisheries sectors that was jointly funded by palm oil and fisheries projects. Not only budget efficiency, but this synergy also allows shared modernization of TUs in different sectors.

5. Conclusions

During the first half of its life the SIRI project has established strong foundation and infrastructure to achieve its main objective that is the strengthened trade unions in the garment sector that can effectively organize, represent, and negotiate on behalf of workers in Indonesia's garment sector and participate more actively in key national policy advocacy. The project effectively and efficiently focuses its limited resources to strengthen the participating TUs on the most strategic aspect of unionism that is to modernize their grievance system, mechanism and database management. Development of modern grievance system has become the centre of gravity in the project where the vast majority of the project's activities have been redirected to support it.

By the end of December 2023, the project has made some progress in its implementation. Some 20 percent of the 21 planned activities were completed and at ongoing status while the rest (80 percent) were in-progress or at preparation stage. Implementation progress was most advanced in Outcome 1 and followed by Outcome 2 while implementation in Outcome 3 was largely at early stage. There are some factors contributing to the implementation delays, including internal (delayed recruitment of project manager), external (interrupted by current national legal and political events), project requirement (intensive consultation with key TU partners) and project structure (Outcome 1 serves as basis for other outcomes) factors.

Relevance and strategic fit. There is no doubt that the project is highly relevant to TUs as the development of an integrated grievance system supported by the project addresses one of weakest link in union servicing an organizing. The project fits strategically with the ILO's DWCP (Decent Work Country Programme) for Indonesia 2020-2025 prioritizing a sound industrial relations and effective social dialogue to improve working conditions and labour productivity. It is also coherent with Sustainable Development Goals (SDGs), particularly Goal 5.1 in which the project promotes women leaderships in TU structure and Goal 8.8 in which the project exclusively works with TUs to protect labour rights. The project well aligns with Better Work Indonesia Strategy 2023-2027, particularly in Outcome 3 that supports the realization of effective social dialogue by strong actors at enterprise and sectoral/national level and gender-sensitive outcomes.

Validity of design. The project's overall objectives, outcomes and performance indicators remain relevant and realistic although—based on intensive consultations with key stakeholders—it refocuses the support to develop modern, integrated grievance system. This refocusing is justified and strategic. Some adjustments have been made, particularly, at activities (input) level while the overall project design remains valid, implying the elasticity and reliability of the project design.

Project Results and Effectiveness.

There is a strong indication that the project was steadily going towards the realization of **Outcome 1** (By 2025, the capacity of trade unions in the garment sector to operate and connect, retain and recruit members, and elect women leaders is enhanced). By the end of December 2023, the project has delivered 22 percent of the total planned activities under the outcome while the rest (78 percent) are somewhere at preparation stages. The project made significant progress in finalizing study on systems analysis for grievance documentation and case management systems, introducing the establishment of grievance system application and organizing three batches of Women's Leadership Training that were participated by 66 female leaders in plant-level unions.

The project was on the track towards the fulfilment of **Outcome 2** (The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved). By the end of December 2023, the project has completed 13 percent of total planned activities under the outcome while the rest (87 percent) were progressing at preparation stages. There are two significant progresses during the first half of the project period, namely the completion of two Training Needs Analysis (TNA) packages, separately for FSB Garteks and SPN, that identified specific trainings and coaching needed to support the operation of new digital grievance system. Another much appreciated activity supporting the outcome was the initiative to bring together 12 TUSOs in regular roundtables where the participating organizations can share information and identify potential partner(s).

Efficiency of Resource Use. The project has demonstrated the efficient uses of human, financial and ILO resources. With limited budget, the project is able to support development of grievance system application which is typically very expensive. The project management is very lean with only one full-time personnel (project manager) assisted by one part-time financial and administrative staff in the first half of the project period. The project, however, has taken advantage from other ILO resources, including an expert from ACTRAV (providing technical advice on unionism), BWI/YKK in house training resources and networks and IT specialist from the Country Office (giving technical advice on the development of grievance system application).

Effectiveness of Management Arrangement. The project has gained strong support from TUs, particularly FSB Garteks and SPN as key partner and, at the same time, direct beneficiaries of the project. In the meantime, support from APBGATI remains challenging as a result of internal conflicts in one of its members. The project has received adequate, necessary technical, administrative and institutional support from both the ILO's country and regional offices. A monitoring and evaluation system has been in place but M&E functions may need to be strengthened to support the effectiveness of the project.

