



International
Labour
Organization

Final Internal Evaluation

Strengthening Industrial Relations in Indonesia (SIRI) Project
Building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy.

FINAL REPORT

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ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO SIRI Evaluation Program Manager Indonesia.

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Acronyms

ACTRAV	Bureau for Workers 'Activities
APBGATI	Aliansi Pekerja/Buruh Garmen, Alas Kaki dan Tekstil Indonesia (Alliance of Indonesian Garment, Footwear and Textile Workers)
BWI	Better Work Indonesia
DWCP	Decent Work Country Programme

ESDC	Employment and Social Development Canada
EQs	Evaluation questions
EVAL	ILO Evaluation office
FGD	Focus Group Discussion
FoA	Freedom of Association
FSB GARTEKS	Federasi Serikat Buruh Garmen, Kerajinan, Tekstil, Kulit dan Sentra Industri (Federation of Garment, Craft, Textile, Leather and Industrial Centre Trade Unions)
FSP TSK	Federasi Serikat Pekerja Tekstil, Sandang dan Kulit (Federation of Textile, Garment and Leather Trade Unions)
ILO	International Labour Organisation
IR	IR Industrial Relations
ITC ILO	International Training Centre of the International Labor Organization
KII	Key Informant Interview
KSBSI	Konfederasi Serikat Buruh Sejahtera Indonesia (Confederation of Indonesian Welfare Trade Unions)
KSPI	Konfederasi Serikat Pekerja Indonesia (Confederation of Indonesian Trade Unions)
KSPSI	Konfederasi Serikat Pekerja Seluruh Indonesia (Confederation of All Indonesian Trade Unions)
MoM	Ministry of Manpower
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
PAC	Project Advisory Committee
RDPL	Rancang Disain Program Linimasa
ROAP	Regional Office for Asia and the Pacific
SDG	Sustainable Development Goal
SIRI	Strengthening Industrial Relations in Indonesia
SPN	Serikat Pekerja Nasional (National Trade Union)
SPSI	Serikat Pekerja Seluruh Indonesia (All Indonesian Trade Unions)
TNA	Training Needs Analysis
TOR	Terms of Reference
TOC	Theory of Change
TU	Trade Union
TURC	Trade Union Rights Center
TUSSO	Trade Unions' Solidarity Support Organization
UN	United Nations
USD	United States Dollars

EXECUTIVE SUMMARY

Background

“Strengthening Industrial Relations in Indonesia: Building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia’s garment sector and participate more actively and inclusively in key national policy advocacy” (hereafter, SIRI) is part of an overall strategy by the ILO and Better Work Indonesia programme to strengthen industrial relations in Indonesia’s garment sector. Project aims to achieve it by supporting trade unions in professionalizing and upgrading their operational, technical and policy engagement capacity, at both the federation, branch and workplace level. To add, specific considerations will be taken in influencing constructive engagement practices towards women members and inclusion. The SIRI programme is funded by the Employment and Social Development Canada (ESDC) valued at US\$ 590,551. It commenced in March 2022 to March 2025, with 36 months programme duration.

As prescribed in the programme document, an independent final evaluation is required prior to the completion of the programme. The Terms of Reference (TOR) for the final evaluation were developed by ILO Indonesia and Timor Leste Country Office, which provide the objectives and guiding framework for the evaluation.

While this independent final evaluation was commissioned to assess the SIRI programme implementation period January 2024 to December 2024, in terms of its relevance, coherence, effectiveness, efficiency, impact and sustainability. The evaluation used a combination of document review and key informant and group interviews with a comprehensive range of stakeholders and beneficiaries to address the evaluation questions.

Key Findings and Conclusions

Relevance

The SIRI programme was highly relevant to the need to strengthen garment sector in Indonesia and ESDC priority. The programme addressed crucial aspects of fundamental labor rights, contribute to the well being of labor and supporting Canadian government policy on women empowerment. While the evaluation interviews with trade unions as direct beneficiaries corroborated the focus of the programme on assisting trade unions in the garment sector. Several trade union respondents explained that a professional management system and digitization has been their concern for years. While the situation analysis provided in the programme document presented adequate evidence regarding the increased number of industrial relations cases which heightening the importance of strengthening trade unions to organize and negotiate with companies as well as digitalizing their member database and grievance mechanism.

The SIRI programme aims to strengthen industrial relations in Indonesia’s garment sector through supporting trade unions in professionalizing and upgrading operational, technical and policy engagement capacity, at varied levels of federation, branch and workplaces. The program also specifically designed activities on how to mainstream gender within the organization structure and programs.

Project responded well to the situation and challenges faced by trade unions and workers of the garment sector. While objectives, outcomes and performance indicators are relevant and fit with the programme of participating trade unions of the Indonesia’s garment sector, specifically on capacitation, gender mainstreaming and digitalisation.

To add, programme intervention logic was valid and project logic also generally coherent. While the three strategic dimensions represented in the theory of change were valid in building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy; trade unions in the garment sector to engage in inclusive and -responsive policy analysis and dialogue; as well as operate, connect, recruit, retain members, and elect women leaders.

For decades, trade unions specifically within the garment sector faced with varied challenges. Among others, declined membership, deficiencies and gaps in garment trade union's internal systems for data and members' management and outreach; lacking of women leadership in trade unions; the absence of gender-inclusive policies and practices at the trade union organizational structure level; lacking of capacity and effective coordination for policy advocacy which negatively affecting trade union bargaining power, and difficulties in being recognized as a viable partner to government and employers in addressing issues affecting the garment sector and industrial policy in general.

The SIRI programme aims to strengthen labor unions through capacitation on aspects that are currently lacking like women leadership in trade unions; the absence of gender-inclusive policies and practices at the trade union organizational structure level; lacking of capacity and effective coordination for policy advocacy which negatively affecting trade union bargaining power as well as digitalization of grievance mechanism and membership database management.

While the targeting rationale is well articulated and justified. The programme places an emphasis on selection of trade unions of the garment sector, which is female dominated and faced with numbers of gender based issues like sexual harassment and discrimination. Further, the interviewed trade unions stated that gender mainstreaming and inclusion has become crucial aspect and concerns for them for years. The SIRI programme designed specific activities to mainstream gender for trade unions and members. Among other, participatory gender audit and women leadership training. Although trainings did not provide for an intensive level of support, the programme has benefited a large number of beneficiaries in terms of knowledge, skills and network.

The SIRI programme is directly relevant to the UN Sustainable Development Goals (SDGs) on gender equity, sustainable employment and inclusion number 5, 8, and 10. Specifically, in its focus on women's skills and leadership capacity it contributes to:

Goal 5. Achieve gender equality and empower all women and girls. In particular it supports target 5.5: Ensure women's full and effective participation in equal opportunities for leadership at all levels of decision making in political, economic and public life.

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. The programme also addresses Target 8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

While the third SIRI programme outcome "to enhance the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation" contributes to:

Goal 10. Reduce inequality within and among countries, and particularly target 10.2: By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race ethnicity, origin, religion or economic or other status.

The SIRI programme also highly relevant with the ILO's Decent Work Country Programme for Indonesia 2020-2025, which prioritizing a sound industrial relations and effective social dialogue to improve working conditions and labour productivity. Further, the programme also contributes to Better Work Indonesia Strategy 2023-2027, specifically Outcome 3 which supports the realization of effective social dialogue by strong actors at enterprise and sectoral/national level and gender-sensitive outcomes.

Coherence

Regarding internal coherence, both the design and implementation of the programme reflected a high level of collaboration and cohesion between the ILO programmes of Better Work and SIRI. This was exemplified in collaborative actions by the two programmes to support the outcome 3 of SIRI Programme, through their networks with the beneficiaries and expertise, as well as joint collaboration in the advocacy efforts.

In terms of external coherence, the SIRI programme enabled stronger partnerships among the two programmes of Better Work and SIRI, linkages with other TUSSO organizations, and provided opportunities for new partnerships and expanded networks to be forged.

Effectiveness

The SIRI programme achieved a wide reach with its interventions, considering its short duration, serving over 500,000 direct beneficiaries to date. While the partners have completed most of the activities planned, despite technical challenges experienced like conflicting schedules among parties involved in the project, limited trade unions experiences with digitalization of database management, etc.

The programme has met or exceeded most of its performance targets at activity and outcome level. While a small number of interventions like the Participatory Gender Audit are quite delayed, they are completed before the end of the programme. The short timeframe was the biggest challenge and constraint to the programme.

A key factor that facilitated the achievements was the selection of experienced implementation partners, trainers and digital application developer with extensive knowledge, skills and networks in the sector where they worked. This was also enhanced by the expertise and relevant organisational networks of the ILO staff themselves.

The evaluation also found that applications, training modules and participatory gender audit was carefully developed by the SIRI partners to produce a resource applicable for offline training and online independent learning.

And through a wide variety of partnerships, with prominent digital application developer, experienced trainers and trade unions, the programme reached a wide audience of garment workers, government, employers and the public and generated wide-reaching discussion and awareness on gender equity and inclusion within the organization.

Efficiency

The programme's management and coordination structure comprising a team of two staffs (one program and one administrative finance) from ILO Jakarta & Timor Leste office as well as the ROAP office in its oversight role, worked efficiently. Staffing provision was effective and efficient overall. The SIRI programme benefited from having a strong complement of staffs to implement the programme. To add, the ILO ROAP and Jakarta Timor Leste offices assigned competent back stoppers who combined their SIRI programme responsibilities with other programme responsibilities.

While the partners exhibited varied efficiency in the use of time. Financial resource use exhibited a relatively high effectiveness in terms of the budget proportions allocated to the interventions. The partners monitored and reported on progress frequently, keeping data up to date. They also made an effort to capture changes at outcome as well as activity level. While the programme's Results-based Monitoring (RBM) framework and its indicators applied the principles of results-based monitoring.

Emerging Impacts

At the individual level, the short-term interventions of the programme generated important changes in garment worker's that shift the manual grievance procedure to new and emerging digitalised applications. To add, there's an early sign of increasing opportunities for workers to communicate their grievance without worrying of losing their jobs as indicated by number of cases reported through the new digitalised grievance applications.

The evaluation also found that the SIRI programme indirectly brought impacts on its implementing partner capacity, including increased capacity to develop applications for different sector of fishery and palm oil, wider partnerships and increased knowledge on gender mainstreaming and inclusion.

Broader social impacts are difficult to predict at this early stage, but the SIRI programme has helped a significant number of trade unions management and garment workers to adapt with the new digitalised grievance applications as well as mainstream gender into practices and enhanced negotiation and advocacy skills within the participating trade unions.

While the research on the Omnibus Law Impacts, Participatory Gender Audit, modules development on negotiation, advocacy and labor law guideline (LLG) website and videos, are expected to pave the way for a stronger trade unions and garment workers to better understand, advocate and negotiate their rights and equal opportunity with respect to gender and inclusion.

Sustainability

The central sustainability strategies of the programme were founded in the capacitation interventions of garment trade unions towards an effective and stronger union that can organize effectively, advocate for all workers within Indonesia's industrial relations framework, and actively and inclusively participate in key national policy development and reform processes.

Sustainable results are evident in the heightened the capacity of the key actors of the participating trade unions, trainers, developer and garment workers to improve management of digitalised database management system, advocacy, negotiation, gender and inclusion knowledge and skills in the workplace.

Regarding the training interventions, these have generated some sustainable training resources that can be accessed by a wider audience or re-used by the partners in the future. Thematic trainings based

on organization needs to enhance capacity of the participating trade unions was an effective intervention that enhanced trade unions knowledge and skills on how to mainstream gender within the organization practices and structure, negotiate, and digitalization of grievance mechanism and membership database.

Furthermore, the project helped to raise training provider capacities for effective advocacy and negotiation skills training, especially in the garment sector. Similar with the digital applications developer, the project helped to improve their capacities for developing digital applications for different commodities of palm oil and fishery.

Through a wide variety of partnerships, with YKK/BWI, gender expert, advocacy expert, trade unions, non-government organization worked on labor and garments sector, and developer, the programme disseminated messages and generated wide reaching discussion platforms on the issues of grievance mechanism, workplace gender equality and inclusion.

Recommendations

Recommendations to enhance the SIRI programme interventions

- Efforts to mainstream gender in the participating trade unions and allocated resources to monitor results from participatory gender audit implemented through SIRI Program Phase 1 is advised.
- Efforts to socialize the applications for trade union members (through cost sharing scheme with trade union) is advised.
- Continue technical capacitation process for trade union staffs managing the applications to ensure skills and knowledge transfer.
- Continue regular dialogues with TUSSO organizations as learning and sharing platforms at the national level.
- Efforts to have Ministry of Manpower and Association supports within the future SIRI programme implementation is advised.

Recommendation to improve ILO institutional management for program implementation

- In future trade union capacitation programmes, the ILO and donor are advised to allocate more time for implementation, at least three years, to permit longer mentorship support and to enable impacts on gender mainstreaming to occur and be assessed.
- If possible, the ILO is advise to allocate more human resources in managing such a multi stakeholder programme. And where donor permits, consideration should be given to alternative staffing modalities assigned to project budgets, rather than recruiting new staffs which requires time.

1. Introduction

1.1. Background

“Strengthening Industrial Relations in Indonesia: Building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia’s garment sector and participate more actively and inclusively in key national policy advocacy” (hereafter, SIRI) is part of an overall strategy by the ILO and Better Work Indonesia programme to strengthen industrial relations in Indonesia’s garment sector. Project aims to achieve it by supporting trade unions in professionalizing and upgrading their operational, technical and policy engagement capacity, at both the federation, branch and workplace level. To add, specific considerations will be taken in influencing constructive engagement practices towards women members and inclusion. The SIRI programme is funded by the Employment and Social Development Canada (ESDC) valued at US\$ 590,551. It commenced in March 2022 to March 2025, with 36 months programme duration.

As prescribed in the programme document, an independent final evaluation is required prior to the completion of the programme. The Terms of Reference (TOR) for the final evaluation were developed by ILO Indonesia and Timor Leste Country Office, which provide the objectives and guiding framework for the evaluation.

1.2. Programme Context and Overview

Context¹

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

In response to such circumstance, the SIRI project was initiated by ILO (funded by the ESDC) in March 2022. Project aims to achieve it by supporting trade unions in professionalizing and upgrading their operational, technical and policy engagement capacity, at both the federation, branch and workplace level. While specific consideration will be taken in influencing constructive engagement practices towards women members and inclusion. The project works mostly with trade unions of the garment sector.

Programme Objectives and Implementation

¹ This section is extracted from the project document.

The SIRI programme was designed to ensure building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy. To achieve this objective, there are three outcomes designated as briefly described in Table 1.

