



Midterm Internal Evaluation

ADVANCING WORKERS' RIGHTS IN INDONESIA'S PALM OIL SECTOR

3rd DRAFT REPORT

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ILO EVALUATION

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Abbreviations

BPJS	Badan Penyelenggara Jaminan Sosial (Social Security Provider)
CBA	Collective Bargaining Agreement
COVID-19	Coronavirus Disease 2019
FGD	Focus Group Discussion
FKUI	Federasi Konstruksi, Umum dan Informal (Federation of Construction, General and Informal Trade Unions)
FP4K	Federasi Perkebunan, Pertanian, Peternakan, Perikanan dan Kehutanan (Federation of Plantation, Agriculture, Livestock, Fisheries and Forestry Trade Unions)
FSB-KAMIPARHO	Federasi Serikat Buruh Makanan, Minuman, Pariwisata, Restoran dan Hotel (Federation of Food, Beverage, Tourism, Restaurant and Hotel Trade Unions)
FSB-HUKATAN	Federasi Serikat Buruh Kehutanan, Perkebunan dan Pertanian (Federation of Forestry, Plantation and Agriculture Trade Unions)
FSB-NIKEUBA	Federasi Serikat Buruh Niaga, Informatika, Keuangan, Perbankan dan Aneka Industri (Federation of Commerce, Informatics, Financial, Banking and Various Industries Trade Unions).
FSB-LOMENIK	Federasi Serikat Buruh Logam, Metal dan Elektronika (Federation of Metal and Electronics Trade Unions)
FSPPP-KSPSI	Federasi Serikat Pekerja Pertanian dan Perkebunan - Konfederasi Serikat Pekerja Seluruh Indonesia (Federation of Plantation and Agriculture Trade Unions - Confederation of All Indonesian Trade Unions)
FSPPP-SPSI	Federasi Serikat Pekerja Pertanian dan Perkebunan - Serikat Pekerja Seluruh Indonesia (Federation of Plantation and Agriculture Trade Unions - All Indonesian Trade Unions)
FTA	Federasi Transportasi, Industri Umum dan Angkutan (Federation of Transportation, General Industry and Shipment)
GAPKI	Gabungan Pengusaha Kelapa Sawit Indonesia (Indonesian Palm Oil Association)
ILO	International Labour Organization
INGO	International Non-governmental Organization
IR	Industrial relations
ISPO	Indonesia Sustainable Palm Oil
ITC-ILO	International Training Centre of the International Labour Organization
JAPBUSI	Jejaring Serikat Pekerja dan Serikat Buruh Sawit Indonesia (Indonesian Palm Oil Trade Unions Network)
K-SARBUMUSI	Konfederasi Sareket Buruh Muslimin Indonesia (Confederation of Indonesian Moslem Trade Unions)
KADIN	Indonesian Chamber of Commerce and Industry
KII	Key Informant Interview
KSBSI	Konfederasi Serikat Buruh Sejahtera Indonesia (Confederation of Indonesian Welfare Trade Unions)
KSPSI	Konfederasi Serikat Pekerja Seluruh Indonesia (Confederation of All Indonesian Trade Unions)

MoM	Ministry of Manpower
NGO	Non-governmental Organization
NPC	National Project Coordinator
OSH	Occupational safety and health
P2K3	Panitia Pembina Keselamatan dan Kesehatan Kerja / Occupational Health and Safety Committee
RSPO	Roundtable on Sustainable Palm Oil
SCP	Strategic Compliance Planning
SDG	Sustainable Development Goal
TOR	Terms of Reference
USD	United States Dollars
USDOS-DRL	The United States Department of State-Bureau of Democracy, Human Rights and Labour
WAG	WhatsApp Group

Executive Summary

1. Background

In 2019 ILO has undertaken a project named “Advancing Workers’ Rights in Indonesia’s Palm Oil Sector”. The project aims to ensure that Indonesian unions in the palm oil supply chain can effectively advocate for their members’ access to fundamental workers’ rights, mainly freedom of association and collective bargaining. The project sets four particular outcomes, namely:

- Outcome 1: in-depth knowledge about opportunities and challenges for the promotion of freedom of association and collective bargaining and effective social dialogue in the sector.
- Outcome 2: strengthened national-level coordination and engagement among trade unions in the palm oil supply chain, as well as their capacity to advocate for their members, through the effective functioning of the national palm oil union network.
- Outcome 3: improved capacity of labor unions and workers in the sectors/sub-sectors of the palm oil supply chain at the enterprise level, in particular plantation workers, to advocate for and access their rights.
- Outcome 4: sound industrial relations are facilitated through strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue.

The project is funded by United States Department of State, Bureau of Democracy, Human Rights and Labor, Promotion of Human Rights and Democracy (USDOS-DRL). Project period lasts for 24 months (July 2019-June 2021) but in September 2021, the project has secured an extension to another 24 months until August 2023 with support from the same donor. Before starting the extended period, the project was subject to mid-term internal evaluation.

The mid-term evaluation aims to assess, evaluate and provide actionable guidance on the project’s relevance and strategic fit, validity of design, project result and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and potential sustainability. Specifically, the evaluation focuses on two main objectives:

- Evaluate project progress achieved to date, focusing on the four 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.

2. Key Findings and Conclusions

Although being constrained by COVID-19 pandemic situation and responses to changing labour regulation related to omnibus law, the project has made significant achievements. There are evidences that the participating Indonesian unions in the palm oil supply chain have started to effectively advocate for their members’ access to fundamental workers’ rights, mainly freedom of association and collective bargaining. One of the milestones is that some workers/trade unions and employers have started negotiating collective labour agreements and some of them have signed the CBAs. In addition, social dialog (particularly, bipartite-based one) has been practiced at national between GAPKI and JAPBUSI and both parties recognize the positive impacts of the dialog. Nevertheless, some challenges remain that need to be addressed in the extended period of the project.

Relevance and Strategic Fit. The project is strategic fit with Indonesia’s development plan that aspires to implement Indonesian sustainable palm oil industry. The project is highly relevant to trade unions and effectively fills the gaps that the unions faced. Employers (GAPKI)

appreciate the project as it assists them to implement people aspect of palm oil sustainability while labour inspectors are equipped with clearer guidance to conduct labour inspection in this strategic sector.

Validity of Design. The design remains valid although the project has been situated in pandemic restrictions and changing labour regulations. The adjustments were made particularly in the project delivery which is from in-person (offline) to virtual (online) delivery. There are some assumptions and risk analysis that need to be considered in the extended period of the project.

Project Results and Effectiveness. The project has achieved most of its performance targets. Outcome 1 (knowledge production about opportunities and challenges for the promotion of freedom of association and collective bargaining and effective social dialogue in the sector) has been achieved through diagnostic study; production of training packages on workers' rights, collective bargaining negotiation and gender equality; and virtual academy on decent work in rural economy.

Outcome 2 (strengthened national-level coordination and engagement among trade unions) has been mostly achieved by production of trainers who strengthen JAPBUSI's member federations to advocate for freedom of association, collective bargaining and to practice social dialog at both national and lower levels. Despite an increasing critical roles played by JAPBUSI, the functioning of the national union network should be more effective.

Outcome 3 (better capacity of enterprise/local level labour unions to advocate for and access their rights) has largely achieved through a series of trainings organized by participating union federations; that improved access for workers to training, knowledge and information about workers' rights, collective bargaining and social dialog which culminate at CBA negotiation and signing.

Outcome 4 (Strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue and sound industrial relations) has also mostly achieved as practice of social dialog in palm oil sector between GAPKI and JAPBUSI are considered productive; while there is improvement at national level, bipartite and tripartite social dialog in the sector at provincial and district levels largely remain absent.

Efficiency of Resource Use. Use of human resource was very efficient with only three staff who manage all aspects of the project. Use of financial resource can be categorized moderately efficient as expenditure proportion of project management was slightly larger than that of interventions. Intervention budget, however was efficiently distributed among outcomes.

Efficiency of Management Arrangement. The management has efficiently arranged some adjustments to actual conditions, mainly due to pandemic situation, omnibus law responses and legal status of JAPBUSI. The adjustment from offline to online training, for instance, has proven effective and has multiplier effects to labour unions.

Impact Orientation and Sustainability. The project has very positive impacts on trade unions: increased membership, increased union dues, consolidated organization, increased motivation for union activists to recruit new members. There is also a change in labour union strategy from total adversarialism to social dialog. Appreciation of social dialog is also expressed by employers.

In addition to these findings, the evaluation also identifies some lessons learned, namely: 1) Advantages and multiplier effect of online training delivery; 2) Trainings are preferably

organized by federations and 3) Social dialog is a process of developing and nurturing trust and shared platform. Some good practices that have emerged from the project include strategies to conduct effective online trainings, effective labour inspection and journey to first ever collective bargaining agreement.

3. Recommendations

Based on the findings, lessons learned and good practices, the evaluation proposes the following recommendations:

- a. To strengthen JAPBUSI's institutional capacity as part of project's exit strategy.
- b. To distinguish roles between JAPBUSI and its federation members to avoid overlapping and to leverage synergy of resources possessed by members.
- c. To initiate bipartite social dialog at provincial/district levels and tripartite one at national level in the sector
- d. To intensify practices of social dialog in other industrial relations institutions, particularly *LKS Bipartit* (e.g. OSH Committee) and *LKS Tripartit* (e.g. provincial/district wage councils).

1. Introduction

1.1. Background

In 2019 ILO has undertaken a project named “**Advancing Workers’ Rights in Indonesia’s Palm Oil Sector**”. The project addresses labour problem in one of strategic sectors in Indonesia’s economy. While Indonesian palm oil sector plays a significant source of jobs and foreign exchange for the national economy, it is characterised by serious decent work deficits. These deficits include lack of access to fundamental workers’ rights, especially pronounced for women and informal workers in the sector. Unions lack adequate capacity to effectively represent and advocate for their members, especially on freedom of association and collective bargaining, due to both technical and organizational limitations, as well as gaps in the implementation of labour rights protection and social dialogue.