Impact Orientation and Sustainability. It is too early to expect the full impact of the project's interventions during the first half of its period. There is, however, a strong indication that the project has made a significant contribution to modernizing the Indonesian TUs by supporting an establishment of a grievance system application that can be used by all TUs. Participatory approach and process consistently applied by the project from its inception stage has built a sense of ownership among the two federation partners. Even SPN expresses its willingness to allocate specific budget to maintain the new grievance application in its budget plan, indicating potential sustainability of the project.

6. Recommendations

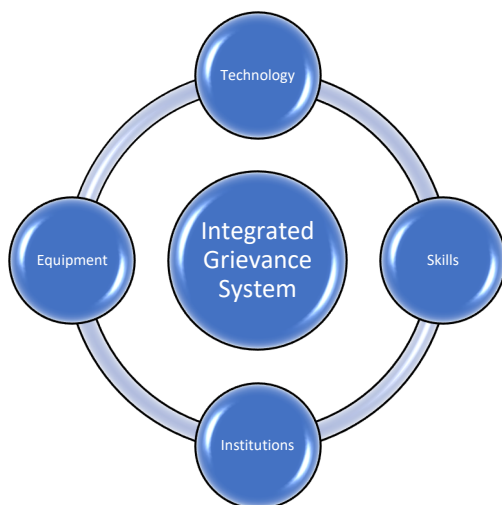
R1 – To accelerate the implementation of planned activities: As the completion rate remains below 25 percent, the project management may need to find ways to accelerate the project implementation during the rest of the project period. The project management can start to identify potential implementing partners for next implementation and accelerate contract process. As strong foundation and infrastructure have been established during the first half of its period, it is believed that the future implementation can be executed faster and effectively. The project management may also begin to consider applying a no-cost extension to donor if the complete implementation of the project activities is impossible to make within the original timeframe of the project.

R2 – To collect the missing baseline data: As the project remains in the early stage it may not be too late to collect the missing baseline data or other relevant information describing situation in the beginning of the project support. To collect such data, the project can involve the participating TUs. In addition to those already collected—as stated in the indicator values of the project—some main information should include union effectiveness (number of workers that feel effectively represented by their unions, number of tripartite or bi-partite initiatives—meetings, consultations—organized by branch/provincial or national level unions to address prevailing issues for workers in the garment and manufacturing sectors and number of policy proposals or briefs developed by the unions that address gender inequalities specific issues). These are the expected impact of the project. The project may develop simple but effective template to be used by the TUs to collect required data. The same template will be used in endline survey to measure the impact of the support.

R3 – To set up a clear and measurable performance of the grievance application by 2025. It is expected that the grievance application will be launched in May 2024. There is a concern regarding the optimum use of the newly developed grievance application when it fully operates. The project may need to set up a clear and measurable key performance indicator on the use of the application in the first year (2025) of its operation. The indicators may include numbers of workers using the application, cases reported through it and cases being followed up. Later, the performance indicators should measure the impact of the application to the original intention of the SIRI project that is to connect, retain and recruit new members as well as to increase women leaders.

R4 – To build an ecosystem of the effective grievance system: To ensure the effectiveness of the newly developed application, the project may encourage the participating TUs to establish an ecosystem of the integrated grievance system. The ecosystem consists at least of four interrelated and reinforced aspects, namely (1) technology, (2) skills (3) institutions and (4) supporting equipment. Thus far, the project is nearly completing the first aspect of the ecosystem that is creation of the grievance application. Already on the pipeline, the project has identified specific skills trainings related to practicing an effective grievance mechanism and system in the TNAs. The needed skills include not only about operating and managing the application but also about analysing data as well as conducting effective advocacy and negotiation. The project is just a step away from executing the trainings. It is necessary to note

that the skills trainings should engage female unionists as many as possible. The third aspect, institutions or ‘rules of the game’, may be the least developed thus far. It does not mean that



the participating TUs do not have such rules at all in their existing grievance systems. However, as the study on grievance system found, the existing systems are less systematic and depend on individual talent or commitment to operate effectively. Institutions needed in place include standard operating procedures (SOP), ethical standards, referral mechanism, and other necessary protocols for handling incoming grievances and their follow-ups. The last aspect, supporting equipment, came to attention as TUs at plant level raised

it. Not all TUs at this level have a PC or laptop while this equipment is instrumental for data analysing. To build the ecosystem each key federation partner may need to form two teams or taskforces in consists of a technical team and a strategic team. Technical team contains those who have been familiar with technical aspects of the application, and they may also serve as trainers or trouble-shooters for other unionists who are novices with the application. Meanwhile the strategic team consists of those who have ability to analyse data and are responsible to set up standard operating procedures (SOP), ethical standards, referral mechanism, and other necessary protocols for handling incoming grievances in a guidebook. The presence of a grievance guide book will facilitate wider use of the application. Both teams may need to anticipate for a potential ‘tsunami’ of incoming grievances in the first years once the application used widely by workers.