Table 1. Programme Overview

Objective	Description
to ensure building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy.	
Outcome 1: By 2025, the capacity of trade unions in the garment sector to operate and connect, recruit, and retain members, and elect women leaders, is enhanced.	<i>Output 1.1.</i> An enhanced data management system for outreach, retention, and recruitment of union members has been developed and used by trade unions targeted by the project. <i>Output 1.2.</i> Digital tools are developed, adapted, and used by the targeted trade unions to maintain membership data, implement membership surveys, and service membership needs. <i>Output 1.3.</i> Participatory Gender Audit
Outcome 2: By 2025, the capacity of trade unions in the garment sector to engage in inclusive and gender-responsive policy analysis and dialogue is improved.	<i>Output 2.1.</i> A five-year workers' agenda strategy for targeted trade unions and APGATI is designed and gradually implemented. <i>Output 2.2.</i> A group of selected union members and leaders, particularly women, are trained and coached with advanced skills in advocacy and policy. <i>Output 2.3.</i> A research brief or report is undertaken and published on a critical theme and priority defined by the workers 'agenda (e.g., the impact of the Omnibus law)
Outcome 3: By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved.	<i>Output 3.1.</i> Garment workers at BWI factories are sensitized and trained about their rights (including on the new labour law) <i>Output 3.2.</i> Unaffiliated unions (and other trade unions) at the factory level experience strengthened capacity to organize, run a union and engage in workplace cooperation

Theory of change (TOC)

The intervention logic supporting the programme described above uses “if-then” propositions. It posits that:

If

- 1) The capacity of trade unions in the garment sector to operate and connect, recruit, and retain members, and elect women leaders, is enhanced;
- 2) The capacity of trade unions in the garment sector to engage in inclusive and gender-responsive policy analysis and dialogue is improved;
- 3) The capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved;

Then, the effectively organised, active and inclusive garment sector workers and their representatives will be occur to participate more actively and inclusively in key national policy advocacy because the necessary capacities and conditions for the capacitated, organised, active and inclusive garment sector workers and representatives are in place.

Programme Implementation

The programme is implemented by ILO Jakarta and Timor Leste Office partnered with the four Garment Federations represented at the ILO BWI programme advisory committee (PAC):

1. The FSP TSK KSPSI, the garment federation associated to the Confederation of All-Indonesian Workers Unions/Konfederasi Serikat Pekerja Seluruh Indonesia (KSPSI).
2. The Federasi Serikat Pekerja Tekstil, Sandang dan Kulit Serikat Pekerja Seluruh Indonesia (FSP TSK – SPSI).
3. SPN, the garment level federation of the Indonesian Trade Union Confederation or Konfederasi Serikat Pekerja Indonesia (KSPI).
4. Garteks/The garment federation associated with the Confederation of All Indonesian Trade Union (KSBSI).

2. Evaluation Purpose, Scope, and Clients

There are two purposes of the SIRI programme evaluation. The first purpose is to serve accountability; namely accountability to the donor (ESDC), and the accountability of the partners to their beneficiaries, specifically the garment sector and other stakeholder. Secondly, the evaluation findings and insights will contribute to the organizational learning of within the ILO to identify good practices, impact and key challenges.

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

1. Apply the OECD/DAC criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability) to assess the project's achievement of its stated objectives, outcomes, and outputs.
2. Evaluate the synergies and sustainability of the project's interventions in relation to the SDGs, the DWCP, national strategies and frameworks, and other ILO projects relevant to the garments sector.
3. Document the lessons learned, identify project strategies and good practices, and provide recommendations that will support organizational learning and knowledge sharing for the ILO, ESDC, and other key stakeholders in future interventions in the garment sector.

The evaluation scope covers the SIRI programme implementation period between 1 January 2024 to December 2024. It will cover all geographical regions that the programme has its operation in the garment sector.

To add, the final evaluation use the project documents, the quarterly progress reports, the mid-term evaluation reports, and other reports, knowledge products, and documentation produced by the project. The evaluation also involve meetings and interviews with key stakeholders, target beneficiaries, implementing partners, program staff, as well as other staff of ILO offices from other ILO projects that work with the project under the DWCP framework; desk reviews and analysis of information from the project's monitoring and reporting. Further, the evaluation integrates gender equality and non-discrimination, inclusion, human rights, international labor standards, tripartism and social dialogue as cross-cutting themes throughout its deliverables and process. In this regard, the evaluation is guided by EVAL guidance notes on gender, norms and tripartism, as well as stakeholder participation.

The primary users of the evaluation findings are the ILO Jakarta and Timor Leste Office and ESDC, the SIRI programme donor. While secondary users of the evaluation findings are other interested partners, academics, other ILO units and regions, and the public.

3. Evaluation Methodology

3.1. Evaluation Criteria and Questions

As determined by the TOR, the evaluation addresses the six Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria: relevance, coherence, effectiveness, efficiency, sustainability and impact orientation. The TOR provide a set of Evaluation Questions (EQs) under each of these thematic criteria. The evaluator reviewed the EQs and made minor suggestions for the evaluation questions in italic.

The TOR also outlined that methodology should be responsive to the ILO's normative and tripartite mandate, and gender and inclusion related guidelines as well as ensuring participatory approach and, to the extent possible, include beneficiaries as part of assessing the relevance, effectiveness, impact orientation and sustainability of the ILO's project implementation. These include but are not limited to:

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

Table 2 Evaluation Criteria and Key Questions

Assessment Criteria	Specific Questions to be addressed
Relevance (Did the programme do the right things in the context?)	<ul style="list-style-type: none">• Did more relevant needs emerge that the project should have addressed?• Did the project address a relevant need for the trade union in garment sector?• <i>To what extent has the programme responded to the needs of constituents, beneficiaries and recipients in Indonesia, especially in the garment sector?</i>• <i>How relevant is the programme to the partners' respective country programmes in Indonesia?</i>
Validity (How well does the intervention fit with programmes of participating and other actors?)	<ul style="list-style-type: none">• Were the planned project objectives and outcomes relevant and realistic to the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?• What were the main means of action? Were they appropriate and effective to achieve the planned objectives?• Were the targeted indicator values realistic and could they be tracked?

Assessment Criteria	Specific Questions to be addressed
Effectiveness (Is the programme achieving its objectives?)	<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? • <i>To what extent were the partners able to complete their individual workplans?</i> • <i>Were there any unexpected outcomes?</i> • <i>What were the facilitating factors and hindering factors that contributed to the programme achievement?</i>
Efficiency (How well are resources being used?)	<ul style="list-style-type: none"> • Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve outcomes? <i>Could they have been allocated more effectively and if so, how?</i> • 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? • Has programme management and staffing to implement and monitor the programme been adequate? 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? • How efficient is the monitoring and oversight of the programme and it has affected the delivery of the programme? • <i>To what extent has the programme leveraged resources of other projects/programmes, and through partnerships with other organizations, to enhance the programme impact and efficiency?</i>

Assessment Criteria	Specific Questions to be addressed
Impact Orientation and Sustainability (What difference does the programming make? Will the benefits last?)	<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)? • <i>Has the programme developed and integrated an exit strategy in its work?</i> • 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)? • <i>What are the indications that the programme will contribute to potential transformative effects on gender equality and inclusivity at the garment sector?</i> • <i>What lessons were learned by partner agencies that can inform future collaborations?</i> • <i>To what extent will activities, results and effects be expected to continue after project activities have ended? How will this be ensured? What is the strong evidence that they would be continued?</i> • <i>To what extent were sustainability considerations taken into account in the programme interventions?</i>

Cross-cutting policy drivers

In answering the above questions, the evaluation will integrate analysis of cross-cutting policy issues of gender equality and non-discrimination concerns, as well social inclusion.

3.2. Evaluation Approach

This is a final internal evaluation for the SIRI project. The guiding principles that inform the process include consultation with partners, agreement on evaluation method, respondent sampling, timeline and one final independent evaluation report. The Evaluation Manager, is SIRI Programme Manager of ILO Jakarta and Timor Leste Office. While the evaluator is Ms. Maria Epik Pranasari that is responsible for developing the methodology, managing data collection, documentation of informant interviews, analysing the data, writing the evaluation report and presenting findings to the relevant stakeholder.

The Evaluator will carry out the evaluation according to the United Nations Evaluation Group (UNEG) norms and standards as well as the Organisation of Economic Cooperation and Development / Development Assistance Committee (OECD/DAC) evaluation quality standards. The evaluator will apply guidance provided in the ILO/EVAL applicable guidance notes.² It will integrate gender sensitive evaluation approaches by balancing the male and female respondent numbers to the extent possible, presenting data and information that are disaggregated by sex and by assessing gender differences in the relevance and effectiveness of ILO strategies and outcomes.

² For example, Guidance notes 3.1: Integrating gender equality in monitoring and evaluation
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf

As per the terms of reference, the evaluation will use a qualitative method to ensure the validity and reliability of the findings; and a participatory approach in that, to the extent possible, the evaluation will involve the participating key stakeholders, such as constituents, implementing partners and or affiliated consultants, and programme staff. The evaluation is taking place in a very short time from January 7th to January 30th, 2025. Given these considerations, the ILO's SIRI's Programme Manager and the Evaluator determined that this evaluation will be conducted using remote methods of consultation.

3.3. Phase one: Inception

The inception phase corresponds to the period January 7th to January 12, 2025 and will conclude once EVAL approves the inception report and draft data collection instruments. The evaluation began with a kick-off meeting between the SIRI Programme Manager representing ILO Indonesia and Timor Leste Country Office and the Evaluator to discuss the roles of the programme manager and relevant staffs in supporting the evaluator, the data collection methodology and timeframe of the evaluation. During the inception period, the SIRI Program Manager shared key documents and enabled access of the evaluator to the SIRI documents. With this preliminary information, the evaluator began conducting its document review and prepared this Inception Report. The key documents reviewed to date are listed in Annex E. In close collaboration with the SIRI Program Manager, the Evaluator conducted a mapping of the interventions and developed a list of key informant interviewees following purposive selection criteria for representation of programme staff, partner agencies and beneficiary focus group participants. The SIRI Program Manager then supported the evaluator to develop the schedule of key informant and beneficiary interviews. The Evaluator also developed the Evaluation Data Collection Matrix (Annex A) and also prepared draft data collection protocols including key informant and focus group guidelines and protocols.

3.4. Phase Two: Data Collection

Following the SIRI Programme Manager/Evaluation Manager's approval of the Inception Report, the data collection phase will commence. The Evaluator will use a qualitative method evaluation approach to answer the key evaluation questions using several data sources and collection methods.

The **Evaluation Data Collection Matrix** in Annex A presents the data collection methods and key informants by key evaluation question organized by evaluation criteria. By triangulating the results obtained from different data sources and methods, the evaluation team will aim to ensure the validity and reliability of the evaluation findings.

The protocols to guide data collection are attached in Annex C. The purpose of these protocols are to: (1) ensure the Evaluator covers all key issues during data collection; (2) elicit rich, sometimes unanticipated, information from respondents; (3) help organize information in a form that the Evaluator can usefully and efficiently analyse; and, (4) ensure that the Evaluator collects sex-disaggregated and other interesting and relevant data, and that it gathers information to assess the extent to which the SIRI addressed the specific concerns of both male and female stakeholders and beneficiaries.

Guiding Principles

The Evaluator will conduct data collection with two guiding principles in mind:

1. **Informed Consent:** The evaluator will administer informed consent scripts and ask for respondents' verbal consent to ensure that respondents understand the purpose and voluntary nature of the interview/focus group participation.
2. **Confidentiality:** The confidentiality of key informants is a priority for the evaluator. The evaluator will produce reports that aggregate data and omit personal identifiers. Although the Evaluator may use quotes, the individuals making the quote will not be named in the report.

Data Collection Methods

Document Review: The evaluator will draw qualitative data from SIRI programme and background sources. Other documents may be received and reviewed during key informant interviews. Annex E includes a preliminary list of documents to be consulted by the evaluator.

Key Informant Interviews and FGDs: The evaluator will conduct semi-structured key informant interviews with individuals and small focus groups among stakeholders with first-hand knowledge of the SIRI. These will include a cross section of representatives of key stakeholder groups:

- The donor, ESDC
- Participating trade unions
- YKK – Better Work Program
- Affiliated Consultants
- Recipients and beneficiaries of the programme (direct beneficiaries)
- SIRI Project Team
- ILO Office Backstopping Staffs

Selection of implementing partners and beneficiaries.

The evaluator requested the SIRI Programme Manager to map the partners and beneficiaries involved in each of the three outcomes to provide a comprehensive basis for selecting key informants from a cross-section of the project activities interventions. Moreover, in consultation with the SIRI Project Manager, the evaluator developed selection guidelines to identify and select for interview a) implementing partner informants per outcomes, and b) groups of beneficiaries participating in varied activities under three outcomes.

Organization of remote KII interviews.

The Evaluator will conduct individual and group interviews remotely, using online platforms including Zoom, Google meeting, Whatsapp or conventional telephone. Further, the Evaluator will use interview guidelines for each stakeholder type and will take detailed notes of interviews, also drawing on interview recordings with the permission of participants. The Evaluator will conduct interviews in English and or Bahasa Indonesia depending on the respondent's preference and comfort using either language. Given the relatively short time frame and the number of stakeholders involved, interviews and FGD will be held using online platforms. Annex B presents the data collection schedule developed to date.

3.5. Phase three: Data Analysis and Reporting

The evaluation design includes several data collection methods (document review, KIIs, FGDs) that will enable the evaluator to conduct triangulation across different methods.

Data Analysis Methods

The evaluator will employ several data analysis methods to identify key findings from the collected data, as well as to draw conclusions and make recommendations. Likely analysis methods will include the following:

1. **Content Analysis:** Content analysis will entail intensive review and systematic coding of KII and FGD transcripts to identify and highlight the existence of themes, and their frequencies, within the data.
2. **Gap Analysis:** Gap analyses by the team will examine which aspects of the programme if any, fell short of anticipated performance, and the likely factors contributing to these gaps.
3. **Gender and inclusion Analysis:** A key component of the evaluation's analysis will be capturing gender-based and inclusion related findings and conclusions. The evaluator will disaggregate all data collected through KIIs and FGDs by sex and highlight the effects of programme interventions on men and women as well as other gender sensitive analysis.
4. **Quantitative Analysis:** Analysis of data presented in the programme progress reports on the numbers of beneficiaries and target audiences reached compared with programme targets.

Data Analysis Processes

The evaluator will take detailed notes of KIIs and FGDs, organizing and sharing electronic summaries on a rolling basis throughout data collection. The evidence collected to help answer the evaluation questions, as well as identify any discrepancies. Then will triangulate document review and the synthesis of interview data to address each evaluation theme and question.