This initiative builds on the ongoing ILO work in Indonesia’s palm oil sector and aims to help improving workers’ access to labour rights (and better-quality jobs), contributing to improved compliance, through strengthened capacity of enterprises to implement core labour standards and national labour laws, and to expanded rule of law at both national and local levels. It does so by *inter alia* promoting social dialogue and strengthening the capacity of unions to effectively engage in it with employers and government and advocate for their members; supporting the strengthening and enforcement of national legislation on labour issues and collecting and disseminating knowledge on employment and labour issues in the palm oil supply chain.

The project is funded by United States Department of State, Bureau of Democracy, Human Rights and Labor, Promotion of Human Rights and Democracy (USDOS-DRL). Total value of the project is USD 765,558 in which USDOS-DRL contributes USD 691,358 while the rest (USD 74,200) as cost-shared budget from the ILO.¹ Project period lasts for 24 months (July 2019-June 2021). In September 2021, the project has secured an extension to another 24 months until August 2023 with support from the same donor.

1.2. Project Description

“Advancing Workers’ Rights in Indonesia’s Palm Oil Sector” project aims to ensure that Indonesian unions in the palm oil supply chain can effectively advocate for their members’ access to fundamental workers’ rights, mainly freedom of association and collective bargaining. The project sets four particular outcomes, namely:

- Outcome 1: in-depth knowledge about opportunities and challenges for the promotion of freedom of association and collective bargaining and effective social dialogue in the sector.
- Outcome 2: strengthened national-level coordination and engagement among trade unions in the palm oil supply chain, as well as their capacity to advocate for their members, through the effective functioning of the national palm oil union network.
- Outcome 3: improved capacity of labor unions and workers in the sectors/sub-sectors of the palm oil supply chain at the enterprise level, in particular plantation workers, to advocate for and access their rights.
- Outcome 4: sound industrial relations are facilitated through strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue.

¹ ILO (2019) *Advancing Workers’ Rights in Indonesia’s Palm Oil Sector (IDN/18/02/USA)*. Project Document.

Further, these outcomes are addressed within 8 expected outputs and 15 specific activities as well as indicator(s) and target(s) of each activity, as described in Table 1 below.

Table 1. Project Overview

Output	Activity	Indicator	Target
Outcome 1: In-depth knowledge is generated about opportunities and challenges for the promotion of freedom of association and collective bargaining and effective social dialogue in the sector			
Output 1.1: Diagnostic study on opportunities and challenges for the promotion of freedom of association and collective bargaining in the sub-sectors of the palm oil supply chain conducted and validated; and, a strategy/ strategies to advance this fundamental right developed and endorsed	1.1.1 Conduct a study on freedom of association and collective bargaining in the sub-sectors of the palm oil supply chain	Extent to which the study has been referred to and used in decision-making on employment and labour issues in the palm oil sector (high, medium, low)	At least 2 quotations to the study findings and recommendations
Output 1.2: Tools to strengthen the ILO tripartite constituents' capacity to address challenges for the promotion of core international labour standards, in particular freedom of association and collective bargaining, and effective social dialogue, are developed/adapted to the needs and realities of the sector(s):	1.2.1. Develop/adapt a training tool consisting of modules on fundamental principle and rights at work with a particular focus on freedom of association and collective bargaining	Number of tools developed and/or adapted	1 training package consisting of various modules
	1.2.2. Organize an academy on fundamental principles and rights at work, with a focus on freedom of association and collective bargaining, and fair recruitment in the agro-food (plantations) sector	Number of academies held to increase knowledge about key international labour standards, decent work deficits and how to address them in the agro-food sector.	1 academy, in which 50% of participants are women
Outcome 2. National-level coordination and engagement among trade unions in the palm oil supply chain and their capacity to advocate for their members is strengthened through the effective functioning of the national union network			
Output 2.1: Unions trained to effectively engage in social dialogue, including through extended access to information, networking and organizing	2.1.1. develop specific outreach, information, education and communication materials on the rights of plantation and other workers in the palm oil supply chain and disseminated them through the network	Number of trade unions in sectors/sub-sectors of the palm oil supply chain applying the knowledge acquired through education and communication materials	10 unions (federations)
	2.1.2. Develop needs-based training and education programmes for trainers from federations and deliver them jointly with federations / confederations participating in the network	Number of participants trained on social dialogue engagement	20 trainers trained (including 50% women)

Output 2.2: Effective functioning of the national palm oil union network is supported to ensure coordination and engagement among unions	2.2.1. Organize meetings of the national palm oil union network at least annually and provide support	Number of federations represented and number of participants regularly attending national palm oil union network meetings Extent of engagement among network unions in the development of joint activities (category/scale: high, medium, low)	20 representatives (50% of them are women) from 10 union federations involved and actively participated in network meetings. At least 3 joint activities developed (e.g. events, campaigns, etc.)
Outcome 3: At the enterprise/local level, labour unions and workers in the sectors/sub-sectors of the palm oil supply chain, in particular plantation workers, have better capacity to advocate for and access their rights			
Output 3.1: Unions are supported in enabling improved access for workers in the sector to training, knowledge and information about labour laws and other relevant employment and labour issues.	3.1.1. Adapt training and education courses to local needs and realities	Number of gender-sensitive training curricula adapted to local needs and interests.	3 training courses developed and adopted to the enterprise/ local level (reaching at least 50% of women)
	3.1.2. Provide support (technical, coaching, accompaniment) in the organization and holding of training and education courses, to be delivered by the representatives of federations/ confederations who received training at the national level	Number of training events conducted and carried out by the representatives of federations / confederations	20 trainings conducted (reaching at least 50% women)
Output 3.2: Unions trained with the view to better organize workers and to engage in collective bargaining	3.2.1. Support local unions in organizing outreach campaigns, routine meetings, events at plantation and factory level	Number of worker organizations supported to promote relevant international labour standards through outreach campaigns and routine meetings and events at plantation and factory levels Number of outreach and organization activities, at the plantation level, initiated by the unions.	At least 9 trade unions federations at the national level, and 10 local unions at plantations and factory level. At least 10 activities held (e.g. organizing events, bipartite meetings at the plantation level, etc.)
	3.2.2. Support local unions in holding negotiation meetings and being involved in bipartite dialogue at plantation and factory level	Number of collective bargaining agreement developed in a bipartite process	At least 10 collective bargaining agreements at enterprise level
Outcome 4: Sound industrial relations are facilitated through strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue			
Output 4.1: Continued functioning of the social	4.1.1. Organize a series of bipartite and tripartite	Number of meetings jointly organized with	2 bipartite meetings organized

dialogue mechanism at national and regional levels focusing on the palm oil plantations sector	dialogue forums and meetings, both at national and regional levels, on labour issues in the palm oil sector, with a particular focus on fundamental principles and rights at work, including industrial dispute settlement, as well as other issues such as employment status, working time and resting time, fair recruitment practices, gender issues, etc.	employers' organizations on key labour issues facing the palm oil sector.	
Output 4.2: Needs-based training programmes designed and implemented to build the capacity of the employers, and government institutions as appropriate, to effectively participate in social dialogue processes	4.2.1. Develop training and education courses for employers and their organizations on labour standards, social dialogue and fair recruitment practices as well as an individual enterprise assessment tool	Number of training and education courses developed and rolled out among employers and their organizations	At least 2 training programmes on collective bargaining, and responsible recruitment/sourcing based on international labour standards
	4.2.2. Deliver training courses for employers	Number of employers' organizations participating in the trainings with the view to develop an enterprise assessments tool	25 participants from employers' organizations (50% women)
	4.2.3. Provide technical support for the development of a strategic approach to monitoring workplace compliance, including through labour inspection	Number of advisory visits provided to companies related to compliance Number of companies taking corrective gender-sensitive actions to improve/ensure workers' access to fundamental rights at work	10 companies 5 companies taking corrective gender-sensitive actions to improve compliance towards labour standards
	4.2.4 Organize training workshops on various employment and labour issues, including fundamental principles and rights at work, contract and /or casual labourers for labour offices and other government departments, local government representatives, workers and their organizations, etc. as appropriate	Number of participants from labour offices and other government institutions participating in the training workshops Number of activities carried out by the project stakeholders (e.g. labour offices, gov. depts. etc.) to address decent work issues in the palm oil sector	50 participants (50% women) At least 7 activities improving the understanding of DW issues in the sector

1.3. Project Implementation

In its implementation the project works closely with ILO's tripartite stakeholders. The first is JAPBUSI (Jejaring Serikat Pekerja dan Serikat Buruh Sawit Indonesia / Indonesian Palm Oil Trade Unions Network) and its federation members) representing workers/trade union. The second stakeholder is GAPKI (Gabungan Pengusaha Kelapa Sawit Indonesia/Indonesian Palm Oil Association) representing employer. The third is Ministry of Manpower, particularly labour inspectors representing government. These stakeholders are main 'direct beneficiaries' and, in some activities (e.g. trainings), also play as implementing partners for 'ultimate beneficiaries' (training participants at the grassroots level).

The project officially covers three provinces, namely North Sumatera, South Sumatera, and West Kalimantan. In fact, however, the beneficiaries of the project include not only the three targeted provinces but also Aceh and Riau as members of participating federations exist in the regions, too. While the project officially started in September 2019, the effective execution of the project activities began in November after staff recruitment process and other technical preparation.