R5 – To align future activities targeting women unionists with the new grievance system:

As the grievance system becomes the epicentre, the project may need to refocus, reintegrate, and consolidate any future activities targeting female unionists to support the effectiveness of the new grievance system. Following up the WLTs that successfully built basic but critical capacity of women leaders, the project can strengthen them with providing trainings related to the new grievance system, such as data management, data analysis, advocacy, and negotiation skills. As such the project can stimulate the emergence of new women leaders having specific capabilities in this system. This refocusing can differentiate the project’s intervention with others and will simultaneously respond to the growing shared concern among TUSOs about the effectiveness of plentiful gender trainings targeting Indonesian TUs.

R6 – To focus on the two targeted TUs (instead of APBGATI) in developing a 5 years strategy (workers’ agenda strategy).

Taking the internal issue of APBGATI and the SPN position against the alliance into account, it may be more feasible for the project to work especially with the two targeted TUs to design and develop the 5 years strategy (workers’ agenda strategy). To support the strategy development, the project may collaborate with Wage Indicator/Gajimu.com and take advantage from survey data the TUSO has collected, such as Workers’ Priority Polling, Decent Work Check and Company’s Compliance Survey. The last two surveys are conducted particularly in the Indonesian garment sector.

R7 – To coordinate regularly with BWI/YKK: Thus far the project had involved intensively and took advantage from BWI/YKK resources, mainly in designing and conducting WLTs under Outcome 1. To anticipate full implementation of activities in Outcome 3 in which the project will take advantage again from BWI/YKK's resources and its factory network, it is necessary to set up regular coordination meetings. With regard to preparing workplace cooperation trainings for unaffiliated and affiliated TUs, the project may need to discuss the detail plan on linking the BWI's Labour Law App and the newly established grievance system. In addition, the project may utilize information shared in TUSO meetings regarding the 'expertise' of each TUSO to take advantage from their resources—as long as the particular TUSO is willing to collaborate.

R8 – To begin approaching Ministry of Manpower and Employers: Outcome 3 sets some assumptions which require involvement of MoM as key resources and willingness of employers in the targeted garment sector to support the project activities. Prior to approaching the ministry, it is necessary to identify the most relevant general directorate(s) in the ministry: whether PHI JSK (Pembinaan Hubungan Industrial dan Jaminan Sosial Tenaga Kerja) or Binawasnaker & K3 (Pembinaan Pengawasan Ketenagakerjaan dan Keselamatan dan Kesehatan Kerja) or others. Approach to employers (factory management) can be facilitated by BWI/YKK team. Thanks to BWI/YKK which has made footprints in the targeted factories that may make easier to get support from employers or management.

R9 – To strengthen Monitoring & Evaluation System: There may be two ways to strengthen the existing monitoring and evaluation (M&E) system. First, ideally there is a dedicated M&E personnel assigned in the project to collect and analyse relevant information and thus to make sure that the project achievements are measurable. He/she does not necessarily work only for this particular project but perhaps someone responsible for doing M&E for 2 different projects or more. This M&E responsibility should not be assigned to project manager since—besides it may be too overwhelming for the manager—M&E personnel is ideally someone who maintain some distance from day-to-day project execution. The second way is to shorten monitoring period from bi-annual to tri-annual (every 4-month period) basis. As more activities will be executed in the second half of the project, it may be more effective if the frequency of monitoring can be increased to allow any needed responses on time.