3.6. Methodological Limitations

The main limitations of the methodology relate to time limitations and the remote data collection methods. In the very short of time, it is not possible for the evaluator to conduct data collection in-person. To mitigate the effects of this limitation, the evaluator meet the participants online in individual or small groups and use the respondents' preferred communication platforms, including regular telephone when necessary. Although time limitations preclude comprehensive data collection, with the support from SIRI Programme Manager, the evaluator has planned to meet a substantial and representative selection of beneficiary corresponding with each intervention and programme partner.

4. Evaluation Workplan and Deliverables

4.1. Workplan

This evaluation will be conducted from January 7th to January 30th, 2025. The workplan includes three phases as follow:

Phase 1: Inception Report production

This will be held in the second week of January 2025 (January 7th to January 12th, 2025). During this phase, the evaluator completing a desk review of documents, drafting of the Inception Report and logistics planning for online data collection.

Phase 2: Data collection and Preliminary analysis

This will be held during the third week of January 2025 (January 13 – 19, 2025). During this phase, the evaluator will collect data and information from the relevant stakeholder. However, due to conflicting schedule from some of respondents, the data collection was conducted until January 23, 2025.

Phase 3: Data Analysis and Reporting

This will be conducted in the fourth week of January 2025. Activities include presentation of initial findings to stakeholders through a stakeholder validation and debriefing workshop, drafting of the evaluation report, circulation of the draft report for stakeholders' comments, and finalization of the evaluation report. The Workplan timeline is presented in Table 3 below:

Table 3. Evaluation Workplan

Tasks	Person Responsible	Dates	Outputs
Phase 1 – Preparation			
Desk Review of project information. Consultation with SIRI Team. Identification of key informants, develop consultation schedule. Preparation of Inception report and data collection instruments.	Evaluator with assistance from SIRI Programme Manager	By 12 January 2025	Evaluation schedule Informant interview and FGD schedule Interview and FGD protocols Inception report
Phase 2 – Data Collection			
Interviews and FGD with key informants	Evaluator with assistance from SIRI Programme Manager	13 – 23 January 2025	Interview and FGD documentation
Phase 3 - Analysis and Reporting			
Stakeholder Validation meeting to present initial findings to stakeholders	Evaluator	23 January	Presentation of preliminary findings

Development of draft report	Evaluator	Between 24 - 27 2025	Draft report
Draft circulated for review and comments Circulate report to key stakeholders for comments and factual check Consolidate comments on draft report	Evaluator, SIRI programme team, stakeholders	Between 27 – 28 January 2025	
Finalize evaluation report Revision of report in response to comments	Evaluator	By 29 January 2025	Final Draft
Submission of the Final Report	Evaluator Manager	By 30 January 2025	
Approval of the Final Report	ILO Evaluation Office		

4.2. Deliverables

As prescribed in the TOR, the evaluation will deliver the following products:

Deliverable 1: Inception report.

Deliverable 2: draft evaluation report.

Deliverable 3: Stakeholder debrief and PowerPoint Presentation (PPP) to share the evaluation findings and recommendations in a stakeholder validation workshop.

Deliverable 4: Final evaluation report with executive summary

5. Evaluation Findings

This section presents the evaluation findings in response to the evaluation questions relating to each of the thematic criteria.

5.1. Relevance

This section addresses the relevance of the programme strategies to build the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy; relevance to the UN SDGs and to DWCP in Indonesia; relevance to the donor' priority (ESDC); and the programme's continued relevance in the context of industrial relations within the garment sector.

5.1.1. Relevance to the needs of beneficiaries and other stakeholders within the garment sector in Indonesia

Finding 1. The documented industrial relations challenges faced by trade unions within the garment sector, and the perceptions of evaluation stakeholders validated the focus on strengthening industrial relations in Indonesia's garment sector.

The SIRI programme aims to strengthen industrial relations in Indonesia's garment sector through supporting trade unions in professionalizing and upgrading operational, technical and policy engagement capacity, at varied levels of federation, branch and workplaces. For example, following series of trainings aimed to enhance professionalism on membership database management and grievance handling mechanism for trade unions, one of the participating trade union, GARTEKS, stated that *"..now we have better knowledge and awareness that documenting and archiving grievances are essential. We've advocated high number of cases from factory, branch and federation levels but not well archived. Hence when we need a specific data, we need to find all files and documents. But now, we can manage and archives our cases and grievances digitally, either at the factory level, branch and federation (GARTEKS, Interviewed, January 2025).*

Through the SIRI project, representatives of factories, branch and federation received varied numbers of trainings and workshops aims to improve skills and knowledge on grievances handling, database management, advocacy, gender, and so on. It is expected that after project, they have enhanced skills and knowledge of topics discussed during project implementation and utilised skills and knowledge at factories, branch and federation levels.

Further, the SIRI program also specifically designed activities on how to mainstream gender within the organization structure and programs implemented. For examples, Program Gender Audit, Gender Inclusive Policy formulation, Women Leadership Trainings, and many more. While to address issues of garment trade union's internal systems related with grievance mechanism, database management and outreach. The SIRI programme has developed three customized digital grievance applications for the three trade unions of SPN, GARTEKS and TSK. Having digitalized membership database management system is instrumental to achieving project objective, i.e. stronger garment sector TU due to varied reasons. For example, with a membership base that spans multiple regions, it has become increasingly difficult to manage information related to trade union membership and grievance.

The situation is worsened by the incomplete, not up-to-date, and does not provide useful insights or support for advocacy of labor issues. To add, keeping track of membership details, and managing communication manually can become overwhelming for administrators. Therefore, alternative such as digital engagement is crucial for trade unions in order for them to connect with members and expand their support base. It is believed that digital tools offer benefits such as improved campaigning, advocacy, and transparency in communication and governance. For trade unions to navigate change and position themselves strategically for the future, they have to embrace the challenges and opportunities driven by technological advancement and digitalisation. Issue to be considered include workers' rights over access to their data, the sustainability of algorithms in the platform economy, and how to effectively represent and serve workers in the digital era so that their voice is heard, and decent work is achieved.

Many trade unions have increased their digital capacity in representing and serving members. They use social media for campaigning, have developed apps to organize or file complaints, and have developed digital membership databases (ILO, 2021, The role of digital labour platforms in transforming the world of work, accessed from https://www.ilo.org/global/research/global-reports/weso/2021/WCMS_771749/lang--en/index.htm).

"...for years, we have concern about our membership database management system. But we know that our budget is very limited to finance the digitalisation. With the SIRI project, we can realise our concern into reality...Interviewed Trade Union, 23 January 2025

The grievance application also performed as a crucial instrument for garment sector which dominated by women. Varied research indicated that women workers often faced issues of discrimination in terms of wage, working hours, sexual harassment and many more.

According to the opinion of interviewed evaluation participants, they didn't want to report any grievances they have in the workplace directly as they are afraid to be fired or intimidated by either managers or working colleagues. As the SIRI digital application on the grievance has instrument for workers to report the incident anonymously, workers felt safe to report their cases to trade unions. While for the trade unions, at the organizational level, technological and digital application is positively contribute to strengthening trade unions' ability to organize and serve their members; to coalition-building and campaigning; and to advancing workers' voice and tripartite dialogue.

For trade unions to be effective and inclusive it is key that technological and digital change are integrated into the process of social dialogue. This can be done by incorporating workers' data rights in collective agreements, and by using digital means of internal and external communication. The situation analysis provided in the programme document presented adequate evidence regarding the increased number of industrial relations cases which heightening the importance of strengthening trade unions to organize and negotiate with companies as well as digitalizing their member database and grievance mechanism.

The evaluation interviews with trade unions as direct beneficiaries corroborated the focus of the programme on assisting trade unions in the garment sector. Several trade union respondents explained that a professional membership database management system and digitization has been their concern for years. In their opinion, there are benefits of digitalizing the database management system. For instance, to increase efficiency of membership management and operation as well as reducing risk of data being misused.

However, due to limited resources, including budget, the trade union was not able to realize their plan until the implementation of SIRI project. A range of beneficiaries' perceptions of the value of the programme for them individually will be explored in the report.

Finding 2. The three strategic dimensions represented in the theory of change were valid in building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy; trade unions in the garment sector to engage in inclusive and - responsive policy analysis and dialogue; as well as operate, connect, recruit, retain members, and elect women leaders.

The overall objective of SIRI project is to strengthened trade unions in the garment sector that can effectively organize, represent and negotiate on behalf of workers in Indonesia's garment sector and participate more actively in key national policy advocacy.

The strategic decision in the SIRI project to enhance capacities of trade unions in the garment sector to operate, connect, retain, recruit members and elect women leaders was valid when the proposal was designed in 2022, trade unions within the garment sector faced with varied challenges. From declined membership, outdated data and members' management and outreach; lacking of women leadership in trade unions to the absence of gender-inclusive policies and practices at the trade union organizational structure level. Facing with such conditions, the SIRI programme designed activities to enhance trade unions capacities on negotiation and advocacy skills, gender mainstreaming as well as modernizing members database, management and outreach.

The textile and garment industry are among Indonesia's oldest sectors and has historically played a vital role in the economy. This sector also still played its roles as a large employer of women, with recent reports showing women making up more than 80% of the workforce in the garment industry. As a logical consequences, there are concerns related with gender based issues and the essential of having gender responsive policy analysis and women leaders within trade unions in the garment sector. The SIRI project has responded to the concerns as reflected in the designated outcomes. Two out of three outcomes are focused to capacitate trade unions in the garment sector (Outcome 1) and mainstreaming gender within the trade union through the inclusive, gender responsive policy analysis and dialogue (Outcome 2).

The results of the National Labor Force Survey of the Indonesia Central Bureau of Statistics shows that the percentage of unionized male workers was 10.53% in 2021. The figure decreased to 10.13% in year of 2022. Similar to male workers, female workers have also experienced a decrease in union participation. In total, the Central Bureau of Statistics reports that approximately 7.53 million workers, or 12.94% of the workforce participated in labor unions. This number decreased in 2022 with only 7.50 million, or 11.76%, of workers being union members. In other words, in 2022, approximately 12 out of 100 workers with employee and self-employed status were union members (Ike, F., The State of Indonesian Labor Unions: Navigating Labor Dynamics and Challenges, 2024, accessed from <https://www.jil.go.jp/english/jli/documents/2024/050-06.pdf>). The SIRI programme aims to strengthen labor unions through capacitation on aspects that are currently lacking, including the declined membership which specifically addressed in Outcome 1.

Moreover, as a labour-intensive sector, labour laws and policies are crucial issues in the garment sector. Recently, Indonesia has just undergone one of the most significant changes in its labour law, enacting Law Number 11 of 2020 on Job Creation. The law amended 77 current regulations, one of which is Law Number 13 of 2003 on Manpower. This law is one of the government's efforts to create and expand employment opportunities to improve the national economy. The SIRI project through its Outcome 3 . By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved, has addressed the needs of garment sector workers on their rights at working places.

5.1.2. Relevance to international and national development frameworks

Finding 3: SIRI programme is directly relevant to three of the UNSDGs, aligns with the ILO's DWCP (Decent Work Country Programme) for Indonesia 2020-2025 prioritizing a sound industrial relations and effective social dialogue to improve working conditions and labour productivity.

As stated in the programme document, the SIRI programme clearly contributes to the UN's 2030 agenda of "Leave No One Behind" in its emphasis on serving vulnerable and marginalised people. The programme also contributes to the Sustainable Development Goals (SDGs) number 5, 8, and 10. Specifically, in its focus on women's skills and leadership capacity it contributes to:

Goal 5. Achieve gender equality and empower all women and girls. In particular it supports Target 5.5: Ensure women's full and effective participation in equal opportunities for leadership at all levels of decision making in political, economic and public life.

Further, the SIRI programme also focused on employment and economic participation and thus contributes directly to:

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. The programme also addresses Target 8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

While the third SIRI programme outcome: "to enhance the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation" contributes to:

Goal 10. Reduce inequality within and among countries, and particularly Target 10.2: By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race ethnicity, origin, religion or economic or other status.

To add, the SIRI programme also supports Canadian government policy on women empowerment and addressing crucial aspects of fundamental labor rights and contribute to the well being of labor. The programme is also highly relevant to the ILO's Decent Work Country Programme for Indonesia 2020 – 2025, which prioritize a sound industrial relations and effective social dialogue to improve working conditions and labour productivity.

Through the digital applications development, the project intended changes that would lead to a sound industrial relations and effective social dialogue. Moreover, for the supported trade unions, technological and digital application developed through the SIRI project has positively contribute to strengthening trade unions' ability to organize and serve their members; to coalition-building and campaigning; and to advancing workers' voice and tripartite dialogue. The integrated technological and

digital has helped the trade union to incorporate workers' data rights in collective agreements as well as filing complaints and industrial relations cases which are essential for advocacy and social dialogue.

Further, the programme also contributes to Better Work Indonesia Strategy 2023-2027, specifically Outcome 3 which supports the realization of effective social dialogue by strong actors at enterprise and sectoral/national level and gender-sensitive outcomes.

5.2. Validity

This section addresses the extent to which intervention fit with programme of participating and other actors.

Finding 4. The project's objectives and outcomes as well as the performance indicators are relatively relevant and fit with the programme of participating trade unions of the Indonesia's garment sector, specifically on capacitation, gender mainstreaming and digitalisation

While the non-government organization worked on labor issues and trainers also highly valued the anonymous feature within the applications because it enables workers to articulate their problems without worrying if they can lose their job when articulate their voice. Moreover, the application can expand services for workers whose factories are relatively isolated.

5.3. Effectiveness

This section addresses the evaluation questions concerning implementation progress and the extent to which the partners achieved their workplans, the extent of achievement of programme objectives, quantitatively and qualitatively, influencing factors, and effectiveness in addressing ILO crosscutting policy issues. The analysis draws on SIRI progress reports and evaluation interview data.

5.3.1 Delivery progress

Finding 5. The participating trade unions have completed most of their planned activities despite the short time frame of project duration.

The implementation agreement between the ILO SIRI Project and Garteks (KSBSI) was signed on 30 January 2024, beginning on 1 February, and ending on 30 November 2024. While, the implementation agreement with SPN were signed on 4 March 2024, beginning on 4 March 2024, and ending on 31 December 2024. Garteks has eight activities. But SPN has nine activities with the additional activity of Participatory Gender Audit/PGA, project initiative in ILO Development Cooperation Progress Report response to the need to address gender issues within trade unions, specifically in Indonesia's garment sector. Based on the SIRI Project Report March to September, 2024, the participating trade unions have completed majority of their planned activities. And has conducted activities as planned during the course of evaluation.

According to the participating trade unions and ESDC, the SIRI programme donor, the implementation and communication among the agencies was well managed, under the technical coordination leadership of the SIRI Program Manager, and institutional oversight of the ROAP Office.