2. Evaluation Objectives and Methodology

2.1. Evaluation Purpose and Scope

This mid-term evaluation aims to assess, evaluate and provide actionable guidance on the project's relevance and strategic fit, validity of design, project result and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and potential sustainability. Specifically, the evaluation focuses on two main objectives:

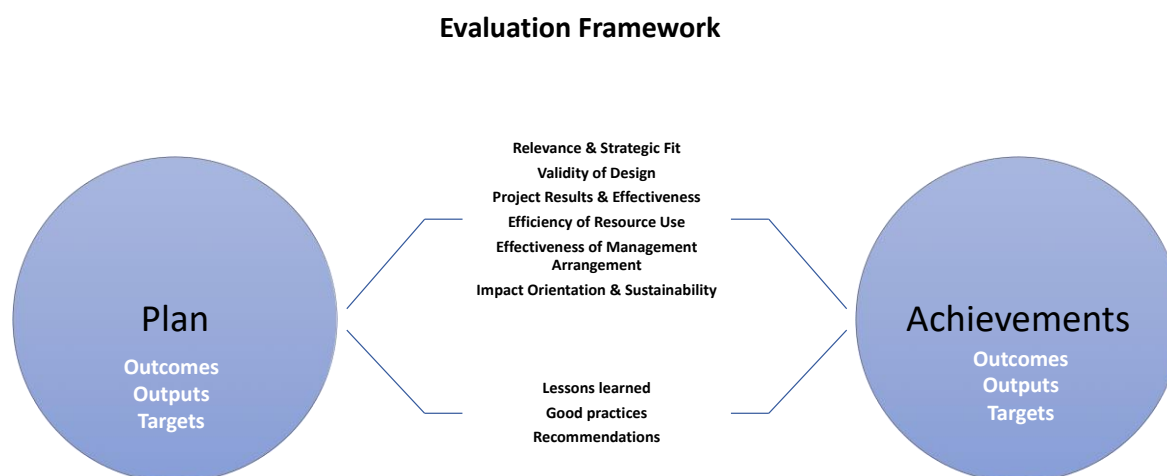
- Evaluate project progress achieved to date, focusing on the four project outcomes and associated outputs
- Comment and suggest realistic improvements to the project in its extended period, including possible adjustments to strategy, activities and management to maximise impact, effectiveness and sustainability.

The scope of the mid-term internal evaluation includes assessment of all project's outcomes and activities carried out up to September 2021. It verifies key achievements, emerging good practices and lessons learned. A set of practical recommendations are included in the evaluation 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 three targeted provinces, namely South Sumatera, North Sumatera, and West Kalimantan.

2.2. Evaluation Framework

Systematically, the evaluation confronts the planned outcomes, outputs and targets with the actual or ongoing outcomes, outputs and targets to determine achievements of the project (see, the "Evaluation Framework" below). In particular, the relevance, validity of project design, effectiveness, management efficiency, impact and project sustainability are assessed. Based on hard evidences, the evaluation provide lessons learned, good practices and recommendations. As such, the evaluation not only helps strengthen internal learning and promote accountability

in the 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.



2.3. Evaluation Criteria and Questions

As directed by the Terms of Reference (TOR), the evaluation addresses the six evaluation aspects of relevance and strategic fit, validity of design, project results and effectiveness, efficiency of resource use, effectiveness of management arrangement, as well as impact orientation and sustainability. Table 2 shows detail questions of each aspect.

Table 2. Evaluation Questions

Questions	Section
Relevance and strategic fit	3.1
<ul style="list-style-type: none"> 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 palm oil sector? 	
Validity of design	3.2
<ul style="list-style-type: none"> 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	3.3

Questions	Section
<ul style="list-style-type: none"> 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	3.4
<ul style="list-style-type: none"> 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	3.5
<ul style="list-style-type: none"> 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	3.6
<ul style="list-style-type: none"> 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)? 	

2.4. Schedule

The evaluation was carried out from December 24, 2021 to February 28, 2022. It was executed through three phases: 1) Inception, including document review and scoping (December 24, 2021-January 5, 2022); 2) Primary and secondary data collection (January 10 – February 4, 2022); and 3) Analysis and reporting (February 1-28, 2022). Within the third phase, the findings will be validated to project shareholders in a debrief workshop, convened by the ILO some time in February 2022.

2.5. Data Collection Methods

The evaluation uses primarily qualitative methods. It collects primary and secondary data. Primary data was collected through key informant interview (KII) and focus group discussion (FGD). Both data collection techniques used semi-structured questions based on evaluation questions stated in ToR. The collection of secondary data includes project documents (including quarterly progress reports), meeting notes or reports and other relevant documents. The methodology is responsive to the ILO's normative and tripartite mandate, and gender and inclusion related guidelines. To the extent possible, the methodology applies participatory approach and include beneficiaries as part of assessment by observing health protocols related to the COVID-19 pandemic situation.

The evaluator conducted KIIs with project management (ILO) and beneficiaries/partners which include tripartite stakeholders: Government (Ministry of Manpower, particularly labour

inspectors), employer (GAPKI), workers/labour unions (JAPBUSI at the national and local levels as well as rank-and-file workers engaged in the project). The interviews were carried out individually or collectively (group interview). Taking the pandemic measure into consideration, most interviews were conducted online through Zoom or WA calls. A few interviews were conducted offline, as informants preferred. As Table 3 shows, in total there are 19 KIIs conducted with 42% participation of female informants.

Table 3. Key Informant Interviews by Stakeholder Group and Sex

Stakeholder Group	Male	Female	Total
ILO Project Management	3	1	4
Stakeholders:			
• Government	1	4	5
• Trade Union	6	3	9
• Employers	1	0	1
Total Informants	11	8	19
Percentage (%)	58	42	100

FGDs were conducted mainly for training beneficiaries that usually members of participating federations in three locations and JAPBUSI members. The discussion focused on the effectiveness of the project intervention related to the practice of freedom of association and collective bargaining. All FGDs (except JAPBUSI members) were conducted online over Zoom. As Table 4 shows, there were 5 FGDs conducted with 35% women participation.

Table 4. FGD Participants by Federation/Network and Sex

Federation	Male	Female	Total
HUKATAN	3	2	5
KAMIPARHO	4	2	6
NIKEUBA	1	4	5
FSPPP-KSPSI	3	0	3
JAPBUSI	11	4	15
Total participants	22	12	34
Percentage (%)	65	35	100

With consent from informant/participants, the interviews and FGDs were recorded and analyzed. Both primary and secondary data were analyzed by applying triangulation techniques, particularly triangulation of sources (project management, beneficiaries and implementors). The achievements or progress of each outcome/output/activity--that are presented in the Quarterly Reports—were validated through primary data using a validation instrument.

2.6. Limitations

Remote methods. The main limitations of the methodology relate to the remote data collection methods. In the current pandemic conditions it was not possible for the evaluator to conduct data collection in-person. It was occasionally difficult to establish rapport with informants via

online platforms which in turn might have affected the depth of their responses. To mitigate the effects of this limitation, the evaluator met the participants online in small groups and used the informants' preferred, most comfortable communication platforms.

Employer participation. Number of interviewees from employer in this evaluation is small. Request for interview sent to some potential participants was unresponsive. This less participation may lead, to some extent, unbalanced voice compared to that from workers/trade unions and government. According to GAPKI, it may be hard for the potential interviewee to talk as a representative of company rather than representative of GAPKI given the sensitive nature of labour issues.

3. Evaluation Findings

3.1. Relevance and Strategic Fit

Finding 1: The project **aligns and strategically fits with Indonesia's national development policies**, specifically National Action Plan for Sustainable Palm Oil Plantation (2019-2024) as stated in Presidential Instruction No. 6/2019. The instruction requires Minister of Manpower to review labour regulations and their implementation relating to labour inspection on occupational safety and health (OSH) and labour social security in palm oil sector. This project facilitates stakeholders in the palm oil sector to address decent work deficits which is critical to sustainability of the sector by advancing social dialog among stakeholders and strengthening labour inspection in the sector.

Finding 2: The project is **highly relevant to trade unions** at both federation and enterprise/plant levels. The project has offered added value to labour unions that have very limited resources (particularly fund) to provide trainings to their union affiliates and members. The project touches the core aspect of union activities that is to advocate worker's rights, practice freedom of association and bargain collectively. The project help participating trade unions organize workers in one of challenging sector as workplaces are typically situated in remote and isolated areas.

As labour union, we always need trainings, particularly on collective labour bargaining that enables our union members at enterprise level to negotiate collective labour agreement (Trade Union Federation, Interview 17 January 2022)

In the past when talking about sustainability in the palm oil sector, we particularly focused on environment or health issues. But in the last 10 years, there has been an increasing perception that human, workers are part of it. This program fits with this sustainability concern (GAPKI, Interview 18 January 2022).

Labour inspection in Indonesia has heavily targeted manufacturing sector while palm oil sector is largely untouched; whereas the latter is one of the sectors significantly contributing to Indonesia's GDP. ... This project assists us to do our job in this important sector (National Labour Inspector, Interview 20 January 2022).

Finding 3: The project **fits strategically with employers' (GAPKI) interest and agenda** under commitment to implement sustainable palm oil industry which is global as well as national concern. In the past sustainability in palm oil business was dominated by discussions related to environmental and health issues. But in the last decade, there is an increasing awareness among business actors in the industry to pay attention to people (workers) as part of sustainable palm oil industry. The project is considered to offer 'progressive response' over several decent work deficit in the sector that has been recognized by employers. The progressive response is mainly associated with social dialog that can open possibility to act together to solve problems in the sector.

Finding 4: The project is **relevant to the government**, particularly labour inspectors as palm oil sector, despite its strategic position in Indonesia's economy, is largely untouched by labour inspection. This happens particularly because palm oil plantations and/or mills are usually located in remote areas which are difficult to reach. All labour inspectors interviewed appreciate the benefits they obtained from the project, particularly

Strategic Compliance Planning (SCP) training and the production of the first-ever Labour Inspection Guide in Palm Oil Sector.

3.2. Validity of Design

Finding 5: The project is designed to address decent work deficit particularly related to freedom of association and collective bargaining by strengthening labour unions at national and enterprise level as well as social dialog among tripartite actors. The planned project objectives and outcomes **remain relevant and realistic** to the on the ground situation during pandemic. The one adjusted during pandemic is the means to deliver activities. Almost activities gathering people in a certain place have to be changed from in-person/offline to online delivery.

Finding 6: COVID-19 pandemic has clearly affected not only beneficiaries and implementing partners but also project management and staff. The effects include not only health-related issues but also psychological impacts, for instance, due to loss of family member(s). in addition, various restrictions set by the government to control the widespread of the pandemic have reduced possible options for the project. As a result, this pandemic time had delayed in some project execution. Despite its magnitude, this pandemic risk is not predicted in the assumptions and risk assessment of the project design. It would be necessary to include this pandemic risk in the risk analysis of the extended project.

Finding 7: The project sets a target of 50% of women participation requirement in almost all activities. This **target is considered quite high**. Such a target could be only fulfilled in activities involving regular people, such as in trainings. The requirement, however, is hard to meet when the events require representativeness of an organization, such as trade union. This

is particularly due to leadership in trade union both at the central and regional levels, despite increasing women participation, remains being dominated by male. The realistic target for this particular group category might be 40% as some trade unions have applied 30% women participation in their organizational leadership.