ANNEXES

Annex 1: Documents Consulted

- Labour Solutions (2023) *Systems Analysis for Grievance Documentation and Case Management System for Improving Trade Union Operations and Outreach Capabilities Within the Garments, Palm Oil and Fisheries Sectors*. SIRI Project. June.
- ILO (2024) *SIRI Project: Logframe, PMP and Workplan*. Revised version.
- ILO and IFC (2022) *Better Work Strategy 2022-2027: Sustaining impact*.
- ILO (2021a) *Development Cooperation Project Document: Strengthening Industrial Relations in Indonesia* (Final). ILO CO Indonesia and Timor Leste/ACTRAV/BetterWork. 31 December.
- ILO (2021b) *Annex A: Logical framework and indicators (draft) for Strengthening Industrial Relations in Indonesia's garment sector*.
- ILO (2021c) *Annex B: Risk Register*.
- ILO (2021d) *Annex C: Background and Justification Risk*.
- ILO (2021e) *Annex E: Proposed Budget*. 003.
- ILO, Kemnaker, APINDO, KSBSI, KSPI, SPSI, Sarbumusi, KSPN (2020) *Decent Work Country Programme (DWCP) for Indonesia 2020-2025*.
- RDLP (2023a) *Memorandum of Understanding & Cooperation - Collaboration Action Plan for the Development of the Grievance System and Case Management in Garment Sector*. PT Rancang Desain Program Linimasa. 14 December.
- RDLP (2023b) *Gambaran Umum Aplikasi: Sistem dan Aplikasi Manajemen Pelaporan dan Dokumentasi Keluhan, Aspirasi serta Kasus Ketenagakerjaan di Sektor Garmen*. PPT slides. 13 December.
- SIRI Project (2023a) *Technical Progress Report: March to September 2023*. 30 September.
- SIRI Project (2023b) *Technical Progress Report: October 2022 to March 2023*. 11 April.
- SIRI Project (2023c) *Garteks: Proposed Digital Systems Analysis for Grievance Documentation and Case Management Systems for Improving Trade Union Operations and Outreach Capabilities*.
- SIRI Project (2023d) *SPN: Proposed Digital Systems Analysis for Grievance Documentation and Case Management Systems for Improving Trade Union Operations and Outreach Capabilities*.
- SIRI Project (2023e) *Enhancing Trade Union Capacities for Effective Grievance Management: A Comprehensive Training Needs Analysis in Garteks*. November.
- SIRI Project (2023f) *Enhancing Trade Union Capacities for Effective Grievance Management: A Comprehensive Training Needs Analysis in SPN*. November.
- SIRI Project (2023g) *ToR Internal Trade Union Workshop - Empowering Change: Strengthening Trade Union Capacities for Effective Grievance Management in the Garment Industry*.
- SIRI Project (2023h) *Industrial Relations Roundtable Discussion: Trade unions' solidarity support organizations (TUSSO) in Indonesia Garment Sector*. PPT slides. 3 November.
- SIRI Project (2023i) *Women Leadership Training: Participant List – Batch 1, 2 and 3*. Ms Excel sheet.
- SIRI Project (2022) *Technical Progress Report: March 2022 to September 2022*. 30 September.

Annex 2: List of Individuals Interviewed

No	Name	Designation	Organization	Email address	Mobile number
Project Management					
1	Ms. Nurus Mufidah	Project Manager	ILO	mufidah@ilo.org	+62 813 1727 0250
2	Ms. Rakmadina	Finance and Administrative Assistant	ILO	rakhmadina@ilo.org	
3	Mr. Ravindra Chanaka Samithadasa	Senior Specialist (Workers 'Activities)	ILO	samithadasa@ilo.org	+66 98 886 5744
4	Mr. Abdul hakim	Backstopper, Program officer (trade union)	ILO		
Beneficiaries					
5	Mr. Ary Joko	Presidium (Garteks)	APBGATI	-	+62 813 1022 2009
6	Mr. Ichsan	Presidium (KSP Nusantara)	APBGATI		
7	Mr. Ramidi Abdul Majid	Secretary General	KSPI	ramidi_68@yahoo.com	+62 817 147 536
8	Mr. Iwan Kusmawan	Chair	SPN	ones.asgar@gmail.com	+62 817 0333 4092
9	Ms. Yuliana	Plant-level TU (App development participant)	SPN	yulianaaa60111@gmail.com	+62 857 1992 7834
10	Ms. Sakilah		SPN	sakilalalah@gmail.com	+62 851 8065 5803
11	Ms. Miftah Rohma	Plant-level TU (WLT participant)	SPN		
12	Ms. Desi Alvenalianti		SPN		
13	Ms. Agustina Yulia		SPN		
14	Ms. Siti Robiah		SPN		
15	Ms. Dessi Mintarsih		SPN		
16	Ms. Ema Liliefna	Program Deputy	KSBSI	-	+62 813 7249 2045
17	Mr. Ary Joko	Ketum	FSB Garteks	-	+62 877 8066 6677
18	Mr. Aris Sokhibi	Database Dept.	FSB Garteks	arissokhibi@gmail.com	+62 813 8858 0201
19	Mr. Sawira	Database Dept.	FSB Garteks	dpp.garteks@gmail.com	+62 813 3617 1568
20	Ms. Ayu Sri Rejeki	Staff	FSB Garteks	dpp.garteks@gmail.com	
21	Mr. Faizal Rakhman	Plant-level TU (App development participant)	FSB Garteks	faizrakhman2@gmail.com	+62 812 9675 1191
22	Mr. Parto				