Communication and coordination among the participating trade unions, ROAP and ESDC managed regularly where progress, challenges and plan communicated, consolidated by the SIRI Program Manager and communicated to the ROAP Office and ESDC, the donor. The SIRI Programme is obliged to submit narrative and financial reports twice a year to ESDC. Based on interviews with ESDC and participating trade unions, the SIRI Programme Manager played a critical and successful role in coordinating the activities of all the partners.

The evaluation observed minor gaps related with communication between ILO and ESDC. According to the interviewed ESDC representative, reason provided by the ILO that SIRI Program is managed under ILO office instead of Better Work, was somehow “not clear enough for us...”. However, the ESDC expressed their satisfaction to the SIRI Programme implementation.

5.3.2 Achievement of performance targets

This section compares the achieved results with the indicator targets established in the programme document.

Finding 6. The programme achieved a wide reach of activities considering its duration, and has met or exceeded most of its performance targets at output level. While some performance targets are implemented during and after project evaluation, they are expected to be fulfilled by the end of the project.

The SIRI program activities implemented in year of 2024 as follow:

- Three (3) implementation agreements with SPN (KSPI) and Garteks (KSBSI).
- Training on grievance management system, develop negotiation skills, and workplace sexual harassment cases for trade unions from factory, federation and confederation levels.
- Per September 27, 2024, it's reported that the applications were downloaded 2,561 times.
- Formulation of a standard operating procedure (SOP) for app usage and training modules.
- Completion of a participatory gender audit (PGA) in partnership with SPN (KSPI) between March and September 2024. Involving 348 participants (168 male and 180 female).
- Five Years Coordinated Strategy formulation for SPN, Garteks, and SP TSK
- Trainings on policy advocacy and social media & Workers' Dialogue and Representation (WDR)"
- Formulation of user friendly labour law guidelines (LLG) and videos partnered with BWI (Better Work Indonesia).

By January 2025, it's reported that 100% of activities under Outcome 1 (By 2025, the capacity of trade unions in the garment sector to operate and connect, retain and recruit members, and elect women leaders is enhanced); Outcome 2 (The capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved); and Outcome 3 (By 2025, the capacity of workers and their representatives, at the factory level, to know their rights and engage in organizing and workplace cooperation is improved) has implemented as planned (Draft Final Report SIRI for ProofReading, 2025).

Despite the accomplishment of planned activities, from the documents reviewed, it seems that outcome 1 is emphasized on the production of digital applications and modernization of trade union membership database as indicated by output 1.1. An enhanced data management system for outreach, retention and recruitment of union members is developed and used by TUs targeted by the project; and output 1.2. Digital tools are developed, adapted and used by the targeted TUs to maintain membership, collect members' views and answer to the needs of members.

Thus, left only one output that directly enhancing trade union capacity to promote and elect women leaders. It is Output 1.3. A strategy to promote women representation and leadership at targeted TUs is developed and operationalized.

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

The programme achieved a wide reach of activities under Outcome 1, and has met most of its end of program indicator targets at output level. The SIRI project established indicator per output/activity and end of program indicator targets at the level of activity in the programme document as part of its Result Based Monitoring framework. The achievements compared with the end of programme indicator targets are summarised in Tabel 1. However, it is noted that two out of three outputs under Outcome 1, focused mostly on digitilised database management system production, operational and maintenance . Only one output, which is Output 1.3. directly relates with the Outcome 1, specifically on enhancement of women leaders.

Moreover, it is also noted that majority of program indicators applied for Outcome 1 is quantitative (i.e. numbers of members registered in the union's database, numbers of women leaders at factory, branch and national levels, numbers or percentage of workers that participate in campaigns, surveys or visit, etc). These indicators can be further enhance by combining quantitative with qualitative indicators to measure output achievements.

Tabel 1. Comparison of Achievement with Outcome 1 Performance Target

Indicator per Output/Activity	End of Programme Indicator Target	Actual as of January 29, 2025
Outcome 1 (By 2025, the capacity of trade unions in the garment sector to operate and connect, retain and recruit members, and elect women leaders is enhanced)	% of members registered in the union's data base # Number of women leaders (at factory, branch and national level) Number or percentage of workers that participate in campaigns, surveys or visit/ use TU digital platforms	<ul style="list-style-type: none"> Directly benefited 511,000 union members with access to essential grievance applications. All three participating trade unions are committed to continue the socialization of digital applications to members as well as using and maintaining the applications. On 26 May 2024, three grievance applications for three major union federations and confederation was launched in Jakarta. The event was organised by the SIRI project and participated by 500 peoples from trade unions, TUSO, government of Indonesia, ILO Jakarta and Timor Leste office & covered in 50 news stories/articles from digital and nondigital media
Output 1.1 An enhanced data management system for	An upgraded data base system is in place and is sustainable	<ul style="list-style-type: none"> Development of three grievance application platforms (Sopan SPN for SPN (KSPI), Teman Garteks for

<p>outreach, retention and recruitment of union members is developed and used by TUs targeted by the project</p>		<p>Garteks (KSBSI), and Halo Siola for SP TSK (KSPI) that directly benefited 511,000 union members with access to essential grievance applications.</p> <ul style="list-style-type: none"> ▪ Development of Standard Operational Procedures for three digital applications named Halo Siola, SoPAN and Teman Garteks. ▪ Three training cohorts were conducted in April 2024 and attended by 76 administrative staff (59 men and 17 women) from Jakarta, Banten, and West Java provinces. The sessions focused on navigating the app, managing grievances efficiently, and maintaining accurate data records. Training reports stated that participants were satisfied with the content of training. While for Garteks (Teman Garteks), three sessions were held in March and May 2024 which attended by 76 peoples where they learned about application functionality and strategies for effective grievance resolution. In total, all training sessions prepared approximately 152 administrators.
<p>Output 1.2 Digital tools are developed, adapted and used by the targeted TUs to maintain membership, collect members' views and answer to the needs of members</p>	<p>Number of campaigns, surveys, and initiatives for member outreach</p>	<ul style="list-style-type: none"> ▪ Three customised grievance application belongs to three major union federations and confederation were developed. ▪ As of January 2025, the applications has been downloaded by 3,906 peoples, comprise of 2,048 male and 1,858 female ▪ Numbers of grievances submitted reached 494 grievances, of which 341 reported by male and 153 was reported by female. ▪ 716 workers articulate their aspirations, with a balanced composition of 382 male and 334 female.

		<ul style="list-style-type: none"> ▪ The awareness events were organised across various regions. For SoPaN SPN, sessions were held at Century Textile Factory in East Jakarta (39 participants), Nikomas Gemilang Factory in Banten (29 participants), and in the Special Region of Yogyakarta (52 participants). As stated by the participating trade unions, the awareness raising will be continued after project funding ends. Trade unions like SPN and Garteks also incorporated such activities into their workplan. Specifically Garteks, they will continue the awareness raising outside the current project locations. ▪ For Teman Garteks, a session took place at PT Chang Shin Indonesia, with 66 participants. These events engaged 186 participants, helping to introduce the app to a broader audience, extending beyond the initial pilot areas. The positive reception, particularly in non-pilot regions like Yogyakarta, highlights the app's broad applicability and acceptance, demonstrating its potential for wide adoption across various industries and regions. ▪ The Directorate General of Industrial Relations and Social Protection Development of the Ministry of Manpower (MoM) expressed intense enthusiasm for the launch of the grievance application for trade unions in May 2024. The MoM views the app as a crucial instrument for helping trade unions understand their members' workplace conditions and supporting confederation organizers in strengthening union membership. To add, the Directorate General of Industrial Relations and Social Protection Development of the Ministry of Manpower (MoM) plans to develop
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		<p>a dispute resolution application to assist mediators in resolving disputes at various levels. This initiative aligns with the ministry's mission of improving industrial relations nationwide.</p> <ul style="list-style-type: none"> ▪ On 24 July 2024, the Directorate General invited the project to share expertise about the grievance application. During the meeting, the SIRI project team presented the application and held discussion with the MOM's team. Three directors and eight other team members attended the session. ▪ The MoM's team stated that initiative as an essential step toward improving industrial relations and fostering more effective social dialogue. To add, the Ministry suggested that the grievance applications could serve as a reference for the government's planned dispute resolution application, which potentially creating a seamless link between unions and government mediators. This proposed collaboration reflects the MoM's commitment to working closely with the ILO in this area and its dedication to achieving better outcomes for all parties involved, aiming to build a stronger partnership to improve labor dispute mechanisms (SIRI, TPR, 2024).
<p>Output 1.3 A strategy to promote women representation and leadership at targeted TUs is developed and operationalized</p>	<p>Gender mainstreaming strategy per union with time bound measures and goals to be achieved</p>	<ul style="list-style-type: none"> ▪ The Participatory Gender Audit for was conducted from March to September 2024 which involved 348 participants, consist of 168 male and 180 female. It aims to facilitate organizational learning of the SPN (Serikat Pekerja Nasional), regarding gender mainstreaming efforts and, subsequently, evaluate its effectiveness. The PGA study was organized in 3 (three) locations, including: Jakarta SCR, West Java, and Banten provinces,

		<p>which are areas where TGSL is dominant. Data were collected through various techniques, including: documental review, in-depth interviews, group interviews, observation through a number of SPN social media accounts, surveys of administrators and members, and workshops.</p> <ul style="list-style-type: none"> ▪ Based on the PGA findings, the SPN is advised to strengthen trade union vision, strategic planning and develop the roadmap to mainstream gender. To add, as an organization, it is essential for the SPN to map, identify and allocate efforts to meet strategic and practical needs. Moreover, development of a gender responsive planning and monitoring evaluation system for short, medium, and long terms, is recommended by the PGA. ▪ Moreover the PGA also stated the existed Women Committee within the SPN as a strategic institutional modality in promoting gender equality and women leaders within the organization.
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Finding 6. Grievance Applications Has Positively Contributes to Improve Trade Unions Efficiency in Serving Members

As per January 2025, it's reported that the grievance applications has been downloaded by 3,906 peoples comprised of 2,048 male and 1,858 female. While numbers of grievances submitted reached 494 grievances, of which 341 reported by male and 153 was reported by female. The applications also enable 716 workers articulate their aspirations, with a balanced composition of 382 male and 334 female as summarised by table below:

Numbers of downloaders	2,048 (male)	1858 (female)
Numbers of grievances submitted	341 (male)	153 (female)
Numbers of aspirations submitted	382 (male)	334 (female)

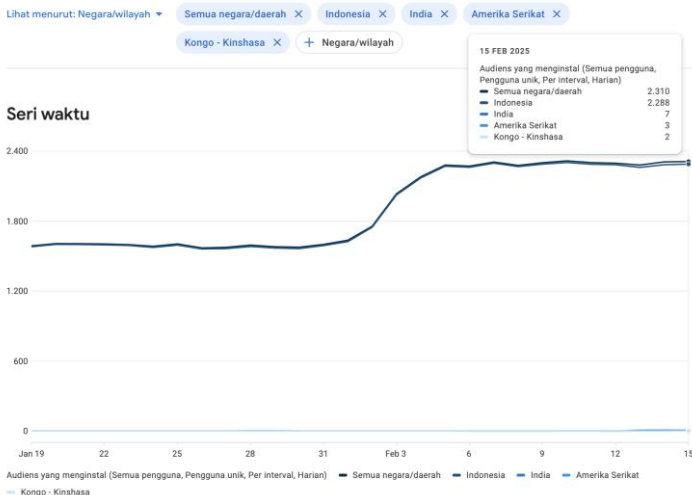
Further, the above table indicates that composition of female and male workers who downloaded the applications and submitted aspirations were relatively balanced. However, in terms of grievance submission, it is dominated by male workers.

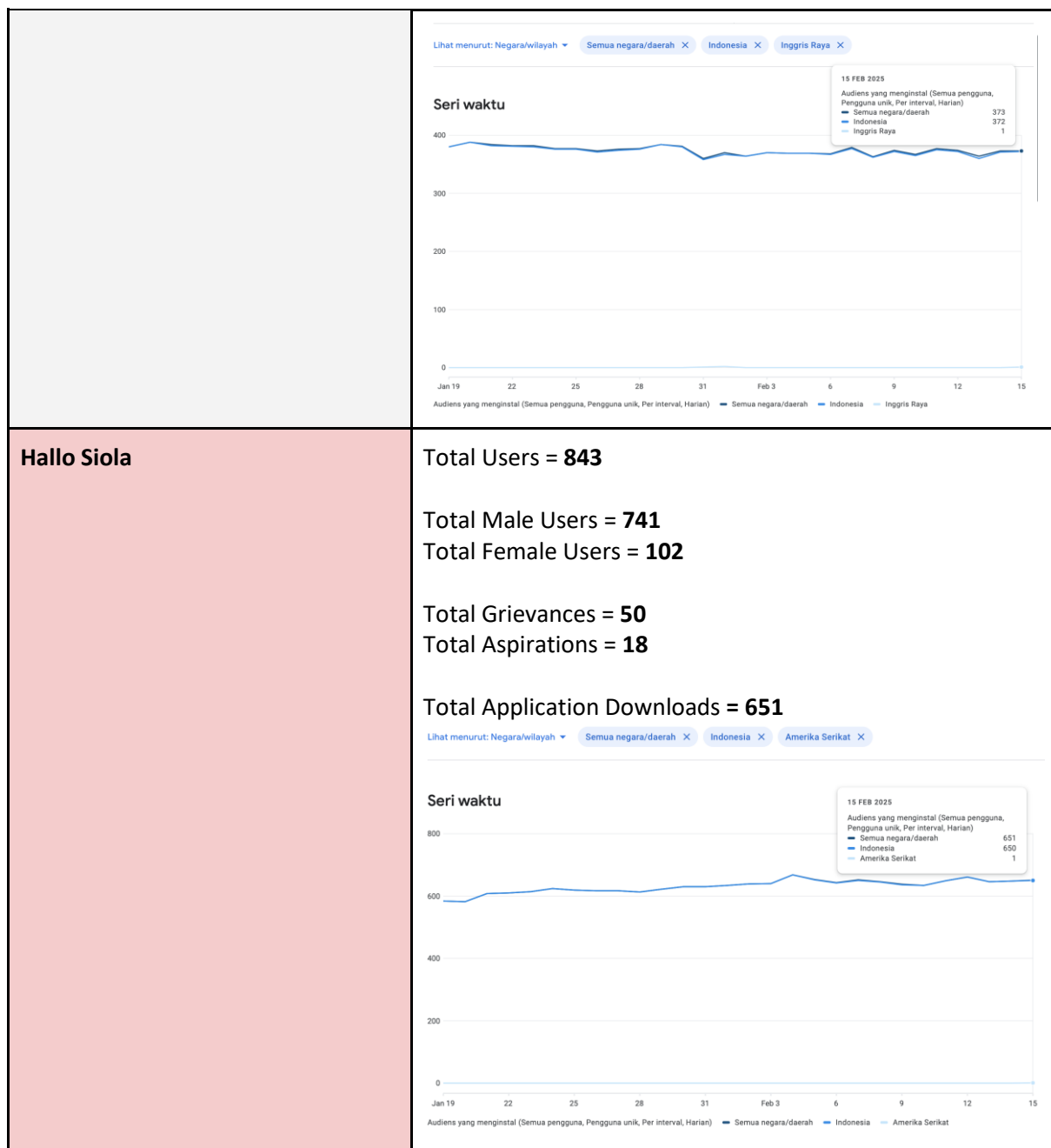
While to manage grievances submitted by members, all three participated trade unions had allocated specific administrators that received relevant trainings from the SIRI project. Moreover, as stated by SPN, the digital application helped them to respond faster and more efficient. For example, if a case can be solved at the factory level, then the administrator at factory level will solve the problem. Not necessary the federation or confederation administrators. This can be conducted because trade unions and administrators at factory, federation and confederation received similar capacitation activities from the SIRI Project (SPN, 2025).