3.3. Project Results and Effectiveness

3.3.1. Outcome 1: In-depth knowledge about opportunities and challenges.

Finding 8: The diagnostic study conducted by Rita Olivia Tambunan has been **used and referred** in Joint Action Plans GAPKI and JAPBUSI (2021-2025) and JAPBUSI's Position Paper in response to Law No. 11/2020 regarding Job Creation (Omnibus Law). Both documents underline the importance of freedom of association, collective bargaining, social dialog, OSH and elimination of child labour in palm oil sector. In addition, the project conducted another study as a response to omnibus law and pandemic titled "Implication of the Job Creation Law and the COVID-19 pandemic on the exercise of workers' rights to freedom of association and collective bargaining in the palm oil sector in Indonesia". The study was undertaken by an academia from Faculty of Law, Universitas Gadjah Mada (Nabiyla Risfa Izzati).

Finding 9: The project developed **three training tool packages** on fundamental worker's rights, CBA procedure and negotiation and women workers' rights which means exceeding one training package target. The tools were initially developed by the project team taking advantage from the similar existing ILO's tools with some adjustment to palm oil sector. The tools were tested in ToT and then discussed further with participating labour unions and employers. Later the tools were used and adapted to local contexts in the series of trainings organized by six federations and JAPBUSI. All these training organizers recognized the usefulness of the tools. Some organizers, however, recommended to adjust the language used to be more simple and easy-to-understand, particularly for those having low level of educational background. In addition, they also proposed to update some parts of the tool that accommodates some changes related to the new Job Creation Law of 2020.

Table 5. Comparison of achievements with Outcome 1 performance target

Output	Activity	Indicator	Target	Achievement
Outcome 1: In-depth knowledge is generated about opportunities and challenges for the promotion of freedom of association and collective bargaining and effective social dialogue in the sector				Achieved
Output 1.1: Diagnostic study on opportunities and challenges for the promotion of freedom of association and collective bargaining in the sub-sectors of the palm oil supply chain conducted and validated; and, a strategy/strategies to advance this fundamental right	1.1.1 Conduct a study on freedom of association and collective bargaining in the sub-sectors of the palm oil supply chain	Extent to which the study has been referred to and used in decision-making on employment and labour issues in the palm oil sector (high, medium, low)	At least 2 quotations to the study findings and recommendations	Completed

developed and endorsed				
Output 1.2. Tools to strengthen the ILO tripartite constituents' capacity to address challenges for the promotion of core international labour standards, in particular freedom of association and collective bargaining, and effective social dialogue, are developed/adapted to the needs and realities of the sector(s).	1.2.1. Develop/adapt a training tool consisting of modules on fundamental principle and rights at work with a particular focus on freedom of association and collective bargaining	Number of tools developed and/or adapted	1 training package consisting of various modules	Completed – exceeded target
	1.2.2. Organize an academy on fundamental principles and rights at work, with a focus on freedom of association and collective bargaining, and fair recruitment in the agro-food (plantations) sector	Number of academies held to increase knowledge about key international labour standards, decent work deficits and how to address them in the agro-food sector.	1 academy, in which 50% of participants are women	Completed

Finding 10: The project organized a **virtual academy on Decent Work in the Rural Economy** focusing on the fundamental principles and rights at work and other international labour standards. The academy was held in 5 half-days during 28 July-12 August 2021 and hosted by International Training Centre of the ILO (ITC-ILO) in Turin. It was attended by trade unions, employers, farmer organizations and NGO/INGO from a total of 54 organizations. Women participation exceeds the target (50%) in which 51,4% of 108 participants were women. This virtual academy was very successful in terms of level of participation which reached 91% in average for the 5 different days.

3.3.2. Outcome 2: National-level coordination among trade unions in the palm oil supply chain.

Finding 11: JAPBUSI (Jejaring Serikat Pekerja dan Serikat Buruh Sawit Indonesia/Indonesian Palm Oil Trade Unions Network) has **increasingly played critical roles** as a strategic venue for different national federations to engage, coordinate, network and practice social dialog with employers organization and other related institutions at national level. As a network of trade unions that was officially established in 2019, JAPBUSI now has 9 member federations from 4 national trade union confederations. The nine are FSB-HUKATAN (KSBSI), FS-KAMIPARHO (KSBSI), FSB-NIKEUBA (KSBSI), FSB-LOMENIK (KSBSI), FTA (KSBSI), FKUI (KSBSI), FSP4K (SARBUMUSI), FSPPP (KSPSI) and FSPPP (SPSI). In 2021 JAPBUSI has obtained its legal status that would allow the network to operate legally and receive and manage funds from external sources. JAPBUSI is a new level of a long-term, coordinated Indonesian trade union coalition in Indonesian labour movement which is consistently suffered by fragmentation.

Finding 12: The project organized a **joint training of trainers (ToT)** on Effective Collective Bargaining in Palm Oil Plantation Sector in Indonesia For Trade Union and Employers Organisations. The ToT was held offline for four days (17-21 Feb 2020) in Bogor. The ToT was participated by 31 trainees (compared to 20 participant target) from not only trade unions (JABPUSI members) and employers (GAPKI members) but also from government representatives (Disnaker/Local Offices of Manpower). Women participation in the training was slightly below target (42% of 50% target). A report about the training (Pelopor Adventure, 2020) found out that the training participants did not use their time to well prepare themselves by reading materials distributed prior to the event that had impact on the effectiveness of ‘micro teaching’ as part of the training exercises. The report also indicates a need of continued coaching for the alumni to make them better trainers.

Table 6. Comparison of achievements with Outcome 2 performance targets

Output	Activity	Indicator	Target	Achievement
Outcome 2. National-level coordination and engagement among trade unions in the palm oil supply chain and their capacity to advocate for their members is strengthened through the effective functioning of the national union network				Mostly achieved
Output 2.1: Unions trained to effectively engage in social dialogue, including through extended access to information, networking and organizing	2.1.1. Develop specific outreach, information, education and communication materials on the rights of plantation and other workers in the palm oil supply chain and disseminated them through the network	Number of trade unions in sectors/sub-sectors of the palm oil supply chain applying the knowledge acquired through education and communication materials	10 unions (federations)	Completed
	2.1.2. Develop needs-based training and education programmes for trainers from federations and deliver them jointly with federations / confederations participating in the network	Number of participants trained on social dialogue engagement	20 trainers trained (including 50% women)	Completed – but women trainees are below target
Output 2.2: Effective functioning of the national palm oil union network is supported to ensure coordination and engagement among unions	2.2.1. Organize meetings of the national palm oil union network at least annually and provide support	Number of federations represented and number of participants regularly attending national palm oil union network meetings Extent of engagement among network unions in the development of joint activities (category/scale: high, medium, low)	20 representatives (50% of them are women) from 10 union federations involved and actively participated in network meetings. At least 3 joint activities developed (e.g. events, campaigns, etc.)	Completed - but women representatives are below target

Finding 13. The project provides supports to the network by **facilitating regular monthly and six-monthly meetings**. The monthly meetings discuss particularly issues that can consolidate the effectiveness of the network while the six-monthly meetings focus on preparing joint activities, such as campaigns, advocacies and the like events. There are a number of joint activities done by the network, such as position paper on freedom of association and collective bargaining after the issuance of the controversial Job Creation Law of 2020 (omnibus law). In addition, the network also organized joint activities with GAPKI related to COVID-19 issues in the workplace and industrial relations. Women participation in JAPBUSI remains low (20-30% of 50% project target). This is largely since—despite some improvement—top management of most trade union federations at national level continues dominated by men.

Finding 14. Despite some achievements, member federations admitted that there are **still some homework** for the network to improve its effectiveness internally and externally (FGD JAPBUSI, 21 January 2022). Internally, the homework is particularly related to institutional issues, such as membership, communications and inactive project divisions. Some members (non-KSBSI) continues to question the domination of federations-affiliated with KSBSI in the JAPBUSI membership. The six federations affiliated with KSBSI claim that they become members in the network because they are organizing workers along the palm oil supply chains. In fact, however, in this project all the federations (except FTA to some extent) focus on workers in palm plantation and/or mills. Members also consider that internal communications so far have been less transparent some divisions in the network management are not well functioning that in fact has impact to the network performance. Externally, to improve the effective functioning of the national union network, members argued that roles of the network should not overlap with the federation's ones and proposed different roles that can be played by the network and its member federations individually (see, further explanation about this in the 'Recommendation' section).

3.3.3. Outcome 3: Better capacity of enterprise/local level labour unions to advocate for and access their rights.

Finding 15. In response to a call for training proposal issued by the project, six of nine members federations submitted proposals and had successfully secured some funds for organizing trainings. The six are FSB-HUKATAN, FS-KAMIPARHO, FSB-NIKEUBA, FTA, FSP4K and FSPPP-KSPSI. Meanwhile the rest that did not submit proposal (FSPPP-SPSI, FSB-LOMENIK and FKUI), the trainings were organized by JAPBUSI. In total there were **19 training packages with 97 sessions**. This number far exceeds the target (20 trainings). Training themes cover workers' rights, collective bargaining, gender equality, leadership and union organizing. Training materials were largely adopted from the modules developed by the project and then adjusted to local needs or contexts. All trainings were participated by mainly unionists at local and enterprise levels. Only small numbers of rank-and-file workers were involved in the trainings. Women participation remains below a target of 50%. Almost all trainings were conducted online and a few of them were a combination of online and offline. Conducting online trainings is special for all unions and workers in the sector as it was the first experience for them (see more explanation about this in 'Lessons Learned' and 'Good Practice' sections). The trainings clearly provided improved access for workers in the sector to knowledge and information about worker rights, labour laws and other relevant employment issues. Training participants at the local and enterprise levels expressed their appreciation for the trainings. Among others, training participants gave particular credits to themes of collective bargaining

and negotiation techniques. Nevertheless, there is unclear distinction whether the ‘trainings’ organized by the federations were a real training (by design consisting of education, facilitated exercises and coaching) or a series of online seminars (emphasizing education but having less or no exercises and coaching by design).