23	Ms. Mudjyanti				
24	Ms. Iip Novitasari	Plant-level TU (WLT participant)		-	
25	Ms. Mey Safitry			-	
	Trade Unions' Solidarity Support Organizations				
26	Mr. Andriko Otang	Director	TURC	andriko.otang@gmail.com	
27	Ms. Dela Feby	External Project Manager	Gajimu.com/ Wage Indicator	delafeby@wageindicator.org	+62 812-1961-7108
28	Ms. Lydia Hamid	Internal Project Manager			
29	Ms. Izzah Inzamliah	Program Officer	Solidarity Center	iinzamliah@solidaritycenter.org	+62 811-9915-772
30	Ms. Aulia Nataningsih		Labour Solutions	aulia.nataningsih@gmail.com	+62 878-3771-6831
31	Mr. Hafiz Mochammad (Rega)	Director, Client Excellence		mianrega@gmail.com	+62 811-9201-991
	Related ILO projects				
32	Ms. Olivia Krishanty	Operations Manager	BWI/YKK	krishanty@betterwork.org	+62 821-2257-8137
33	Ms. Shelly Woyla	Team Leader Training		woyla@betterwork.org	+62 812-1986-2200
34	Mr. Yunirwan Gah	Palm oil project	ILO		
35	Mr. Wianto Lim	Office Head & IT (support development App)	ILO	_wianto@ilo.org	

Annex 3: Interview and FGD Guides

INTERVIEW GUIDES

Interview Guide #1: PROJECT MANAGEMENT

Relevance and strategic fit

- How did the project align with and support national development plans (Indonesia's RPJM and relevant sectoral development objectives), as well as the projects and priorities of the national social partners?
- Did more relevant needs emerge that the project should have addressed?
- Did the project address a relevant need and decent work deficit exist in the garment sector?

Validity of design

- Were the planned project objectives and outcomes relevant and realistic to the situation on the ground, including during the pandemic? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
- What were the main means of action? Were they appropriate and effective to achieve the planned objectives?
- Were the targeted indicator values realistic and could they be tracked?

Project results and effectiveness

- Has the project achieved its planned objectives?
- Has the quantity and quality of the outputs produced been satisfactory?
- To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) towards: i. Gender equality and non-discrimination? ii. Inclusion of people with disabilities?
- Within the project's thematic area, what were the facilitating and limiting factors in project's contribution/potential contribution to: i. Gender equality and non-discrimination? ii. Inclusion of people with disabilities?

Efficiency of resource use

- Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve outcomes?
- Were resources used efficiently? Were activities supporting the strategy cost-effective?
- Were project funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?

Effectiveness of management arrangements

- Did the project receive adequate political, technical and administrative support from its national partners?
- Did the project receive adequate administrative, technical and - if needed - political support from the ILO office in the field, field technical specialists and the responsible technical units at headquarters?
- Was a monitoring and evaluation system in place during the project and how effective is it?

Impact orientation and sustainability

- How far did the project make a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the project)?
- How effective and realistic was the exit strategy of the project? Was the project gradually being handed over to the national partners?
- How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?

Interview Guide #2: BENEFICIARIES

(The questions asked to each informant may slightly differ depending on the type or the intensity of their engagement in the project)

Relevance and strategic fit

- How did the project align with and support your organizational interest or agenda?
- Did more relevant needs emerge that the project should have addressed?
- Did the project address a relevant need and decent work deficit exist in the garment sector?

Validity of design

- Were the planned project objectives and outcomes relevant and realistic to the situation on the ground, including during the pandemic? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
- What were the main means of action? Were they appropriate and effective to achieve the planned objectives?
- Were the targeted indicator values realistic and could they be tracked?

Project results and effectiveness

- Has the project achieved its planned objectives?
- Has the quantity and quality of the outputs produced been satisfactory?
- To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) towards: i. Gender equality and non-discrimination? ii. Inclusion of people with disabilities?
- Within the project's thematic area, what were the facilitating and limiting factors in project's contribution/potential contribution to: i. Gender equality and non-discrimination? ii. Inclusion of people with disabilities?

Efficiency of resource use

- Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve outcomes in your engagement?
- Were resources used efficiently? Were activities supporting the strategy cost-effective?
- Were project funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?

Effectiveness of management arrangements

- Did your particular engagement in the project receive adequate political, technical and administrative support from national partners?
- Did your particular engagement receive adequate administrative, technical and - if needed - political support from the ILO as project management?
- Was a monitoring and evaluation system in place during the project and how effective is it?

Impact orientation and sustainability

- How far did the project make a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the project)?
- How effective and realistic was the exit strategy of the project? Was the project gradually being handed over to the national partners?
- How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?