As per February 2025, it is reported by PT RDPL, the developer company, that numbers of users has reached 4,109 peoples. This figure is higher than the previous month of January 2025 with 3,906 downloaders. From the data provided, application of SoPan SPN has the highest users of 2780, followed by TSK with 843 users and Garteks the lowest with only 486 users (PT RDPL, February 17, 2025 accessed from https://rdpl.co.id/dashboard_ilo/).

Tabel below summarised the current state of digital application for the three participating trade unions:

Labor Union Application	Summary												
SoPan SPN	<p>Total Users = 2780</p> <p>Total Male Users = 927 Total Female Users = 1853</p> <p>Total Grievances = 228 Total Aspirations = 524</p> <p>Total Application Downloads= 2.310</p>  <p>15 FEB 2025</p> <table border="1"> <thead> <tr> <th>Audien yang menginstal (Semua pengguna, Pengguna unik, Per interval, Harian)</th> <th>2.310</th> </tr> </thead> <tbody> <tr> <td>Semua negara/daerah</td> <td>2.310</td> </tr> <tr> <td>Indonesia</td> <td>2.288</td> </tr> <tr> <td>India</td> <td>7</td> </tr> <tr> <td>Amerika Serikat</td> <td>3</td> </tr> <tr> <td>Kongo - Kinshasa</td> <td>2</td> </tr> </tbody> </table>	Audien yang menginstal (Semua pengguna, Pengguna unik, Per interval, Harian)	2.310	Semua negara/daerah	2.310	Indonesia	2.288	India	7	Amerika Serikat	3	Kongo - Kinshasa	2
Audien yang menginstal (Semua pengguna, Pengguna unik, Per interval, Harian)	2.310												
Semua negara/daerah	2.310												
Indonesia	2.288												
India	7												
Amerika Serikat	3												
Kongo - Kinshasa	2												
Teman Garteks	<p>Total Users = 486</p> <p>Total Male Users = 247 Total Female Users = 238</p> <p>Total Grievances = 31 Total Aspirations = 28</p> <p>Total Application Downloads = 373</p>												



While the following table xxx illustrates the latest recapitulation of complaint and aspiration report handling in the three labor unions, as per February 2025. For SPN, there are 228 grievances cases reported, of which 32 cases completed; 154 cases are still in processing and 42 cases archived. While highest grievance cases reported was others with 35; followed by wages with 26 report; workers facilities and welfare with 17 reports; grievance resolution with 14 reports; and violence and sexual harrasment and employment relations each reported 11 cases.

SoPaN SPN		
Total Grievance Report of SoPaN SPN		
Total Grievance Report by Status :	Total Grievance Report By Stage :	Total Grievance Report by Category :
1. Process : 154 Report Category by Gender : - Reporting by Male : 7 - Reporting by Female : 3 2. Completed : 32 Report Category by Gender : - Reporting by Male : 7 - Reporting by Female : 3 3. Archive: 42 Report Category by Gender : - Reporting by Male : 7 - Reporting by Female : 3 Total 228	1. Pending Verification : 174 2. Verification and Initial Investigation Process : 17 3. Non-Litigation : 12 4. Bipartite : 24 5. Tripartite : 0 6. Industrial Relations Court : 1	1. Freedom of Association: 8 2. Employment Relations: 11 3. Working Hours and Rest Time: 6 4. Wages: 26 5. Violence and Sexual Harassment: 11 6. Occupational Safety & Health (OSH): 4 7. Social Security: 6 8. Worker Facilities and Welfare: 17 9. Termination of Employment and Discipline: 0 10. Grievance Resolution: 14 11. Worker Discrimination: 5 12. Others: 35 13. Not yet selected : 85

As illustrates by tabel xx below, as per February 2025, there are 31 grievances cases reported through Teman Garteks application, of which 29 cases are in process and two cases archived. In all cases, male workers dominated the reporting. While highest grievance cases reported were related with discrimination with 5 reports; followed by Violence and Sexual Harassment; wages; working hours and rest time each has two reports.

Teman Garteks		
Total Grievance Report of Teman Garteks		
Total Grievance Report by Status :	Total Grievance Report By Stage :	Total Grievance Report by Category :

1. Process : 29 Report Category by Gender : - Reporting by Male : 22 - Reporting by Female : 7 2. Completed : 0 Report Category by Gender : - Reporting by Male : 0 - Reporting by Female : 0 3. Archive: 2 Report Category by Gender : - Reporting by Male : 2 - Reporting by Female : 0 Total 31	1. Pending Verification : 26 2. Verification and Initial Investigation Process : 5 3. Non-Litigation : 0 4. Bipartite : 0 5. Tripartite : 0 6. Industrial Relations Court : 0	1. Freedom of Association: 1 2. Employment Relations: 2 3. Working Hours and Rest Time: 2 4. Wages: 2 5. Violence & Sexual Harassment: 2 6. Occupational Safety & Health (OSH): 0 7. Social Security: 0 8. Worker Facilities and Welfare: 0 9. Termination of Employment and Discipline: 0 10. Grievance Resolution: 0 11. Worker Discrimination: 5 12. Others: 3 13. Not yet selected : 14
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For Hallo Siola of TSK, as per February 2025, it's reported that there are 50 grievances cases reported through the application, of which 43 cases are in process; three cases completed; and four cases archived. In all cases, male workers dominated the reporting. While highest grievance cases reported were related with worker facilities and welfare with 6 reports; followed by employment relationship with 5 reports; and grievance resolution with four reports.

Hallo Siola		
Total Grievance Report of Hallo Siola		
Total Grievance Report by Status :	Total Grievance Report By Stage :	Total Grievance Report by Category :
1. Process : 43 Report Category by Gender : - Reporting by Male : 31 - Reporting by Female : 12	1. Pending Verification : 32 2. Verification and Initial Investigation Process : 16 3. Non-Litigation : 0	1. Freedom of Association: 1 2. Employment Relations: 5 3. Working Hours and Rest Time: 1 4. Wages: 2

<p>2. Completed : 3 Report Category by Gender :</p> <ul style="list-style-type: none"> - Reporting by Male : 3 - Reporting by Female : 0 <p>3. Archive: 4 Report Category by Gender :</p> <ul style="list-style-type: none"> - Reporting by Male : 4 - Reporting by Female : 0 <p>Total 50</p>	<p>4. Bipartite : 2</p> <p>5. Tripartite : 0</p> <p>6. Industrial Relations Court : 0</p>	<p>5. Violence and Sexual Harassment: 1</p> <p>6. Occupational Safety and Health (OSH): 0</p> <p>7. Social Security: 0</p> <p>8. Worker Facilities and Welfare: 6</p> <p>9. Termination of Employment and Discipline: 0</p> <p>10. Grievance Resolution: 4</p> <p>11. Worker Discrimination: 3</p> <p>12. Others: 5</p> <p>13. Not yet selected : 22</p>
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Back to May 2024 when the three grievance applications were launched, at least five hundreds (500) workers from three major union federations and confederation participated in the event. The launch was covered by approximately 50 news stories/articles, both online and in national and regional print newspapers published the event in their media.

Awareness Raising Events

While to support the socialization of the applications, the participating trade unions conducted awareness events across various regions. For example, for SoPaN SPN, sessions were held at Century Textile Factory in East Jakarta with 39 participants, Nikomas Gemilang Factory in Banten (attended by 29 participants), and in the Special Region of Yogyakarta (attended by 52 participants). While for Teman Garteks, a session took place at PT Chang Shin Indonesia, with 66 participants. While in terms of numbers of participants for the awareness raising events, it is correlated with the budget availability of SPN and Garteks. It is anticipated that they will share knowledge attained to their colleagues at factories in order to reach wider users.

Series of Trainings and FGD related with Digital Applications

Prior to the launch, the SIRI programme has facilitated series of activities related with the digital application management. For example, three practical trainings from March to May 2024, on how to operationalize digital grievance systems of SoPaN SPN and Teman Garteks. The sessions focused on navigating the app, managing grievances efficiently, and maintaining accurate data records. Approximately 152 administrators for the application has directly benefited from trainings provided. In January 2025, the union administrators reported that the application has reduced resolution times 30% (SIRI report, 2025). In addition, FGD to discuss Standard Operating Procedure (SOP) Development

for participating three trade unions in March 2024 and January 2025 was conducted. The SOPs provide a structured and consistent approach to grievance handling, ensuring the long-term sustainability of the digital tools introduced by the project.

Participatory Gender Audit

The SPN is one of trade union involved for Participatory Gender Audit. PGA aims to advance women's representation and leadership within the organization by identifying challenges, strength, weaknesses and opportunities of achieving gender equality. From February to October 2024, the execution phase actively engaged union members across key regions through desk reviews, surveys, interviews, and workshops, capturing various perspectives.

Based on the PGA findings, the SPN is advised to strengthen trade union vision, strategic planning and develop the roadmap to mainstream gender. To add, as an organization, it is essential for the SPN to map, identify and allocate efforts to meet strategic and practical needs. Moreover, development of a gender responsive planning and monitoring evaluation system for short, medium, and long terms, is recommended by the PGA. Moreover the PGA also stated the existed Women Committee within the SPN as a strategic institutional modality in promoting gender equality and women leaders within the organization.

Following the audit, the SIRI programme facilitated an internal workshop for SPN national leaders to develop an action plan on how to mainstreaming gender within the union based on the recommendation of the PGA.

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

The programme achieved a wide reach of activities under Outcome 2, and has met its (end of program indicator) targets at output level. From the reviewed project document, the SIRI project has established indicator per output/activity and end of program indicator targets at the level of activity. The achievements compared with the end of programme indicator targets presented in Tabel 2.

Similar with Outcome 1, (the end of) program indicator target applied for Outcome 2 is mostly quantitative (i.e. numbers of meetings conducted, numbers of training participants, etc); and somewhat, lacking of qualitative indicators which are also essential to support and measure project achievement.

Outcome 2 has three outputs as follow :

- Output 2.1: A 5 years strategy (workers' agenda strategy) for the TUs targeted or APGATI is designed and implemented gradually.
- Output 2.2: A group of selected union members and leaders, particularly women, are trained and coached with advanced skills in negotiation, advocacy and policy.
- Output 2.3: A research brief or report is undertaken and published on a key theme and priority defined by the workers 'agenda (e.g. the impact of the Omnibus law).

While activities under Outcome 2 comprised of trainings (negotiation, advocacy alternative in the global supply chain, policy advocacy and social media campaign), meetings with TUSSO to strengthen collaboration amongst organization working on the garment sector ; and study on *The Impact of Employment Cluster Regulation in the Job Creation Law on Workers with Fixed-Term Employment Contracts in the Garment Sector*.

The SIRI project calculated that activities under outcome 2 has directly benefited 1,531 workers, of which 970 are male workers and 561 are female workers. They are representatives from more than 200 factories within the Indonesia's garment sector.

Tabel 2. Comparison of Achievement with Outcome 2 Performance Target

Indicator per Output/Activity	End of Programme Indicator Target	Actual as of January 29, 2025
Outcome 2 (By 2025, the capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved)	Number of meetings or consultations called and organized by the BWI PAC TUs or/and APGATI with employers and/or government. Number of policy briefings, research and solutions presented to stakeholders	<ul style="list-style-type: none"> Activities of study, workshops, survey, capacity building, participatory gender audit, and other activities, the project has directly benefited 1,531 numbers (comprised of 970 Male and 561 female) workers from more than 200 factories in the garment sectors. One research/ publication on the impact of the Omnibus Law formulated
Output 2.1 A 5 years strategy (workers' agenda strategy) for the TUs targeted or APGATI is designed and implemented gradually	A 5-year strategy is developed and endorsed	<ul style="list-style-type: none"> Document of "Five Years Coordinated Strategy formulation for SPN, Garteks, and SP TSK" formulated
Output 2.2 A group of selected union members and leaders, particularly women, are trained and coached with advanced skills in negotiation, advocacy and policy	Number of TU staff members trained/coached	<ul style="list-style-type: none"> Gender-Sensitive Training on Sexual Harassment Case Handling for three participating trade unions held. <p>For the SPN (Bogor, 30-31 August 2024) attended by 28 participants (11 female, 17 male). While for the Garteks (Bogor, 22-23 August 2024)</p>

		<p>attended by 24 participants (20 female, four male)</p> <ul style="list-style-type: none"> ▪ Negotiation training for the SPN and Garteks was held from October 30 to November 1, 2024, in Bogor and attended by 45 union leaders (7 women and 38 men) ▪ Training Advocacy Alternative in the Global Supply Chain for The SPN and Garteks, participated by 52 participants. ▪ Strengthening Policy Collaboration Through TUSO Meetings whereas the SIRI Project organized two meetings to improve coordination and align projects that support garment sector unions ▪ The Policy Advocacy and Social Media Campaign Training on September 10-11, 2024, attended by 27 union leaders, especially women, with practical skills for effective advocacy.
<p>Output 2.3 A research brief or report is undertaken and published on a key theme and priority defined by the workers 'agenda (e.g. the impact of the Omnibus law).</p>	<p>Research/ publication on the impact of the Omnibus Law.</p>	<ul style="list-style-type: none"> ▪ One research/ publication on the impact of the Omnibus Law formulated

Training on Gender-Sensitive Training on Sexual Harassment Case Handling: Recognizing the need for specialized skills in addressing workplace sexual harassment

One of problems commonly occurred in the workplace is sexual harassment. Therefore, it is crucial to create an inclusive work environment and enable both workers and trade unions administrators to recognize gender identity discrimination in the workplace, understand gender diversity, and practice respect for all individuals.

This training aims to enhance capacity of trade union administrators to address complex and sensitive cases, improving workplace safety and trust among union members . The SIRI project delivered tailored training for two trade unions. For the SPN, training was held in Bogor city on 30 to 31 August 2024 and attended by 28 participants, of which 11 are female and 17 male.