Table 6. Comparison of achievements with Outcome 3 performance targets

Output	Activity	Indicator	Target	Achievement
Outcome 3: At the enterprise/local level, labour unions and workers in the sectors/sub-sectors of the palm oil supply chain, in particular plantation workers, have better capacity to advocate for and access their rights				Mostly achieved
Output 3.1: Unions are supported in enabling improved access for workers in the sector to training, knowledge and information about labour laws and other relevant employment and labour issues.	3.1.1. Adapt training and education courses to local needs and realities	Number of gender-sensitive training curricula adapted to local needs and interests.	3 training courses developed and adopted to the enterprise/ local level (reaching at least 50% of women)	Completed
	3.1.2. Provide support (technical, coaching, accompaniment) in the organization and holding of training and education courses, to be delivered by the representatives of federations/ confederations who received training at the national level	Number of training events conducted and carried out by the representatives of federations / confederations	20 trainings conducted (reaching at least 50% women)	Completed
Output 3.2: Unions trained with the view to better organize workers and to engage in collective bargaining	3.2.1. Support local unions in organizing outreach campaigns, routine meetings, events at plantation and factory level	Number of worker organizations supported to promote relevant international labour standards through outreach campaigns and routine meetings and events at plantation and factory levels Number of outreach and organization activities, at the plantation level, initiated by the unions.	At least 9 trade unions federations at the national level, and 10 local unions at plantations and factory level. At least 10 activities held (e.g. organizing events, bipartite meetings at the plantation level, etc.)	Partly completed
	3.2.2. Support local unions in holding negotiation meetings and being involved in bipartite dialogue at plantation and factory level	Number of collective bargaining agreement developed in a bipartite process	At least 10 collective bargaining agreements at enterprise level	Partly completed

Finding 16. Following the trainings, all participating trade unions had set a target to at least begin collective bargaining process in their each plant or factory. To these unions, CBA represents the effectiveness of trade union and one of milestones for union performance. The project have effectively **stimulated 17 CBAs** at plant or factory level in which 5 CBAs were signed (of 10 targets) while the rest are still in the on-going negotiation process. The process is temporarily halted due to pandemic situation as either management or both parties prefer face-to-face meetings over virtual ones in negotiation.

One of the most useful trainings is about negotiation techniques that change union's mindset from simply forcing demands to being open for dialog
(Trade Union Federation, Interview 17 January 2022)

In the past we did not know how to communicate our complaints to management. But now we have confidence to talk to them
(Female worker, Training Beneficiaries FGD 22 January 2022)

Finding 17: Some plant or factory level unions that have not yet succeed to initiate CBA process reported their **increased capability** to advocate workers' demands to management through social dialog. As result of the trainings, a female unionist at plant level, for instance, admitted that now she understands how to communicate workers' complaints in more effective way. She used not only verbal communication (which was less effective in the past) but also and written letter by sending the copies to relevant authorities outside the company. As a result, the issues raised (among them OSH issues) got faster attention from the management. It is necessary to note that there remains common understanding among unionists at local and plant levels that social dialog can be only occurred by pressure; whereas a sound social dialog should be based on shared concern.

3.3.4. Outcome 4: Strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue.

Finding 18: There is a shared recognition between GAPKI and JAPBUSI that the **practices of social dialog have improved** particularly at national level. GAPKI, for instance, admitted that the on-going social dialog with JAPBUSI has been productive and opened new joint initiatives. Both parties have sat together to set a Joint Work Plan for 2021-2025 period (GAPKI and JAPBUSI, 2021). The plan includes to provide joint education (trainings) and advocacy about labour laws, including Job Creation Law of 2020, OSH, child labour and gender mainstreaming. In addition, they discussed some critical contemporary issues, such as handling COVID-19 in workplaces and the implantation of labour protection and compliance inspection during pandemic time. In other words, the project achieved the target of organizing two bipartite meetings. While bipartite social dialog has been improved to some extent at the national level, the similar practice remains rare at the provincial or district level which may have direct impacts to plant or factory level (see 'Recommendation' section). Additionally, there is less recognition about the meaningful tripartite social dialog in the sector at national level although some joint events have been in place.

We could claim that relationship (social dialog) between GAPKI and JAPBUSI is productive (GAPKI, Interview 18 January 2022)

Finding 19: In the design the project would develop and conduct training and education courses especially for employers and their organizations on labour standards, social dialogue and fair recruitment practices as well as an individual enterprise assessment tool. In practice, as GAPKI recommends, employers had participated in the **joint trainings with labour unions** using the same modules (e.g, ToT on effective collective bargaining in palm plantations). There was only

one training participated limitedly by employers/management: training for cadres of labour norms. As participant from employer side in this evaluation is very few, it is difficult to assess the degree of employers' capacity in the social dialog where they have involved. While participating and using the same materials in some joint events may engender positive impacts to employers, specific modules and trainings customized to their actual needs may complement the effectiveness to strengthen their capacity to participate meaningfully in social dialogue. So far, enterprise assessment tool and training modules on responsible recruitment/sourcing based on international labour standards are still under development.

Table 6. Comparison of achievements with Outcome 4 performance targets

Output	Activity	Indicator	Target	Achievement
Outcome 4: Sound industrial relations are facilitated through strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue				Mostly achieved
Output 4.1: Continued functioning of the social dialogue mechanism at national and regional levels focusing on the palm oil plantations sector	4.1.1. Organize a series of bipartite and tripartite dialogue forums and meetings, both at national and regional levels, on labour issues in the palm oil sector, with a particular focus on fundamental principles and rights at work, including industrial dispute settlement, as well as other issues such as employment status, working time and resting time, fair recruitment practices, gender issues, etc.	Number of meetings jointly organized with employers' organizations on key labour issues facing the palm oil sector.	2 bipartite meetings organized	Completed and continued
	4.2.1. Develop training and education courses for employers and their organizations on labour standards, social dialogue and fair recruitment practices as well as an individual enterprise assessment tool	Number of training and education courses developed and rolled out among employers and their organizations	At least 2 training programmes on collective bargaining, and responsible recruitment/sourcing based on international labour standards	Partly completed
	4.2.2. Deliver training courses for employers	Number of employers' organizations participating in the trainings with the view to develop an enterprise assessments tool	25 participants from employers' organizations (50% women)	Partly completed
	4.2.3. Provide technical support for	Number of advisory visits provided to	10 companies	Completed and continued

	the development of a strategic approach to monitoring workplace compliance, including through labour inspection	companies related to compliance Number of companies taking corrective gender-sensitive actions to improve/ensure workers' access to fundamental rights at work	5 companies taking corrective gender-sensitive actions to improve compliance towards labour standards	
	4.2.4 Organize training workshops on various employment and labour issues, including fundamental principles and rights at work, contract and /or casual labourers for labour offices and other government departments, local government representatives, workers and their organizations, etc. as appropriate	Number of participants from labour offices and other government institutions participating in the training workshops Number of activities carried out by the project stakeholders (e.g. labour offices, gov. depts. etc.) to address decent work issues in the palm oil sector	50 participants (50% women) At least 7 activities improving the understanding of DW issues in the sector	Completed

Finding 20: The **SCP (Strategic Compliance Planning) training was widely appreciated and praised** by labour inspectors. The training was held in two rounds: the first training was conducted offline in Palembang and the second one was a combination of online and offline in Bogor. Both trainings were joined by national and local labour inspectors. All inspectors interviewed in this evaluation recognized the usefulness of the training which helps them plan effectively and strategically labour inspections that have big impact on compliance. After the training, the participants were involved in virtual discussions on the development of a guide for labour inspection in palm oil sector. This first-ever guide in the sector was officially launched in December 2021. The guide provides detail elements specific to palm oil sector that would help inspectors, who may be unfamiliar with this strategic sector, can conduct inspection more effectively.

3.4. Efficiency of Resource Use

Finding 21: Use of **human resource in this project is very efficient**. In daily basis the project is being run by only three staff: one national project coordinator (NPC), one provincial project officer (PPO) and one financial and administrative assistant. In some periods PPO position was vacant that made NPC take over the tasks. Nevertheless, the execution of vast majority of the project's activities could be completed and the expected outputs and outcomes are mostly achieved.

Finding 22: Allocation and use of financial resource exhibit a **moderate degree of efficiency** in terms of the budget proportions allocated to the interventions (47%) and management (53%) costs. In the interventions, as indicated in Table 7, Outcome 3 (intervention to enterprise/local level labour unions) accounted for the highest percentage at 23%; followed by Outcome 2 (intervention to labour union network) at 11%, and the least was Outcome 1 (knowledge production) - at 4.7%. This reflects a reasonable level of value for money and efficiency given the numbers of beneficiaries reached by and numbers of activities supported by Outcomes 2 and 3. In the project management line, personnel costs accounted for 48 per cent of total expenditure while the rest (5%) was for operational costs. The low operational costs was largely due to travel restrictions related to COVID-19 measure.

Table 7. Distribution of Activity Expenditure, by Main Budget Line

Budget Line	Expenditure (USD) - as of Oct 2021	Percentage of Expenditure (%)
Outcome 1	22.075,85	4.7
Outcome 2	50.007,49	10.6
Outcome 3	108.117,16	22.9
Outcome 4	41.341,92	8.8
Project management	249.889,55	53
Total	449.356,12	100

3.5. Effectiveness of Management Arrangement

Finding 23: In the beginning the project got **slow response and support** particularly from the government (in this case Ministry of Manpower) and employers (GAPKI). This is mainly due to sensitivity of the palm oil issue in the country. It took almost three months for the project management to approach and convince the government and employer association to being on board and providing support to the project. This situation had delayed the execution of planned activities. Later, however, after getting support from both key stakeholders, the execution has been relatively smooth. Meanwhile the project has obtained full support from participating trade union federations from the outset of the project life that has partly contributed to the effectiveness of management arrangement.

Finding 24: The project received **full support** from technical backstopping specialists both in the ILO Headquarter (Elvis Beytullayev) and Regional Office (Bangkok). Labour inspection specialist (Renee Robert) from the ILO Regional Office facilitated Strategic Compliance Planning (SCP) training for labour inspectors. The specialist also involved in the follow-up coaching and the production of the first-ever Labour Inspection Guide in Indonesia's Palm Oil sector published in December 2021.