FGD GUIDE**TRADE UNIONISTS PARTICIPATING IN THE PARTICULAR TRAINING**

1. What kind of training(s) did you participate that was organized by the project? (Probing questions: from whom, when, where, how the training was delivered?)
2. Which one the most interesting or useful for you from the whole process of the training? (Probing questions: why?)
3. What changes have you seen as a result of the training? (Probing questions: what types of changes [knowledge, skill, behavior], at what level [individual, organizational, workplace and broader context]?)
4. What recommendation(s) you may have for improvement of the training and for trainees?

Annex 4: Evaluation Terms of Reference

Terms of Reference for mid-term internal evaluation

Strengthening Industrial Relations in Indonesia (SIRI) Project:

Building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy

Project Title	Strengthening Industrial Relations in Indonesia
ILO DC project code	IDN/22/01/CAN
Donor	Employment and Social Development Canada (ESDC)
USG FAIN/ Grant Number	
Approved budget for Indonesia	US\$ 464,036.22
ILO Administrative unit	ILO Country Office for Indonesia and Timor Leste (CO-Jakarta)
ILO Technical Backstopping Units	BETTER WORK
Project start date	10 March 2022
Project end date	24 March 2025
Project budget	
Evaluation date and fieldwork dates	11 December 2023 – 31 January 2024
Evaluation manager	Nurus S Mufidah National Programme Officer, Strengthening Industrial Relations in Indonesia
Evaluation Type	Internal mid-term evaluation
ILO P&B	
Sustainable Development Goals	
USG indicators	

A. Background Information

Project background

Industrial relations in Indonesia are currently at a critical juncture. Trade unions are facing new and increasing challenges, much of which are related to recent labor law reforms and the implications these have for the changing nature and conditions of work. This situation is occurring within the broader context of heightened economic hardship, increasing future work challenges, and declining union influence. Consequently, the ILO project "Strengthening Industrial Relations in Indonesia" (SIRI) aims to support and revitalize Indonesian unions, focusing on enhancing their operational and technical systems while boosting their policy engagement capacities at the confederation, federation, branch, and factory levels. With support from Employment and Social Development Canada (ESDC), the project is designed to empower garment sector workers and their representatives, enabling them to organize and advocate for all workers within Indonesia's industrial

relations processes, as well as actively participate and advocate more inclusively on behalf of all workers in key national policy development and reform processes more effectively.

Project objective and strategy

The project is designed to ensure building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy. To achieve this objective the project strategies its intervention under three outcomes:

Outcome 1: By 2025, the capacity of trade unions in the garment sector to operate and connect, recruit, and retain members, and elect women leaders, is enhanced.

Outcome 2. The capacity of trade unions in the garment sector to engage in inclusive and gender-responsive policy analysis and dialogue is improved.

Outcome 3. By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved.

a. Key achievements to date and current implementation status

The project has been able to make some notable key achievements³:

Outcome 1

- Between February and May 2023, the project successfully conducted a four-month study entitled "Systems Analysis for Grievance Documentation and Case Management Systems". An important recommendation as an outcome of the study was that the project consider developing a unified system capable of broad application across trade union organizations, which would establish a platform for submitting grievances and facilitating worker and inter-union information sharing. Therefore, in the upcoming phase, the project will progress to the next stage entailing the technical development of the system.
- To support this study, the project interviewed 47 (25 females and 22 males) leaders from the two union federations SPN and Garteks, and two union confederations, KSPI and KSBSI. This included union leaders at the factory level and union officials responsible for the grievances and case management database system. Also, the project conducted an online survey of 140 (98 females and 42 males) workers from the factory-level union about union members' experiences in submitting and handling grievances at the factory level.
- Lastly, the project organised two workshops with two of the biggest unions KSPI and KSBSI on 21-22 February 2023 to further discuss the existing grievance mechanisms and the needs for the future. The participants from KSPI were 11 federations from various sectors that affiliate with KSPI (23 participants, two females and 21 males), while the participants from KSBSI were from nine federations that affiliate to KSBSI, 29 participants with 8 Females and 21 Males union federation leaders responsible for handling case management or grievance in their unions.
- Between May and July 2023, the project successfully conducted three two-day women leadership training sessions for 66 female union leaders from factory-level unions in the Greater Jakarta, West Java, and Central Java regions. The aim of the training was to enhance female leadership skills and capabilities in the garment sector and was organized in collaboration with partner unions KSBSI (Garteks), KSPI (SPN), and KSPSI (TSK).