While training for the Garteks was held in Bogor city on 22 to 23 August 2024. The training attended by 24 participants, consist of 20 females and four males. Based on the interviewed participants, they are still applying knowledge and skills attained from training. Specifically for the trade union administrators who manage the sexual harassment cases in the workplace.

Training on Negotiation

Two trade unions involved in this negotiation training held from October 30 to November 1, 2024. They are SPN and Garteks. The training was participated by 45 trade union leaders, which are male dominated (38 out of 45 participants were male). Training focused on enhancing the unions' capacity to address grievances submitted by members through the project's applications. To add, participants also learned to foster social dialogue at the factory level, resolving issues effectively and minimizing the escalation of cases to industrial courts. A key emphasis was placed on understanding BATNA (Best Alternative to a Negotiated Agreement), empowering participants to identify alternatives, enhance their bargaining power, and create strategies for win-win agreements. Based on the interviewed participants, they are still applying knowledge and skills attained from training. Specifically for the trade union leaders who advocate and manage negotiation with the relevant stakeholders.

Training on Advocacy Alternative in the Global Supply Chain

This training was held in September 2024 and attended by fifty two (52) participants from two trade unions, SPN and Garteks. Some of the training topics are: global garment supply chain's dynamics, key players, influence mechanisms, and alternative advocacy strategies beyond traditional legal approaches. It is anticipated that after training, participants will have enhanced knowledge on advocacy alternatives within the global supply chain. Based on the interviewed participants and documents reviewed, some of the participants still applying knowledge and skills attained from training. Specifically for the trade union administrators who advocate and manage negotiation with the companies.

Fostering Collaboration amongst Organizations Supporting Trade Unions

New partnerships facilitated through SIRI project where numbers of organizations supporting trade unions/TUSSO were able to share information and project activities. During project implementation, there were three meetings conducted (end of 2022, 2023 and mid 2024). The first two meetings were facilitated by the SIRI programme. The aim was to prevent duplication of efforts, enhance collaboration, and ensure the effectiveness of joint initiatives. It's reported that eleven (11) TUSSO organizations attended the first meeting in year of 2022. During meeting, they agreed to have better coordination, avoiding overlapping efforts, and streamlining activities to achieve a more significant impact.

While the second TUSSO Meeting was held on November 3, 2023 and participated by fourteen (14) peoples representing eight (8) organizations. TUSSO or Trade Unions' Solidarity Support Organizations consisting of donors and their implementing partners. For example, FNV Mondiaal, CNV Internationaal, Fair Wear Foundation, Solidarity Center/ACILS, Clean Clothes Campaign, TURC, IndustriAll, Worker Rights Consortium, Asia Floor Wage, Lembaga Informasi Perburuhan Sedane, Wageindicator.org/Gajimu.com and BWI-YKK.

The interviewed TUSOs in this evaluation expressed their appreciation to the project's initiative to gather TUSOs operating in Indonesia's garment sector where they shared knowledge, information and issues happened in the garment sector.

Training on Policy Advocacy and Social Media Campaign

The training was conducted on September 10-11, 2024 and participated by 27 union leaders, especially women, with practical skills for effective advocacy. The hands-on approach allowed participants to apply what they learned in real-world situations, covering traditional advocacy techniques and social media skills. The training also discussed the usage of offline and online methods to address critical issues, including gender-based violence.

Production of the Five-Year Workers' Agenda Strategy

Despite initial challenges experienced with APGATI, the SIRI project has facilitated three federations of Garteks KSBSI, SPN KSPI, and FSP TSK SPSI to draft a unified advocacy strategy on May 29 to 30, 2024. 15 participants attended the meeting aims to enhance resources, capabilities, and union influence from years of 2025 to 2029. Key outcomes included the development of an actionable plan addressing membership growth, IT skills, national advocacy, CBA coverage, and stronger union alliances.

Study on the Impact of Employment Cluster Regulation in the Job Creation Law on Workers with Fixed-Term Employment Contracts in the Garment Sector

One of activities to support Outcome 2: By 2025, the capacity of trade unions in the garment sector to engage in inclusive, gender responsive policy analysis and dialogue is improved, is a study to analyse impacts of employment cluster regulation in the Job Creation Law, specifically for workers with fixed-term employment contracts in the garment sector.

The four months research (October 2024 to January 2025) describe significant challenges posed by the Job Creation Law's employment cluster regulations, particularly for workers under Fixed-Term Employment Contracts (PKWT) in Indonesia's garment sector. According to the research, fixed term employment contract workers has a limited access to benefits like minimum wage increments, maternity protections, holiday allowances, and annual leave. The situation is even worse for women because their contract may not be renewed by company during pregnancy.

Moreover, the law's removal of periodic limits for PKWT contracts has created job insecurity, enabling indefinite employment arrangements without tenure certainty. Furthermore, with the massive implementation of outsourcing, there's trend that companies has increased number of temporary labor, which reduced worker protections significantly. And even though the law introduced compensation for fixed term employment contract termination, but eligibility requirements tied to continuous service often exclude most workers due to the short-term nature of their contracts. These issues are compounded by inconsistent implementation of social security and severance benefits.

The study recommends clarifying and revising legal provisions to address these challenges to ensure job security and worker protection. Clear tenure limits and stricter restrictions on outsourcing are essential to prevent excessive reliance on insecure labor arrangements. Enhanced enforcement mechanisms are needed to guarantee maternity rights, social security coverage, and equitable compensation for all workers, regardless of contract duration. Additionally, empowering unions with training and resources will strengthen their ability to advocate for workers, particularly women, who face disproportionate challenges. Establishing tripartite mechanisms involving government, employers, and unions can facilitate dialogue, resolve grievances, and enhance labor market regulations. Aligning policy measures with global labor standards can help Indonesia maintain competitiveness while

ensuring worker welfare. Lastly, the study calls for robust inspection systems and long-term investment in workforce development to promote equity and economic growth in labor-intensive industries like the garment sector (Draft Final Report SIRI for ProofReading, 2025).

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

The programme achieved a wide reach of activities under Outcome 3, and has met its (the end of program indicator) targets at output level. From the reviewed project document, the SIRI project has established indicator per output/activity and end of program indicator targets at the level of activity. The achievements compared with the end of programme indicator targets presented in Tabel 2.

Similar with Outcome 2, (end of) program indicator target for Outcome 3 is somehow focused on quantitative like numbers of meetings conducted, numbers of training participants, numbers of videos produced, etc. For examples :

Output 3.1. Garment workers at BWI factories are sensitized and trained about their rights (including under the new labour law)

End of Programme Indicator Target for output 3.1.: Number of workers visiting and using BWI Labour Law Applications

To measure achievement of output 3.1., we can consider other indicators other than number of workers visiting and using BWI Labor Law Applications. For examples, numbers of workers actively participated in activities held by trade unions at their working places. Or numbers of activities related with workers rights that organised by workers at their workplaces.

Output 3.2. Unaffiliated unions (and other trade unions) at the factory level see their capacity on how to organize, run a union and engage in workplace cooperation strengthened.

End of Programme Indicator Target for output 3.2. Less industrial relations issues or less resources and time spent on addressing industrial relations issues (to discuss)

Other indicators can be added to measure achievement of output 3.2. For examples, numbers of discussions on industrial relations topics that organized by unaffiliated unions at their workplaces, and supported by companies, governments and other relevant stakeholder.

Labor Law Guideline (LLG) and Video <https://llg-bwi.org/>

This activity was implemented by Better Work Indonesia programme where they produced website and videos addressing labor concerns, such as employment contracts, severance payments, overtime compensation, and union rights. To ensure it's effectiveness, the LLG website is integrated with the union's grievance applications. Website and videos production was completed on October 2024. And as of January 2025, it's reported that the learning instruments of website of labor law guideline and videos produced by the SIRI programme partnered with Better Work Indonesia/Kemitraan Kerja Foundation (YKK) has been visited by 31,084 users.

The Workers' Dialogue and Representation (WDR) training

The activity was held from July 30 to August 1, 2024, in Solo city, Central Java province with aim to support unaffiliated unions and strengthen workers' representation. In collaboration with the ILO Better Work Indonesia (BWI) program, it focused on enhancing the capacity of factory-level unions to improve workplace dialogue. The training engaged 24 participants (6 women and 18 men) from 22 factories in Central Java.

From the training report, participants stated that they have better knowledge and information related with workplace dialogue. While workplace cooperation has not yet happened following the one time training on workplace dialogue. But the SIRI project positively contributes to the production of action plans to improve their unions' organizational capacity and effectiveness in resolving workplace issues. Moreover, project reports indicated that this training is the only activity under output 3.2. that relates with unaffiliated unions (and other trade unions) at the factory level.

Tabel 3. Comparison of Achievement with Outcome 3 Performance Target

Indicator per Output/Activity	End of Programme Indicator Target	Actual as of January 29, 2025
Outcome 3 (By 2025, the capacity of workers and their representatives at the factory level, to know their rights and engage in organizing and workplace cooperation is improved)	Number of workers reached by Know your Rights training/ learning/ awareness raising	<ul style="list-style-type: none"> Learning instruments of website of labor law guideline and videos produced by the SIRI programme partnered with Better Work Indonesia and Kemitraan Kerja Foundation (YKK) has expanded public access, including workers and people with limited literacy skills to better understand their rights. It's reported that by January 2025, the website has been visited by 31,084 users.
Output 3.1 Garment workers at BWI factories are sensitized and trained about their rights (including under the new labour law)	Number of workers visiting and using BWI Labour Law Application	<ul style="list-style-type: none"> It's reported that by January 2025, the website has been visited by 31,084 users
Output 3.2 Unaffiliated unions (and other trade unions) at the factory level see their capacity on how to organize, run a union and engage in workplace cooperation strengthened	Less industrial relations issues or less resources and time spent on addressing industrial relations issues (to discuss)	<ul style="list-style-type: none"> The Workers' Dialogue and Representation (WDR) training, held from July 30 to August 1, 2024, in Solo, Central Java to support unaffiliated unions and strengthen workers' representation, partnered with the ILO Better Work Indonesia. During training, participants were requested to produce action plans to improve their unions' organizational capacity and effectiveness in resolving workplace issues.

Finding 7. SIRI Programme enabled stronger linkage, opportunities for new partnerships and expanded networks among the participating trade unions, non affiliated plant level workers, non government organizations, trainers and application developer

“...we didn’t have any experiences in working with ILO, trade union, or garment sector before the SIRI project...but now, , we are confident that we can develop application for other sector and work with other actors...” Interviewed Developer Representative, 16 January 2025

The evaluation found strong evidence of new organisational partnerships and linkages formed, which provided mutual benefits towards the aims and outreach of the respective organisations. For example, the SPN and Garteks as the implementing partners, found mutual benefit from working together with Better Work Indonesia Programme or Yayasan Kemitraan Kerja/YKK, which enhance their capacities, knowledge and skills on gender mainstreaming.

Established in 2011, the Better Work programme/YKK/Yayasan Kemitraan Kerja in Indonesia strives to improve working conditions and competitiveness in the export garment sector and has grown to include over 200 participating factories, reaching nearly 400,000 workers, of which 80 per cent are women. Since the start, the programme has operated consistently at multiple levels. The programme’s factory level engagement provides interconnected services that support continuous improvement for competitiveness and conditions of work, such as specialized training and advisory services, as well as yearly unannounced assessments of factory conditions measuring compliance with ILO core labour standards and national legislation. Through its activities in the garment sector, Better Work Indonesia has helped participating firms improve working conditions by raising levels of compliance with national labour law and international standards. Through its convening function among key stakeholders, the programme has provided inputs and data on national labour policy in several areas (YKK, 2024 accessed from <https://betterwork.org/indonesia/>).

YKK is facilitator for several trainings held through the SIRI project like Women Leadership, and Gender Mainstreaming. The training programme utilized a YKK’s training manual especially developed to improve leadership capacity of women in garment industry. The training manual consists of five topics as follows: Leadership, self-confidence, communications for action, conversation management as well as group coaching. This series of trainings aim to promote inclusive representation and leadership in the trade union organization. It is anticipated that by empowering and strengthening the leadership skills of women committee members of the factory level trade union organization, they can be more engaged in the decision maker role and leadership position to support women’s needs, voices and accesses.

To assist the participants strengthening their self-confidence and leadership roles, the training provided them with simulation sessions that were linked with their daily issues and activities. During these sessions they learnt how to have a better understanding about communication patterns at the workplace and within trade union organizations, how to manage meetings and how to make effective decision makings

Under ILO’s SIRI program, new relationships also formed between the application developer, PT RDPL with other ILO project of palm oil and fishery. As highlighted by the representative of PT RDPL, prior to the SIRI program, the company did not have any experience in working with trade unions. But after they joined with the project, the company has expanded access, opportunity and increased self confident to develop the digital system for palm oil and fishery sectors implemented by the ILO Indonesia office.

5.4. Efficiency

This section address efficiency of management and use of resources, human, time and financial. To add, it also considers the effectiveness of the monitoring, evaluation and reporting system as a management tool.

Finding 8: The SIRI's governance and coordination structure was effective, with strong communications mechanisms established among the project stakeholder. The programme is also well resourced in terms of staffing.

The SIRI ILO programme established a clear governance and management structure. While the participating trade union partners was responsible for communications with and reporting to the SIRI Program Manager on the agreed schedule. The SIRI ILO Program assisted by Financial and Administrative Staff reporting to the donor, ESDC, as well as providing an oversight function for program implementation. The role of the ILO, SIRI Program Manager, Workers Activities Specialist from ROAP Office, and national back stoppers (gender, communication and trade union) from ILO Jakarta office was pivotal in ensuring communication and good coordination throughout the programme implementation.