Finding 25: As a response to pandemic conditions, the project management had to make **some adjustments** in the program delivery, that is from offline to online delivery. Decision to provide good and sufficient training and coaching to conduct online trainings for stakeholders, particularly the participating labour unions, is proven astute. Although the decision had implications to project's timeline (slowdown some activity execution), budget (need to reallocate funds and subject to approval) and resources (mobilize IT support), the decision to support this preparation stage was effective in terms of project implementation as well as unintended benefits (digital literacy and skills) gained by labour unions (see, multiplier effects on this new skill in the 'Lessons Learned' section).

3.6. Impact Orientation and Sustainability

Finding 26: Both participating trade unions and employers have seen, to some extent, **positive impacts on social dialog**. Some unions have been changing their strategy from total adversarialism to opening social dialog. Other unions which have practiced social dialog for some times and to some level are inspired to intensify or extend it. FSB-KAMIPARHO, for instance, successfully signed an MoU with Karunia Prima Nastari Corporations (KPN CORP), one of big palm oil company groups operating in various locations in Indonesia (see more detail story about this in GP 3 in "Good Practice" section). Being inspired with this success, the federation came into another written agreement about collective bargaining and social dialog with principal in a hotel chains (PT. Bumiputera Wisata – Hotel Bumi Wiyata). These achievements indicate the early impact and sustainability of the project.

Finding 27: The project has **very positive impacts on trade unions**: almost all participating union federations and their affiliates witnessed an increased membership either at enterprise and/or branch levels as a result of providing trainings and initiating CBA process at the workplaces. Other unions admitted an increase in their union dues as consequence of increasing new members. Some federations admitted that their involvement in the project has contributed to consolidating their organization and increased motivation for unionists to recruit new members.

4. Lessons Learned and Good Practices

4.1. Lessons Learned

LL1: Advantages and multiplier effect of online training delivery: Initially, training activities in the project would be delivered offline. But due to COVID-19 pandemic, most trainings were delivered online. As organizing online trainings was new for stakeholders, particularly trade unions, the project invested in providing technical assistance for training providers from trade unions. As the participants commented, the assistance was very helpful and useful. Despite some limitations, the participating trade unions see the advantages of online trainings: can reach a wider number of participants from different localities, less costly, and opens opportunity for women to participate without leaving home. Offline sessions are still preferred by some participants but a hybrid of in person and virtual trainings should ideally be available in the future. In addition, almost all unionists identified multiplier effects of it that now they can utilize the new digital skill and investment in digital infrastructure not only for conducting trainings but also for servicing and organizing members more efficiently and effectively.

LL 2: Trainings are preferably organized by federations. In initial plan trainings for labour unions at enterprise level was organized by JAPBUSI. However, due to the delayed legal status of the network, the trainings were provided and organized by federation members through call for proposal mechanism. Six of nine federations were finally submitted their proposal and were approved after a series of technical assistance provided by project management. Based on their approved proposals, the six federations then executed the trainings while for three federations that did not submit proposal, the trainings were organized by JAPBUSI. Training organizers argue that trainings provided by each federation were most efficient and effective than the one organized by the network. The former could communicate and coordinate directly with their affiliates at the regional and enterprise levels while the latter had to go through longer coordination chains. In addition, training organizers prefer federation as organizer since the trainings can be simultaneously used for union's consolidation. Strategy applied by the project to call for proposal is good as it combines representativeness (all members get trainings) and performance (any federation performing better than other can get more training supports) approaches.

LL 3: Social dialog is a process of developing and nurturing trust and shared platform among participating actors. Both GAPKI and JAPBUSI admitted that it took time and patience to develop productive relationship. In the beginning employers were reluctant to meet labour unions as they thought that unions would always come with micro issues (particular workplace cases) while GAPKI is more interested to discuss macro issues. In the meantime, by engaging in dialog with GAPKI, labour unions faced criticism by others for being 'coopted' by capital and was considered less-militant. During the course both parties have learned to respect one another and believed that their dialog is productive. They believe that some problems can be solved by joint action. A productive and sound social dialog needs trust and shared platform that serve as foundation for different interests. In the case of social dialog between GAPKI and JAPBUSI, the shared platform is sustainability of Indonesian palm oil industry. Both GAPKI and JAPBUSI consider that now they are comfortable to discuss sensitive issues and even agree to act together to counter black campaign from others against Indonesian palm oil industry.

4.2. Good Practices

GP 1: Strategies to conduct effective online training – Conducting online training is challenging for all trade union federations participating in this project as it was a new experience for them. The challenges exist in two domains: internal and external. Internal challenge relates particularly with union's capacity to conduct and organize online trainings. To solve this, the project provided technical assistance to use Zoom application. External challenge is mainly associated with the absence of internet connection in palm plantations which are commonly located in remote areas. To solve this connection problem, some unions invited their members living in blank areas to gather in their closest facility (local union office) to join the training. To ensure better internet connection some unions invested in wifi subscription which enables training participants to join the trainings via their own smartphone or collectively through laptops provided by local union management. As online training may lead to lower participation or response from the trainees before, during and after the training, some federations implemented a strategy to appoint field coordinators who are in-charge to ensure participants' attendance, encourage participants' activity and respond to any training issues that emerge on the spot. Instead of distributing training materials during or after the training, some unions sent the materials one week or two in advance to allow participants having enough preparation to learn the materials in details. In doing so, participants could focus on specific parts to discuss further. This strategy is proven effective in saving the limited session times. After the trainings, almost all participating unions maintain communications with their training participants through WhatsApp Group (WAG). Although the after-training activities have not yet been designed in a systematic or structured way, this platform is useful to facilitate further real-time discussions and exchange of ideas among union members with less-expensive means.

GP 2: "An inspector should complete all tasks"- Sri Djatiningsih is a labor inspector in West Kalimantan Province. She was one of participants in the SCP training and actively participated in discussing the draft guide on inspection in palm oil sector. When the guide was still in a draft version, Sri tested it in some inspections she conducted. Learning from the SCP Training, before undertaking the inspection she collected data from relevant institutions, such as Local Office of Forestry, BPJS and GAPKI. Based on the data collected, she identified strategic issues and then selected 5 palm plantation companies operating in Sambas that indicate low level of compliance. It took approximately 7 hours travelling from Pontianak (capital city) where she works, to reach Sambas by using combination of land and river-based transports. In Sambas, along with two other labour inspectors (all them are women), she inspected the five companies which are under one business group. The inspector team did not only checked related documents in the company's offices but also observed different workplaces in the plantations and interviewed the workers. The draft guide was useful to assist the team to carry out detail inspection in this palm oil plantation context. When there was incomplete documentation, she asked the management to provide it immediately while the inspection was underway. The team spent and stayed in the areas for 5 days to complete inspection in these companies. After returning to her office, she sent an Examination Note (warning letter) 1 and then 2 as the companies failed to comply until the deadline. She also sent copies of the letters to related governmental institutions, including District Head of Sambas. As the inspected companies remained failing to comply until the deadline of Examination Note 2 (final warning letter), she brought the case to local court by coordinating with local police and prosecutor. The five companies were finally punished by the court to pay some fines due to violation in OSH-related cases. Tri argued that a labour inspector should complete all his/her tasks: not stopping in educating companies and issuing examination note(s), but should proceed to law enforcement

when needed. She believes that when inspectors do their tasks effectively, companies would better comply with labour norms/regulations and workers' protests would decrease.

GP 3: Journey to first ever CBA. Most trainings at grass-root levels organized by JAPBUSI's federation members in this project culminate in collective bargaining agreements, either at plant or enterprise level. At the end of trainings, the participants usually set action plans, one of them is to initiate CBA process. After the trainings, unionists at plant level took initiative to approach their management to starting the process. For the vast majority of the participating plant level unions, it was the first time to negotiate a CBA; even though the labour union(s) has existed at the workplace for some times. Some plant-level unions are still struggling even to start the process due to pandemic situation which constraints face-to-face/in-person meeting, a communication way preferred by management or both parties. Others were successful to convince management to begin the process by communicating verbally or by combining verbal communication and a written proposal. The negotiation process is always uneasy and challenging. Both parties came with their own draft and exchanged it during the process. In some cases, federation unionists at the provincial or district branch provided support to their affiliates at the plant level by communicating and explaining about CBA to employer. FSB-KAMIPARHO, FSB-HUKATAN and FSB-NIKEUBA, for instance, approached the relative companies prior to conducting trainings for plant level unions. FSB-KAMIPARHO went even further by signing an MoU with principal of a group of sister companies (Karunia Prima Nastari Corporation (KPN CORP)). Among others, both parties agree upon the implementation of freedom of association and collective bargaining agreements in all sister companies of the group. This high level agreement has impacted the process and the signing of some first-ever CBAs at the plant level.

5. Conclusions

Although being constrained by COVID-19 pandemic situation and responses to changing labour regulation related to omnibus law, the project has made significant achievements. There are evidences that the participating Indonesian unions in the palm oil supply chain have started to effectively advocate for their members' access to fundamental workers' rights, mainly freedom of association and collective bargaining. One of the milestones is that some workers/trade unions and employers have started negotiating collective labour agreements and some of them have signed the CBAs. In addition, social dialog (particularly, bipartite-based one) has been practiced at national between GAPKI and JAPBUSI and both parties recognize the positive impacts of the dialog. Nevertheless, some challenges remain that need to be addressed in the extended period of the project.

Relevance and Strategic Fit. The project is strategic fit with Indonesia's development plan that aspires to implement Indonesian sustainable palm oil industry. The project is highly relevant to trade unions and effectively fills the gaps that the unions faced. Employers (GAPKI) appreciate the project as it assists them to implement people aspect of palm oil sustainability while labour inspectors are equipped with clearer guidance to conduct labour inspection in this strategic sector.

Validity of Design. The design remains valid although the project has been situated in pandemic restrictions and changing labour regulations. The adjustments were made particularly in the project delivery which is from in-person (offline) to virtual (online) delivery. There are some assumptions and risk analysis that need to be considered in the extended period of the project.

Project Results and Effectiveness. The project has achieved most of its performance targets. Outcome 1 (knowledge production about opportunities and challenges for the promotion of freedom of association and collective bargaining and effective social dialogue in the sector) has been achieved through diagnostic study; production of training packages on workers' rights, collective bargaining negotiation and gender equality; and virtual academy on decent work in rural economy.