³ As of September 2023

Outcome 2:

- The SIRI Project gathered representatives from trade union support organizations (TUSSOs) to coordinate and synergize different projects with the same garment sector unions on 25 October 2022. During the meeting, 11 TUSSO organizations presented and shared their program activities and there was general agreement about the need to better coordinate, avoid duplication and join efforts in certain advocacy areas.
- The project supported at least one sectoral trade union meeting by APGATI focused on the Bill on Amendment to Law Number 21 of 2000 concerning Trade Unions/Labor Unions in Bandung, on 24-25 June 2022 with 40 participants 35 (male) and 5 (Female).

Outcome 3

Project preparations are currently underway, with implementation scheduled for the next reporting cycle in 2024.

B. Purpose and Scope of the mid- term evaluation

As per the ILO's evaluation policy, this project is subject to a mid- term internal evaluation. Internal evaluations are managed by the ILO staff, with the support of consultants or qualified ILO officials [following a formalized evaluation process](#) . This mid-term internal evaluation adopts the ILO's policy on evaluation which is based on the definition of evaluation established by the United Nations Evaluation Group⁴. Therefore, this exercise will be focused on assessing the result of actions taken to accomplish the intended outcomes as described in the project document.

Purpose:

The overall purpose of this exercise is to assess, evaluate and provide actionable guidance on the project's **relevance, coherence, efficiency and effectiveness, and results and potential sustainability**. This will not only help strengthen internal learning and promote accountability in project management and implementation, but also help inform the case for future work in this area, including under the new phase of the project extension.

Specifically, this mid-term evaluation will focus on two main objectives:

- Evaluate project progress achieved to date, focusing on the three Project Outcomes and associated Outputs.
- Comment and suggest realistic improvements to the project in its extended period, including possible adjustments to strategy, activities and management to maximise impact, effectiveness and sustainability.

Outputs:

The main output is a final project mid-term internal-evaluation report based on the ILO evaluation standard and policy.

Scope

The scope of the mid-term internal evaluation includes assessment of **all project's outcomes and activities carried out up to September 2023**. It will verify key achievements, emerging good practices and lessons learned. A set of practical recommendations will be included in the internal

⁴ ILO evaluation policy, 2017 can be found at [Annual evaluation report 2016–17 \(ilo.org\)](#)

evaluation report aimed at improving project management, constituent or institutional coordination and overall implementation of the project as well as positive and negative changes produced by the project both intended and unintended, direct and indirect in the garment sector.

C. Evaluation Criteria and Questions

The internal mid-term evaluation follows ILO's standard framework and follow its major criteria covering project's relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and sustainability, as defined in the ILO policy guidelines for result based evaluation⁵. The evaluation will also systematically consider gender equality in the evaluation process as defined in the ILO guidelines on "Considering Gender in Monitoring and Evaluation of Projects". Specifically, the internal evaluation will assess the extent to which the project has implemented and achieved the expected outputs.

Due to the nature and timeline of the internal evaluation, the evaluator, in consultation with the ILO, should focus more on the questions under the points listed below:

- **Relevance and strategic fit**

Key questions:

- *How did the project align with and support national development plans as well as the projects and priorities of the national social partners?*
- *Did more relevant needs emerge that the project should have addressed?*
- *Did the project address a relevant need for the trade union in garment sector?*

- **Validity of design**

Key questions:

- *Were the planned project objectives and outcomes relevant and realistic to the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?*
- *What were the main means of action? Were they appropriate and effective to achieve the planned objectives?*
- *Were the targeted indicator values realistic and could they be tracked?*

- **Project results and effectiveness**

Key questions

- *Has the project achieved its planned objectives?*
- *Has the quantity and quality of the outputs produced been satisfactory?*
- *To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) towards: i. Gender equality and non-discrimination? ii. Inclusion of people with disabilities?*
- *Within the project's thematic area, what were the facilitating and limiting factors in project's contribution/potential contribution to: i. Gender equality and non-discrimination? ii. Inclusion of people with disabilities?*

- **Efficiency of resource use**

Key questions

⁵ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746814.pdf
www.ilo.ch/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

- *Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve outcomes?*
 - *Were resources used efficiently? Were activities supporting the strategy cost-effective?*
 - *Were project funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?*
- **Effectiveness of management arrangements**
Key questions
 - *Did the project receive adequate political, technical, and administrative support from its national partners?*
 - *Did the project receive adequate administrative, technical and - if needed - political support from the ILO office in the field, field technical specialists and the responsible technical units at headquarters?*
 - *Was a monitoring and evaluation system in place during the project and how effective is it?*
 - **Impact orientation and sustainability**
Key questions
 - *How far did the project make a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the project)?*
 - *How effective and realistic was the exit strategy of the project? Was the project gradually being handed over to the national partners?*
 - *How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?*