Financial Efficiency

The SIRI budget allocation and use of financial resource exhibited a moderate to high degree of efficiency in terms of budget effectiveness the budget proportions allocated to the interventions and management costs. Table 4 below shows the breakdown of the budget:

Figures expressed in US Dollars

Expenditure Category	Budget	Actuals as of Dec 2024	Balance
International Consultants	1,674.01	1,472.00	202.01
Local Support Staff	35,100.64	24,920.83	10,179.81
National Professional Staff	116,568.76	102,375.80	14,192.96
National Consultants	66,255.44	46,194.70	20,060.74
Travel Project Staff	28,150.72	23,590.14	4,560.58
Travel Other Staff	13,167.33	13,090.05	77.28
Subcontracts	207,920.76	197,543.48	10,377.28
General Operating Expenses	17,502.59	12,165.50	5,337.09
Communications	210.21	35.21	175.00
Furniture and Equipment	448.61	448.61	-
Seminars	28,935.40	27,952.44	982.96
Training Activities	3,176.27	3,176.27	-
Grants	1,100.84	-	1,100.84
Programme Support Costs	67,627.51	58,885.39	8,742.12
Provision for Cost Increases or Contingencies	0	-	-
Sub total Project cost	520,211.58	452,965.03	67,246.55
Indirect Support Cost	67,627.51	58,885.39	8,742.12
Total	587,839.09	511,850.42	75,988.67

In the approved budget, activity delivery represented by contractual service and grants, accounted for US\$ 276,338.89 or 47 per cent of the total budget of US\$ 587,839.09. Staff costs accounted for 22 per cent of the budget. The SIRI's proportional budget on staffing was 26 per cent, and on activities was 74 per cent. While the following Table 5 presents the SIRI's breakdown of activity expenditures per outcomes:

Figures expressed in US Dollars

Outcome	Expenditure Category				% of Activity Expenditure
		Budget	Actuals as of Dec 2024	Balance	
01					
	015_INT_CONSULTANTS	1,674.01	1,472.00	202.01	88%
	025_NAT_CONSULTANTS	35,554.06	34,907.04	647.02	98%
	040_TRAVEL_PROJECT_STAFF	20,100.35	15,410.01	4,690.34	77%
	050_TRAVEL_NON_PROJECT_STAFF	13,010.15	12,932.87	77.28	99%
	060_SUBCONTRACTS	184,948.35	176,859.45	8,088.90	96%
	100_SEMINARS	22,666.05	22,636.07	29.98	100%
	110_OTHER_TRAINING_ACTIVITIES	3,176.27	3,176.27	-	100%
	120_GRANTS	1,078.21	-	1,078.21	0%
Sub Total		282,207.45	267,393.71	14,813.74	
02				-	
	025_NAT_CONSULTANTS	15,542.07	6,165.91	9,376.16	40%
	040_TRAVEL_PROJECT_STAFF	1,977.92	2,107.68	- 129.76	107%
	060_SUBCONTRACTS	12,877.55	12,648.77	228.78	98%
	100_SEMINARS	3,374.27	2,421.29	952.98	72%
	120_GRANTS	22.63	-	22.63	0%
Sub Total		33,794.44	23,343.65	10,450.79	
03				-	
	040_TRAVEL_PROJECT_STAFF	2,875.78	2,875.78	-	100%
	050_TRAVEL_NON_PROJECT_STAFF	157.18	157.18	-	100%
	060_SUBCONTRACTS	7,731.41	7,475.14	256.27	97%
	100_SEMINARS	2,895.08	2,895.08	-	100%
Sub Total		13,659.45	13,403.18	256.27	
10	Project Management & Oversight			-	
	015_INT_CONSULTANTS	-	-	-	0%
	020_ILO_LOCAL_STAFF	35,100.64	24,920.83	10,179.81	71%
	024_NAT_OFFICERS	116,568.76	102,375.80	14,192.96	88%
	025_NAT_CONSULTANTS	15,159.31	5,121.75	10,037.56	34%
	040_TRAVEL_PROJECT_STAFF	3,196.67	3,196.67	-	100%
	060_SUBCONTRACTS	2,363.45	560.12	1,803.33	24%
	070_GRAL_OP_EXPENSES	17,502.59	12,165.50	5,337.09	70%
	071_COMMUNICATIONS	210.21	35.21	175.00	17%
	080_FURNITURE_EQUIPMENT	448.61	448.61		

Finding 9. The programme partners carried out monitoring processes frequently and diligently through regular reports compiled by each trade union, consolidated by ILO and submitted to the ESDC as scheduled in programme agreement.

While the programme's RBM framework and its indicators applied the principles of results-based monitoring with outcomes, output and activity indicators. The results-based monitoring framework results were updated at midterm and end of the programme, while interim activity tracking data was collected and reported regularly.

Finding 10. Several Factors Affecting the Implementation of SIRI Project

Evaluation interviews with respondents revealed a number of key facilitating and hindering factors in SIRI programme delivery in year of 2024. The enabling factor, among others, the experienced SIRI Program Manager with a good managerial skills and competence, selection of dedicated trade unions, experienced trainers particularly those with experience working with the training materials, familiarity with issues embedded in the garment sector and application developer who able to customise the applications for three different trade unions. Nevertheless, there's also constraining factors of the SIRI Programme implementation. Including, the short timeframe of the programme. As noted above, the cooperation with two of trade unions (SPN and GARTEKS) was effectively less than 12 months since the agreement signed.

6. Impact Orientation and Sustainability

The evaluation addresses the extent to which the programme developed a sustainability and exit strategy, as well as the likely sustainability of the approaches, results and impacts achieved as the following:

6.1 Planning for impact and sustainability

One of the strategy applied was conceived through the programme's advocacy pillar, which seeks to shift attitudes among trade unions and members towards gender mainstreaming, digitalization and modernization of grievance mechanism and member database. This strategy was strengthened through series of trainings, thematic module formulation, participatory gender audit and customised grievance applications. The efforts made by the SIRI programme to place series of trainings, inclusivity resources on trade union hosted applications (Halo Siola, SoPAN, Teman Garteks), and learning module on advocacy and negotiation, represent elements of an exit strategy to transfer ownership to trade unions.

Finding 11. Thematic trainings based on organization needs to enhance capacity of the participating trade unions was an effective intervention that enhanced trade unions knowledge and skills on how to mainstream gender within the organization practices and structure, negotiate, and digitalization of grievance mechanism and membership database.

The range of trainings offered was wide, including participatory gender audit, women in leadership, gender mainstreaming, how to handling sexual harassment, advocacy, negotiation, social media usage and digital application development and maintenance. While training topics selected were matched with the experience and needs of trade unions and workers of the garment sectors in Indonesia and selected training providers and developer were experienced in their jobs.

Finding 12: Through a wide variety of partnerships, with ILO Better Work Program, YKK, gender expert, advocacy expert, trade unions, non government organization worked on labor and garments sector, and developer, the programme disseminated messages and generated wide reaching discussion platforms on the issues of grievance mechanism, workplace gender equality and inclusion.

The SIRI Programme advocacy interventions were delivered through three clusters as the following:

- a. A series of trainings, website formulation and videos development of Labor Law Guideline delivered by key experts, including YKK/Better Work Indonesia and TURC,
- b. Participatory Gender Audit facilitated by gender expert from Universitas Indonesia.
- c. Coordination meeting of TUSO members to discuss progress and challenges of the garment sector and knowledge sharing

According to the interviewed representatives, the topics were very relevant with participants' interests including themes of how to mainstream gender within organization, handling sexual harassment in the work place, women and leadership and social media. While the effects claimed by the interviewed representatives were increased knowledge on gender, women and leadership, digital application, the significance of social media for labor works; enhanced networks amongst stakeholder and enhanced PT RDPL reputation and credibility as the developer for three applications used by different trade unions.

In order to achieve this collaborative implementation and ensure programme ownership, the participating trade unions and SIRI Programme maintain communications and coordination. Representatives of participating trade unions, the application developer and trainers expressed a high level of commitment to participating in the SIRI program as indicated by varied facts. For example, one of the trade union, SPN, allocated dedicated staffs and five mobile phones for managing the digital application. They also socialize the application (SoPAN) to their branch offices outside Java island using their own resources.

6.2 Prospects of sustained effects and impacts

Key finding 13: The advocacy interventions to mainstream gender and enhance skills and knowledge of trade union within the garment sector has positively contribute to increase their knowledge and capacities on how to mainstream gender in the organization. While digitalization training interventions has positively contributed to enhance capacities of participating trade union on digitalization essential in managing the grievance applications.

Within this very short time frame, there is limited evidence available to the evaluation regarding the impact of the interventions on broad changes in attitudes among workers who received advocacy and negotiation messages. However, the participating trade unions themselves have a heightened awareness of the issues of industrial relations, gender mainstreaming, digitalization, and express their intention to continue to promote the importance of gender mainstreaming within the organization, membership and improving services for members through digitization. For examples, SPN has developed their national action plan where gender mainstreaming and member services are some of issues discussed intensively within the organization. While Garteks also stated their commitment to continue socialising the digital applications to areas outside SIRI project location (Central Java province).

Further, the evaluation observed that the capacities of PT RDPL developer to carry out trainings on application development, SOP and maintenance is likely to be sustained. They have increased knowledge and skills in developing application for three different trade unions of the garment sector. And now is in process to develop digital applications for fishery and palm oil sectors.

While the advocacy and negotiation training modules available for trade unions and members that provide ongoing resources to the public and training providers.

Key findings 14. While the programme did not directly plan for sustained capacity building in its approach, the evaluation observed that the capacities of trainers and developer is likely to be sustained

TURC, YKK, PT RDPL which facilitate and develop trainings on advocacy, negotiation, women in leadership and gender mainstreaming, labor law guideline website and videos and innovative digital grievances application is likely to be sustained. The trainers and developer have increased their knowledge and skills in delivering modules on advocacy, negotiation, gender mainstreaming and women in leadership for trade unions and garment workers. Furthermore, labor law guideline and videos available on the Better Work website, and the digital grievance application will provide ongoing resources to the public and training providers.

Key Finding 15: The recognition from the Ministry of Manpower to the grievance application indicating the relevancy of grievance application to the government program.

Following the launch of the grievance applications in May 2024, the Ministry of Manpower, specifically The Directorate General of Industrial Relations and Social Protection Development, indicated their interests to partner with the International Labour Organization (ILO) and integrate the application into their dispute resolution framework.

The MoM views the app as a crucial tool for helping trade unions understand their members' workplace conditions and supporting confederation organizers in strengthening union membership. This enthusiasm underscores the importance and potential impact of the ILO's expertise in this area. Additionally, the Directorate General plans to develop a dispute resolution application to assist mediators in resolving disputes at various levels. This initiative aligns with the ministry's mission of improving industrial relations nationwide. On 24 July 2024, the Directorate General invited the project to share expertise about the grievance application. It demonstrated the MoM's eagerness to learn and collaborate. During the meeting, the project team presented the application and held a detailed discussion with the MoM's team. Three directors and eight other team members attended the session. The development process of the grievance app and the motivation behind its creation were thoroughly explained.

The MoM's team stated that initiative as an essential step toward improving industrial relations and fostering more effective social dialogue. The MoM emphasized that the ILO's work with unions has been vital in building more robust, more resilient labour organizations, underscoring the ILO's integral role in this process. The ministry suggested that the grievance app could serve as a valuable reference for the government's planned dispute resolution application, potentially creating a seamless link between unions and government mediators. This proposed collaboration reflects the MoM's commitment to working closely with the ILO in this area and its dedication to achieving better outcomes for all parties involved, aiming to build a stronger partnership to improve labor dispute mechanisms (SIRI, TPR, 2024).

7. Cross-cutting issues

The principles of gender equality and inclusion of workers in the workplace are essential at the SIRI programme. It is demonstrated through the beneficiary targeting and advocacy strategies. Women participation to trainings opportunity is clearly addressed in the beneficiary targeting. While gender mainstreaming and women in leadership were included in the training topics delivered to trade unions members and leaders. Specifically for SPN, a participatory gender audit was implemented as an instrument to enable the trade union to reflect existed policies on gender, understand the gap between policies and practice, design and develop workplan and mainstream gender within the organization based on the identified factors.

8. Lessons Learned and Good Practices

The evaluation gathered lessons learned and good practices based on interviewee perspectives, progress reports, and the evaluators' analysis as follow:

8.1. Lessons Learned

- *Digitization requires organization commitment, resources (human resources, technology, financial) and changes ways of working.*

Digitization has become a crucial instrument for the participating trade unions. It requires organization commitment, resources (i.e. human resources, financial) and to some extent, changes previous ways of working from previously hand written correspondence and now through digital system. To ensure its continuation, the participating trade unions has undertaken several strategies. Among others, allocate designating staffs to assist implementation of the applications; budget to maintain the application and socialization to members; enhance database management team skills and knowledge on internet of things and technology.

- *Joint collaboration between ILO SIRI Project and ILO Better Work Program provide added value for the SIRI and Better Work programs.*

A positive lesson of the SIRI programme is the added-value of collaboration with Better Work programmes, which leveraging the knowledge and networks of each programmes and especially important in responding to the situation faced by garment sector and workers from affiliated and non affiliated plant level.

- *Trainings may be more impactful if supported by intensive mentorship and assistance in a sufficient time (longer period)*

The programme's wide reach and short term training interventions for gender mainstreaming, advocacy, negotiation, digital application and social media may be more impactful if a specific theme like gender mainstreaming can be supported with intensive mentorship and assistance for the participating trade union.

- *Common understanding between the participating organizations and clarity is crucial to be discussed at the earliest stage of programme implementation*

To mitigate risks of different expectations amongst the participating organizations involved in the programme, invest in more time during the initial stage for discussions with the participating organizations and donor are beneficial.

8.2. Good Practices

- Joint Programme Delivery has positively contributed to project achievement

The ILO's SIRI and Better Work programmes demonstrated a number of good practices in joint programming. These practices included frequent coordination meetings, strong coordination exercised by the ILO's SIRI and Better Work Programmes as well as a well-integrated and mutually supportive activities, specifically on Outcome 3. Each programmes brings specific skills and knowledge that enrich programme implementation.

- *The grievance applications have facilitated voice of the voiceless and reached more workers*

The customised grievance applications have facilitated garment workers who are female dominated, to articulate their problems faced in their working place. They are less worry to report cases due to the anonym feature in the applications. Moreover, the application can expand services for workers whose factories are relatively isolated.

- *Learning Resources Are Accessible and Inclusive*

The efforts made by the SIRI programme to place series of trainings, inclusivity resources on trade union hosted applications (Halo Siola, SoPAN, Teman Garteks), and learning module on advocacy and negotiation, represent elements of an exit strategy to transfer ownership to trade unions.

9. Conclusions and Recommendations

The following conclusions are based on the evaluation findings. The conclusions are organised according to relevance, coherence, effectiveness, efficiency, impact orientation and sustainability.

Relevance

The SIRI programme was highly relevant to the need to strengthen garment sector in Indonesia and ESDC priority. The programme addressed crucial aspects of fundamental labor rights, contribute to the well being of labor and supporting Canadian government policy on women empowerment. While the evaluation interviews with trade unions as direct beneficiaries corroborated the focus of the programme on assisting trade unions in the garment sector.

Project responded well to the situation and challenges faced by trade unions and workers of the garment sector. While objectives, outcomes and performance indicators are relevant and fit with the programme of participating trade unions of the Indonesia's garment sector, specifically on capacitation, gender mainstreaming and digitalisation.

To add, programme intervention logic was valid and project logic also generally coherent. While the three strategic dimensions represented in the theory of change were valid in building the capacity of garment sector workers and their representatives to effectively organize and represent all workers in Indonesia's garment sector and participate more actively and inclusively in key national policy advocacy; trade unions in the garment sector to engage in inclusive and -responsive policy analysis and dialogue; as well as operate, connect, recruit, retain members, and elect women leaders.