Outcome 2 (strengthened national-level coordination and engagement among trade unions) has been mostly achieved by production of trainers who strengthen JAPBUSI's member federations to advocate for freedom of association, collective bargaining and to practice social dialog at both national and lower levels. Despite an increasing critical roles played by JAPBUSI, the functioning of the national union network should be more effective.

Outcome 3 (better capacity of enterprise/local level labour unions to advocate for and access their rights) has largely achieved through a series of trainings organized by participating union federations; that improved access for workers to training, knowledge and information about workers' rights, collective bargaining and social dialog which culminate at CBA negotiation and signing.

Outcome 4 (Strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue and sound industrial relations) has also mostly achieved as practice of social dialog in palm oil sector between GAPKI and JAPBUSI are considered productive; while there is improvement at national level, bipartite and tripartite social dialog in the sector at provincial and district levels largely remain absent.

Efficiency of Resource Use. Use of human resource was very efficient with only three staff who manage all aspects of the project. Use of financial resource can be categorized moderately

efficient as expenditure proportion of project management was slightly larger than that of interventions. Intervention budget, however was efficiently distributed among outcomes.

Efficiency of Management Arrangement. The management has efficiently arranged some adjustments to actual conditions, mainly due to pandemic situation, omnibus law responses and legal status of JAPBUSI. The adjustment from offline to online training, for instance, has proven effective and has multiplier effects to labour unions.

Impact Orientation and Sustainability. The project has very positive impacts on trade unions: increased membership, increased union dues, consolidated organization, increased motivation for union activists to recruit new members. There is also a change in labour union strategy from total adversarialism to social dialog. Appreciation of social dialog is also expressed by employers.

6. Recommendations

R1 - Strengthening JAPBUSI's institutional capacity: JAPBUSI has been recognized by social partners as an official representation of workers and trade unions in palm oil sector and its supply chains. In the future the coalition network is expected to play strategic roles to advocate workers' voice in the industry. As its members admitted in this evaluation, however, there are some institutional issues that need to be addressed in the project extension period, such as leadership, membership and inactive divisions. Leadership of the network may be rotated among federation members within some period of time (e.g. every 3 or 4-year cycle) that can give equal opportunity for each member to lead coordination and collaboration. Although the network opens for new members, the issue about KSBSI domination in the membership remains. It may be good to encourage these sectoral federations to also strengthen and advocate workers in the related chains. Other institutional issue is that some divisions in the network management is considered inactive. It would be necessary to identify the root cause of this inactiveness that can have direct or indirect impact to JAPBUSI's performance. From project perspective, consolidating the institutional capacity of the network can be part of the project's exit strategy.

R2 - Different role between JAPBUSI and its federation members: JAPBUSI should fill the existing gaps and play strategic roles that individual trade union federations cannot do. The network is expected to focus more on high-level social dialog, such as involving in meetings, negotiations, or lobbying high level authorities/organizations (ISPO, RSPO, ministries relevant to palm oil business) and playing proactive roles in the making of industry policies as workers' representation in the sector. In addition, it can start partnering with trade union in Malaysia organizing and advocating for workers in the country's palm oil sector (e.g. Malaysian Trades Union Congress/MTUC). Internally, JAPBUSI can serve as resource pool for its members in terms of providing relevant and up-to-date information on palm oil industry and training modules related to advancing worker's rights and social dialog in the sector. In other words, JAPBUSI's roles should not overlap or even take over federation roles in which they have been capable of, such as conducting trainings for lower level trade unions. In this regard the network may be more effective to play as coordinator than as executor. JAPBUSI should be more than sum of the parts (a plate of asparagus) but it can use its leverage and synergize resources owned by its federation members (a plate of spaghetti) to make bigger impacts in the industry level and at the same time be impactful at enterprise level.

R3 - Bipartite social dialog at provincial/district levels. There is a shared recognition that social dialog initiatives applied by JAPBUSI and GAPKI at national level, to some extent, has been effective. The similar social dialog, however, remains challenging at lower levels. This is partly because there are different actors at the provincial/district levels. Despite association of palm oil employers, GAPKI has limitations to organize its members (particularly small-size companies) to participate in the local dialog; and moreover, the fact that not all palm oil companies are GAPKI members. Therefore, it needs some efforts to initiate social dialog at district level that most likely has direct impact at enterprise level. One of enabling factor to make this happen is that union federations have better coordination with their affiliated-trade unions at the provincial/district levels.

R4 – Intensifying practice of social dialog: The clearest understanding about social dialog at the enterprise or plant level so far is that both workers/trade union(s) and management participate in CBA negotiation. Although this is important, the negotiation usually occur in every 4-5 years. Social dialog that have been practiced in some workplaces need to be

maintained and intensified on regular basis through bipartite cooperation institutions (*LKS Bipartit*) as Law No. 13/2003 on Manpower mandates. One of possibilities is OSH Committee (Panitia Pembina Keselamatan dan Kesehatan Kerja/P2K3) consisting of representatives of management and workers/trade union that meet regularly and pay particular attention to OSH issues in the firm. This evaluation found that many palm oil plantation or mills have not yet established such a committee. In the meantime, *LKS Tripartit* (tripartite cooperation institutions), such as wage council, remains absent in some districts where palm oil companies operate. The federation network at district level may initiate the formation of this tripartite institution. These industrial relations institutions can serve as alternative places where workers, employer and government can exercise, practice and intensify their social dialog capability.

R5 – Trainings needed: Based on inputs from stakeholders, this evaluation identifies three thematic trainings needed in the near future. First is paralegal training for workers/unions to support the implementation of CBAs that have been in place or in the process of negotiation. Second is training focusing on OSH issues in palm oil plantation and mills; different with other similar training, this less-sensitive training can be a joint, coordinated training involving management, workers/trade union and labour inspectors in the same time allowing the creation of similar perception and shared concern about the issues that may lead to increased compliance of OSH standards on the ground. Third is training on digital negotiation for both workers and management to unleash obstacles related to pandemic constraints that have delayed social dialog and negotiations on CBA.

ANNEXES

Annex A: Documents Consulted

GAPKI and JAPBUSI (2021) *Rencana Kerja Bersama GAPKI-JAPBUSI (2021- 2025)*. Final draft.

ILO (2021) *Guide for Labour Inspection in Indonesia's Palm Oil Sector*. Jakarta: ILO.

ILO (2021) *Development Cooperation Progress Report: 01 July- 30 September 2021*. Quarterly Progress Report. 26 October.

ILO (2021) *Development Cooperation Progress Report: 01 April to 30 June 2021*. Quarterly Progress Report. 31 July.

ILO (2021) *Development Cooperation Progress Report: 01 January to 31 March 2021*. Quarterly Progress Report. 30 April.

ILO (2021) *Development Cooperation Progress Report: 01 October to 31 December 2020*. Quarterly Progress Report. 30 January.

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ILO (2020) *Development Cooperation Progress Report: 01 January to 31 March 2020*. Quarterly Progress Report. 30 April.

ILO (2020) *Development Cooperation Progress Report: 7 September to 31 December 2019*. Quarterly Progress Report. 23 January.

ILO (2019) *Advancing Workers' Rights in Indonesia's Palm Oil Sector (IDN/18/02/USA)*. Project Proposal.

JAPBUSI (2021) *Kebebasan Berserikat dan Perundingan Bersama di Sektor Kelapa Sawit Pasca Berlakunya Undang-Undang Nomor 11 Tahun 2020 tentang Cipta Kerja*. Position Paper.

Pelopop Adventure (2020). *Laporan Pelatihan: Training of Trainers on Effective Collective Bargaining in Palm Oil Plantation Sector in Indonesia For Trade Union and Employers Organisations*. Bogor, 17 - 21 February.

Annex B: KII and FGD Instruments

Annex C: List of Individuals Interviewed

No	Name	Designation
	Project Management – ILO Indonesia	
1	Ms. Michiko Miyamoto	Country Director, ILO Indonesia
2	Mr. Yunirwan Gah	National Project Coordinator
3	Mr. Renee Robert	Technical Backstopping Officer (Bangkok)
4	Mr. Elvis Beytullayev	Technical Backstopping Officer (Geneva)
	Key Stakeholders	
	Trade Union	
5	Mr. Fahri	Chairperson, FP4K (K-Sarbumusi)
6	Ms. Nursanna Marpaung	Chairperson, F-HUKATAN (KSBSI)
7	Mr. Mathias Mehan	General Secretary, F-HUKATAN (KSBSI)
8	Mr. Supardi	Chairperson, FSB KAMIPARHO (KSBSI)
9	Ms. Sulistri	General Secretary, FSB KAMIPARHO (KSBSI)
10	Mr. Efendi Lubis	Chairperson, FTA (KSBSI)
11	Ms. Feni	Treasurer, FTA (KSBSI)
12	Mr. Carlos Rajagukguk	Chairperson, FSB-NIKEUBA (KSBSI)
13	Mr. Almansyur	Chairperson, FSPPP (KSPSI)
	Government	
14	Ms. Fitri	National Labor inspector, Ministry of Manpower
15	Ms. Prima	National Labor inspectors, Ministry of Manpower
16	Ms. Opie	National Labor inspectors, Ministry of Manpower
17	Ms. Tri Djatiningsih	Local labor inspector, West Kalimantan
18	Mr. Marlian Fajri	Local labor inspector, South Sumatra
	Employer	
19	Mr. Sumarjono Saragih	Head of Manpower Division, GAPKI