D. Methodology

The evaluation will be primarily qualitative in nature but will also use mixed-methods as appropriate to ensure triangulation of evidence for sound conclusions on the ILO's contribution. In all instances, the methodology should be responsive to the ILO's normative and tripartite mandate, and gender and inclusion related guidelines. In addition, the evaluation methodology will also ensure using participatory approach and, to the extent possible, include beneficiaries as part of assessing the relevance, effectiveness, impact orientation and sustainability of the ILO's project implementation. These include but are not limited to:

- A desk review of relevant documents related to project performance and progress, including the initial project document, progress reports, project outputs, etc.
- Interviews with ILO Country Office management, project manager and staff, and other ILO technical staff who backstopped the project (at the country office, ILO-DWT specialist in Bangkok).
- Utilize multiple sources and methods. First-hand data will be collected from different stakeholders with different perspectives, namely direct beneficiaries (targeted workers at garment sector).
- Interviews with key project stakeholders, e.g., the ILO's tripartite constituents, the donor, implementing partners, direct recipients (staff of relevant government departments, union federations, etc.) and direct beneficiaries trade union in garment sector

The evaluator may adapt the methodology, but any fundamental changes should be agreed between the evaluation manager and the evaluator and reflected in the inception report.

E. Main deliverables

The main deliverables of the evaluator will be:

- **Deliverable 1: Inception report (3 working days)**
- **Deliverable 2: Internal mid-term evaluation report (5 working days)**
Draft evaluation report, later the **final report**, when comments of the ILO have been received and incorporated, following the EVAL's suggested outline. The quality of the report will be assessed against the EVAL checklist 5, 6 and 7 (see Annex 2). The report should include sections on output and outcome level results against milestone targets as well as sections on lessons learned, good practices and recommendations submitted at least after one week of the data collection process, not later by 30 December 2023.
- **Deliverable 3: Stakeholder debrief and PowerPoint Presentation (PPP) (3 working days)**
A Stakeholder debrief and PowerPoint Presentation (PPP) Stakeholder for a mid-term evaluation workshop to share the evaluation findings and recommendations not later by 10 January 2023.
- **Deliverable 4: Final evaluation report with executive summary (5 working days)**
A final report incorporating all inputs and comments from EVAL unit 30 January 2023

All outputs of the evaluation will be produced in English. Copyright of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with its original purpose and with appropriate acknowledgement.

F. Mid-term internal evaluation management Arrangements

Evaluator

The evaluator will lead the process of the internal evaluation with the support of National Project Manager and under the general supervision of CO-Jakarta. The evaluator will be responsible for the deliverables under the TOR. He/she will be supported by the Project Team to support quality of data collection (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases.

Requirement

The evaluator must meet the following minimum qualifications:

- Have at least 5 years of experiences in project development and evaluation work
- Technical knowledge and work experience in the fields of labour law and workplace compliance and/or labour inspection, in the agriculture sector
- Knowledge of the ILO's roles and mandate and its tripartite structure
- Knowledge of labour and rural development issues in Indonesia would be an asset
- Demonstrated experience, especially within the UN system, in M&E and results-based management
- Demonstrated ability to write well in English

Administrative and logistical support

The project team, together with the ILO Country Office for Indonesia and Timor Leste (in Jakarta) will provide relevant documentation, administrative and logistical support to the internal evaluation. The Project Team will also assist in organizing a detailed mid-term evaluation agenda and in confirming meetings both offline and online meetings as appropriate. This also include ensuring that all relevant documentation is up to date and available to the evaluator.

G. 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 implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the joint evaluation team to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the joint evaluation team to observe the interaction between the implementing partner staff and the interviewees.

Annex 1:

List of initial documents that will be reviewed (separated documents):

- **ILO Project document**
- **Quarterly progress reports**

Annex 2: Relevant ILO evaluation guidelines and standard templates

- Evaluators' code of conduct form;
- Guidance note on integrating gender equality in Monitoring and evaluation of projects
- Guidance note on adaptive evaluation report to the ILO's normative and tripartite mandate;
- Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
- Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
- Template for evaluation summary:
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

Annex 3

Final Report framework:

The report will be submitted in the English, and structured according to the templates as follow:

- Title page
- Table of Contents, including List of Appendices, Tables
- List of Acronyms or Abbreviations
- Executive Summary with key findings, conclusions, and recommendations
- Background and Project Description
- Purpose of Evaluation
- Evaluation Methodology and Evaluation Questions
- Status of objectives
- Clearly identified findings
- A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
- Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
- Lessons Learned
- Potential good practices
- Annexes (list of interviews, TORs, list of documents consulted, etc.)