Training Beneficiaries: FGD Participants

No	Name	Designation
	F-HUKATAN (KSBSI)	
1	Mr. Reza Satriadi	Bengkayang (West Kalimantan)
3	Ms. Nazumiati	Bengkayang (West Kalimantan)
4	Mr. Masihari Nahampun	Binjai (North Sumatra)
5	Ms. Dwindi Sundari	Binjai (North Sumatra)
6	Mr. Yuce	Lahat (South Sumatra)
	F-KAMIPARHO (KSBSI)	
7	Mr. Aritonang	Dumai (Riau)
8	Ms. Rofiah	Dumai (Riau)
9	Mr. Yusuf Supardi	Bengkayang (West Kalimantan)
10	Ms. Siti Fatimah	Mempawah (West Kalimantan)
11	Mr. Mardianto	Banyuasin (South Sumatra)
12	Mr. Sutopo Wiyono	Banyuasin (South Sumatra)
	F-NIKEUBA (KSBSI)	
13	Ms. Seni Karlina	Lahat (South Sumatra)
14	Mr. Irhamsyah	Lahat (South Sumatra)
15	Mr. Arifai	Banyuasin (South Sumatra)
16	Mr. Joko	Banyuasin (South Sumatra)
17	Mr. Abdul Halim	Banyuasin (South Sumatra)
	FSPPP (KSPSI)	
18	Mr. Eko Joni	Landak (West Kalimantan)
20	Mr. Yasiduhu Zalukhu (Yusuf)	Landak (West Kalimantan)
21	Mr. Almansyur	Jakarta (DKI Jakarta)
	JAPBUSI	
22	Mr. Fahri	FP4K (K-Sarbumusi)
23	Ms. Nursanna Marpaung	F-HUKATAN (KSBSI)
24	Mr. Mathias Mehan	F-HUKATAN (KSBSI)
25	Mr. Supardi	FSB KAMIPARHO (KSBSI)
26	Ms. Sulistri	FSB KAMIPARHO (KSBSI)
27	Mr. Efendi Lubis	FTA (KSBSI)
28	Ms. Feni	FTA (KSBSI)
29	Mr. Bambang	FSB-NIKEUBA (KSBSI)
30	Mr. Dwi H.	FSB-NIKEUBA (KSBSI)
31	Mr Syafrudin Rosada	FKUI (KSBSI)
32	Ms. Diah Meiyanti	FKUI (KSBSI)
33	Mr. Dedih Suhendi	F-LOMENIK (KSBSI)
34	Mr. Saadi	FSPPP (SPSI)
35	Mr. Sukimin	FSPPP (SPSI)
36	Mr. Idris Palar	SPSI

Annex D: Validation Notes

Annex E: Evaluation Terms of Reference

ADVANCING WORKERS' RIGHTS IN INDONESIA'S PALM OIL SECTOR Terms of Reference for mid-term internal evaluation

Project Title	Advancing workers' rights in Indonesia's palm oil sector
ILO DC project code	IDN/18/02/USA (ILO DC Code modified to RAS/18/10/USA)
Donor	USDRL (US Department of States, Bureau of Human rights and Democracy, Labour and Human Rights)
USG FAIN/ Grant Number	SLMAQM19GR2200
Approved budget for Indonesia	US\$ 691,358
ILO Administrative unit	ILO Country Office for Indonesia and Timor Leste (CO-Jakarta)
ILO Technical Backstopping Units	SECTOR
Project start date	7 September 2019 ²
Project end date	31 August 2023 ³
Project budget (2019- 2021)	US\$ 691,358
Evaluation date and fieldwork dates⁴	20 December 2021 - 28 February 2022
Evaluation manager	Yunirwan Gah National Project Coordinator, Advancing workers' rights in Indonesia's palm oil sector
Evaluation Type	Internal mid-term evaluation
ILO P&B	IDN 127: Improved access to quality jobs in Indonesia's rural economy P&B linkages: Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all. Output 3.2. Increased capacity of member States to formulate and implement policies and strategies for creating decent work in the rural economy
Sustainable Development Goals	Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
USG indicators	DR.4.5-1: Number of independent worker organizations supported by USG to promote international labor standards.

² Actual implementation commenced in November 2019 following recruitment of staff.

³ Initial end date is on the 27th of August 2021.

⁴ Due to pandemic field work date will be adjusted to other alternative of data gathering from the field as appropriate.

A. Background Information

a. Project background

Indonesia's palm oil sector is a major source of employment and livelihoods for millions of rural workers. Yet many jobs in the sector are characterized by decent work deficits. Areas that have been identified as requiring particular attention are: labour rights and in particular fundamental principles and rights at work, such as freedom of association and collective bargaining, child labour and discrimination; employment relationships and wages; and occupational safety and health (OSH).⁵ Drawing from the ILO's extensive experience in technical cooperation initiatives on the promotion of decent work in the rural economy, and in particular the agro-food sector, and taking into consideration the multifaceted nature of challenges faced by workers at the base of agricultural supply chains, since 2019, the ILO has been implementing a development cooperation project, with support of the US Bureau of Democracy, Human Rights and Labour, aiming at promoting sustainable rural livelihoods and decent work through improved access to labour rights in Indonesia's palm oil supply chain. In September 2021, the project received a cost extension for another 24 months, to expand its geographical and thematic coverage.

Project objective and strategy

The project is designed to ensure that **Indonesian unions in the palm oil supply chain effectively advocate for their members' access to fundamental workers' rights, in particular freedom of association and collective bargaining**. To achieve this objective the project strategies its intervention under four outcomes:

- *Outcome 1:* In-depth knowledge about opportunities and challenges for the promotion of freedom of association and collective bargaining and effective social dialogue in the sector.
- *Outcome 2* strengthened national-level coordination and engagement among trade unions in the palm oil supply chain, as well as their capacity to advocate for their members, through the effective functioning of the national palm oil union network.
- *Outcome 3* Improved capacity of labour unions and workers in the sectors/sub-sectors of the palm oil supply chain at the enterprise level, in particular plantation workers, to advocate for and access their rights.
- *Outcome 4*, Sound industrial relations are facilitated through strengthened capacity of the tripartite constituents to participate meaningfully in social dialogue

A more detailed outputs and activities under each outcome can be found in the following [project brief](#).

b. Key achievements to date and current implementation status

Despite of the COVID-19 pandemic, the project has been able to make some notable key achievements⁶:

⁵ ILO: "Promoting decent work in Indonesia's palm oil sector: A diagnostic study results", Jakarta, 2015 (unpublished); ILO: "Summary of discussion in the SCP workshop", Palembang, 3-6 March 2020.

⁶ As of September 2021

Outcome 1.

- At the national level, the Palm oil trade unions network has been able to develop a joint strategic plan for the sector to enhance the freedom of association and collective bargaining.
- A total of 105 participants, over 50 per cent of the participants were women, representing 58 institutions across government, workers' and employers' organizations, civil society, and academia had attended a virtual rural academy on decent work.

Outcome 2

- At the national level, with the project's technical support, the Palm oil trade union network has obtained its legal status, and 9 trade union federations have strengthened their capacity to promote freedom of association and collective bargaining.

Outcome 3

- The Project's support has enabled 40 local trade unions at palm oil plantations and factories level affiliated with the Network to plan, advocate and negotiate their rights based on the international labour standards and national law. By the end of June 2021, a total of 28 bipartite meetings at nine palm oil plantations, in the 3 targeted provinces held resulting on the development of 17 collective bargaining agreements, with three among them signed by the end of September 2021.

Outcome 4

- By the end of June 2021, a total 133 inspection visits were carried out as part of the implementation of the strategic compliance planning in South Sumatra, North Sumatera and West Kalimantan province. In addition, a series of dialogues have enhanced the bipartite relationship between the sectoral employers' organisation (GAPKI) and the Network.

c. Linkages with the SDG and Government's plan

The overall project intervention is expected to contribute to the Indonesia's effort in reaching the SDG 8 on decent work and economic growth including its Long-Term Development Plan (RPJPN) for 2005–25. Moreover, the project also provided technical support to the implementation of a presidential decree No. 06 (2019) on the Indonesian Sustainable Palm Oil National Action Plan, which includes such areas as the promotion of compliance to the applicable labour norms at the national level and enhancing OSH in the palm oil sector.

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 Group⁷. 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.

⁷ ILO evaluation policy, 2017 can be found at [Annual evaluation report 2016–17 \(ilo.org\)](#)

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

- Evaluate project progress achieved to date, focusing on the four 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 2021**. It will verify key achievements, emerging good practices and lessons learned. A set of practical recommendations will be included in the internal 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 three targeted provinces, i.e. South Sumatera, North Sumatera, and West Kalimantan.

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 evaluation⁸. 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 (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 palm oil sector?*

- **Validity of design**

Key questions:

- *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?*

⁸ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746814.pdf
www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

- *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**
 - *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 which might also include initial response to the COVID-19 pandemic situation. 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 and SECTOR in ILO HQ).
- Utilize multiple sources and methods. First-hand data will be collected from different key stakeholders with different perspectives, namely direct beneficiaries (targeted workers at palm oil plantation level), the ILO's project partners such as labour inspectors both at the provincial and national level; the Palm oil trade union network, and the Palm oil employers' association (GAPKI).
- 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 from North Sumatera, South Sumatera, and West Kalimantan.

Considering the uncertainty of changes during the COVID-19 pandemic, the evaluation process will be carried out by following the [ILO guidelines on](#) protocol for conducting evaluation during the pandemic⁹. This covers using alternative approaches and methodology that will be used in gathering information (e.g. using a combination of in-person and online interviews, or entirely virtually, if necessary).

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 (5 working days)**
- **Deliverable 2: Internal mid-term evaluation report (10 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 January 2022.
- **Deliverable 3: Stakeholder debrief and PowerPoint Presentation (PPP) (5 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 February 2022.
- **Deliverable 4: Final evaluation report with executive summary (5 working days)**
A final report incorporating all inputs and comments from EVAL unit 28 February 2022.

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. Payment

The ILO will pay a total amount of IDR 87.500.000 at the daily rate of IDR. 3.500.000,- for 25 work days. The payment will be made in two instalments:

⁹ Implication of COVID-19 in the ILO [wcms_744068.pdf \(ilo.ch\)](#)

- 25% of the total fee paid upon submission of the deliverable 1 and deliverable 2;
- Remaining 75 % of the total fee paid upon submission of deliverable 3 and deliverable 4.

The consultant should have their own equipment and means of communication. In the event that the work provided for in this contract is unsatisfactory or fails to conform to the conditions set out above, the ILO reserves the right, as appropriate, to interrupt it, to request that it be corrected or modified, or to refuse to accept it.

G. 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 and SECTOR. 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.

H. 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;
- EVAL protocol on collecting evaluative evidence on the ILO's COVID-19 response measures
- 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.)