The SIRI programme is directly relevant to the UN Sustainable Development Goals (SDGs) on gender equity, sustainable employment and inclusion number 5, 8, and 10. The programme also well aligned with the ILO's Decent Work Country Programme for Indonesia 2020-2025, which prioritizing a sound industrial relations and effective social dialogue to improve working conditions and labour

productivity. Further, the programme also contributes to Better Work Indonesia Strategy 2023-2027, specifically Outcome 3 which supports the realization of effective social dialogue by strong actors at enterprise and sectoral/national level and gender-sensitive outcomes.

Coherence

Regarding internal coherence, both the design and implementation of the programme reflected a high level of collaboration and cohesion between the ILO programmes of Better Work and SIRI. This was exemplified in collaborative actions by the two programmes to support the outcome 3 of SIRI Programme, through their networks with the beneficiaries and expertise, as well as joint collaboration in the advocacy efforts.

In terms of external coherence, the SIRI programme enabled stronger partnerships among the two programmes of Better Work and SIRI, linkages with other TUSSO organizations, and provided opportunities for new partnerships and expanded networks to be forged.

Effectiveness

The SIRI programme achieved a wide reach with its interventions, considering its short duration, serving over 500,000 direct beneficiaries to date. The programme has met or exceeded most of its performance targets at activity and outcome level. While the partners have completed most of the activities planned, despite technical challenges experienced like conflicting schedules, limited trade unions experiences with digitalization of database management, etc.

While a small number of interventions like the Participatory Gender Audit are quite delayed, they are completed before the end of the programme. The short timeframe was the biggest challenge and constraint to the programme.

A key factor that facilitated the achievements was the selection of experienced implementation partners, trainers and digital application developer with extensive knowledge, skills and networks in the sector where they worked. This was also enhanced by the expertise and relevant organisational networks of the ILO staff themselves.

The evaluation also found that applications, training modules and participatory gender audit was carefully developed by the SIRI partners to produce a resource applicable for offline training and online independent learning.

And through a wide variety of partnerships, with prominent digital application developer, experienced trainers and trade unions, the programme reached a wide audience of garment workers, government, employers and the public and generated wide-reaching discussion and awareness on gender equity and inclusion within the organization.

Efficiency

The programme's management and coordination structure comprising a team of two staffs (one program and one administrative finance) from ILO Jakarta & Timor Leste office as well as the ROAP office in its oversight role, worked efficiently. Staffing provision was effective and efficient overall. The SIRI programme benefited from having a strong complement of staffs to implement the programme.

To add, the ILO ROAP and Jakarta Timor Leste offices assigned competent back stoppers who combined their SIRI programme responsibilities with other programme responsibilities.

While the partners exhibited varied efficiency in the use of time. Financial resource use exhibited a relatively high effectiveness in terms of the budget proportions allocated to the interventions. The partners monitored and reported on progress frequently, keeping data up to date. They also made an effort to capture changes at outcome as well as activity level. While the programme's Results-based Monitoring (RBM) framework and its indicators applied the principles of results-based monitoring.

Emerging Impacts

At the individual level, the short-term interventions of the programme generated important changes in garment worker's that shift the manual grievance procedure to new and emerging digitalised applications. To add, there's an early signs of increasing opportunities for workers to communicate their grievance without worrying of losing their jobs as indicated by number of cases reported through the new digitalised grievance applications.

The evaluation also found that the SIRI programme indirectly brought impacts on its implementing partner capacity, including increased capacity to develop applications for different sector of fishery and palm oil, wider partnerships and increased knowledge on gender mainstreaming and inclusion.

Broader social impacts are difficult to predict at this early stage, but the SIRI programme has helped a significant number of trade unions management and garment workers to adapt with the new digitalised grievance applications as well as mainstream gender into practices and enhanced negotiation and advocacy skills within the participating trade unions.

While the research on the Omnibus Law Impacts, Participatory Gender Audit, modules development on negotiation, advocacy and labor law guideline (LLG) website and videos, are expected to pave the way for a stronger trade unions and garment workers to better understand, advocate and negotiate their rights and equal opportunity with respect to gender and inclusion.

Sustainability

The central sustainability strategies of the programme were founded in the capacitation interventions of garment trade unions towards an effective and stronger union that can organize effectively, advocate for all workers within Indonesia's industrial relations framework, and actively and inclusively participate in key national policy development and reform processes.

Sustainable results are evident in the heightened the capacity of the key actors of the participating trade unions and garment workers to improve management of digitalised database management system, advocacy, negotiation, gender and inclusion knowledge and skills in the workplace.

Regarding the training interventions, these have generated some sustainable training resources that can be accessed by a wider audience or re-used by the partners in the future. Thematic trainings based on organization needs to enhance capacity of the participating trade unions was an effective intervention that enhanced trade unions knowledge and skills on how to mainstream gender within the organization practices and structure, negotiate, and digitalization of grievance mechanism and membership database.

Furthermore, the project helped to raise training provider capacities for effective advocacy and negotiation skills training, especially in the garment sector. Similar with the digital applications developer, the project helped to improve their capacities for developing digital applications for different commodities of palm oil and fishery.

Through a wide variety of partnerships, with YKK/BWI, gender expert, advocacy expert, trade unions, non-government organization worked on labor and garments sector, and developer, the programme disseminated messages and generated wide reaching discussion platforms on the issues of grievance mechanism, workplace gender equality and inclusion.

The following recommendations are divided towards ongoing technical cooperation efforts for enhancing capacities of trade union within the garment sector and recommendations aimed towards improved ILO institutional management for program implementation.

9.1. Recommendations to enhance the SIRI programme interventions

- Efforts to mainstream gender in the participating trade unions and allocated resources to monitor results from participatory gender audit implemented through SIRI Program Phase 1 is advised.

Responsible Units	Priority	Time Implication	Resource Implication
ILO and implementing partner/SPN	High	Medium	Medium

- Efforts to socialize the applications for trade union members (through cost sharing scheme with trade union) is advised.

Responsible Units	Priority	Time Implication	Resource Implication
Implementing partner/trade unions	High	Medium	Medium

- Continue technical capacitation process for trade union staffs and or division managing the applications to ensure skills and knowledge transfer.

Responsible Units	Priority	Time Implication	Resource Implication
Implementing partner/trade unions	High	Medium	Medium

- Continue regular dialogues with TUSSO organizations as learning and sharing platforms at the national level.

Responsible Units	Priority	Time Implication	Resource Implication
Implementing partner and ILO	Medium	Medium	Medium

- Efforts to have Ministry of Manpower and Association supports for future SIRI programme implementation is advised. The program should identify the most suitable division of Ministry of Manpower and the association.

Responsible Units	Priority	Time Implication	Resource Implication
Implementing partner and ILO	High	Medium	Medium

9.2. Recommendation to improve ILO institutional management for program implementation

- In future trade union capacitation programmes, the ILO and donor are advised to allocate more time for implementation, at least three years, to permit longer mentorship support and to enable impacts on gender mainstreaming to occur and be assessed.

Responsible Units	Priority	Time Implication	Resource Implication
ILO and donor	High	High	High

- If possible, the ILO to allocate more human resources in managing such a multi stakeholder programme. And where donor permits, consideration should be given to alternative staffing modalities assigned to project budgets, rather than recruiting new staffs which requires time.

Responsible Units	Priority	Time Implication	Resource Implication
ILO	Medium	Medium	Medium

Annex A Evaluation Data Collection Matrix

Specific Questions to be addressed	Data Collection Methods	Key Informants
Relevance		
<ul style="list-style-type: none"> Did more relevant needs emerge that the project should have addressed? Did the project address a relevant need for the trade union in garment sector? <i>To what extent has the programme responded to the needs of constituents, beneficiaries and recipients in Indonesia, especially in the garment sector?</i> <i>How relevant is the programme to the partners' respective country programmes in Indonesia?</i> 	Document Review, Programme Documents Stakeholder interviews	SIRI and backstopping ILO programme teams (Jakarta and ROAP) Constituents Donor Implementing partners Beneficiaries
Validity		
<ul style="list-style-type: none"> Were the planned project objectives and outcomes relevant and realistic to the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions? What were the main means of action? Were they appropriate and effective to achieve the planned objectives? Were the targeted indicator values realistic and could they be tracked? 	Stakeholder interviews	SIRI and backstopping ILO programme teams (Jakarta and ROAP) Constituents Implementing partners
Effectiveness		

Specific Questions to be addressed	Data Collection Methods	Key Informants
<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? • <i>To what extent were the partners able to complete their individual workplans?</i> • <i>Were there any unexpected outcomes?</i> • <i>What were the facilitating factors and hindering factors that contributed to the programme achievement?</i> 	<p>Document review Stakeholder interviews</p>	<p>SIRI and backstopping ILO programme teams (Jakarta and ROAP) Implementing partners Beneficiaries Donor</p>
Efficiency		

Specific Questions to be addressed	Data Collection Methods	Key Informants
<ul style="list-style-type: none"> • Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve outcomes? <i>Could they have been allocated more effectively and if so, how?</i> • 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? • Has programme management and staffing to implement and monitor the programme been adequate? 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? • How efficient is the monitoring and oversight of the programme and it has affected the delivery of the programme? • <i>To what extent has the programme leveraged resources of other projects/programmes, and through partnerships with other organizations, to enhance the programme impact and efficiency?</i> 	<p>Document review Stakeholder interviews</p>	<p>SIRI and backstopping ILO programme teams (Jakarta and ROAP) Implementing partners Beneficiaries</p>
Impact Orientation and Sustainability		

Specific Questions to be addressed	Data Collection Methods	Key Informants
<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)? • <i>Has the programme developed and integrated an exit strategy in its work?</i> • 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)? • <i>What are the indications that the programme will contribute to potential transformative effects on gender equality and inclusivity at the garment sector?</i> • <i>What lessons were learned by partner agencies that can inform future collaborations?</i> • <i>To what extent will activities, results and effects be expected to continue after project activities have ended? How will this be ensured? What is the strong evidence that they would be continued?</i> • <i>To what extent were sustainability considerations taken into account in the programme interventions?</i> 	<p>Document review – progress reports and mid-term progress report</p> <p>Stakeholder Key Informant Interviews/FGDs</p>	<p>SIRI and backstopping ILO programme teams (Jakarta and ROAP)</p> <p>Implementing partners</p> <p>Beneficiaries</p>

Annex B Data Collection Schedule - As of January 22, 2025:

Date	Activity	Evaluator in Charge
Monday 13 Jan	Interview with SIRI PM and Finance	Maria Epik
Tuesday & Wednesday 14 – 15 Jan	Interviews with ILO Jakarta Office -Backstopping staffs FGD with BWI/YKK Interview with donor	Maria Epik
Thursday 16 Jan	Interview with ROAP Office Backstopping Specialist Interview with consultants	Maria Epik
Friday 17 Jan	Interviews with trade unions and labor ngo's	Maria Epik
Saturday 18 Jan	Interview with respondents	Maria Epik
Sunday 19 Jan	Interview with respondents	Maria Epik
Monday 20 Jan	Interview with respondents	Maria Epik
Tuesday 21 Jan	Interview with respondents	Maria Epik
Wednesday 22 Jan	Interview with respondents	Maria Epik
Thursday 23 Jan	Interview with respondents	Maria Epik

Annex C List of Individuals Consulted per 25 January 2025

Organization	Name of representatives/ Key contacts	Designation	Dates	Emails
ILO				
	Ms. Nurus Mufida	SIRI PM	14 Jan - 12.00 pm	mufidah@ilo.org
	Ms. Temmy Tenet	SIRI Finance	14 Jan – 11 am	tannet@ilo.org
	Ms. Rakhmadina	SIRI Finance - Admin	23 Jan	rakhmadina@ilo.org
	Abdul Hakim	Backstopping – Trade Union	23 Jan – 14 pm	ahakim@ilo.org
	Lusia Juliani	Backstopping - Gender Audit Activity	15 Jan - 11 am	lusiani@ilo.org
	Gita Lingga	Backstopping - Communication officer	15 Jan – 11 am	gita@ilo.org
	Francesca Biasiato	Backstopping gender audit from Better Work Bangkok	21 Jan – 13 pm	biasiato@ilo.org
	Ravindra Chanaka Samitahdasa	Backstopping from Bangkok Office - Senior Workers Activities Specialist	23 Jan – 3 pm	samithadasa@ilo.org
Trade Unions				
	Iwan Kusmawan	SPN	19 Jan – 10 am	62 817-0333-4092
	Trisnur	Garteks	23 Jan – 13 pm	62 878-0877-6500
	Roy Jinto	SP TSK	17 Jan - 14 pm	62 812-1113-0191

Organization	Name of representatives/ Key contacts	Designation	Dates	Emails
Donor	Patrick Reid	Employment and Social Development Canada (ESDC)	22 Jan – 8 am Ottawa time	patryk.reid@labour-travail.gc.ca
Consultants				
	Marina Pangaribuan	Writer - Module For Advocacy Training within global supply chain	17 Jan – 09 am	marina.pangaribuan@gmail.com
	Andriko Otang	Trainer - Negotiation	17 Jan – 16 pm	Andriko.otang@turc.or.id
	Dzikri	IT Developer – Grievance platforms	16 Jan – 10 am	dzikrirobby@gmail.com
	Ida Ruwaida	Gender Audit	21 Jan – 16 am	ldar.noor@gmail.com
BWI/YKK				
	1. Olivia Krishanty 2. Shelly Woila 3. Nenden Aminah	BWI Staffs	20 Jan – 16 pm	krishanty@betterwork.org woyla@betterwork.org aminah@betterwork.org
Labor NGOs				
	1. Izzah Izamliyah	Acils – Solidarity Center	Written Interview	iinzamliyah@solidaritycenter.org
	2. Darlina Sihombing	Industrial	Written Interview	darlina.lumban.toruan@gmail.com
	3. Dela Feby 4. Lydia Hamid 5. Nadya	Wage Indicator	21 January – 12.30 am	delafeby@wageindicator.org lydiahamid@wageindicator.org
Direct Beneficiaries	Participate in three outcomes related activities			
	1. Dadang	TSK (apps training participant)	21 Jan – written interview	085718527065
	2. Anggi	TSK (apps training participant)	22 Jan – phone interview at 7 am	085770429589
	1. Sumiyati	SPN (PGA)	21 Jan – written interview	081317837227
	2. Nurlatifah	SPN (PGA)	21 Jan – written interview	082112148585
	3. Diah Priditia	GARTEKS (Advocacy)	21 Jan – written interview	087851295898
	TOTAL RESPONDENTS	29 (F: 20; M: 9)		

Annex D Documents Consulted

Annex 1: List of initial documents that will be reviewed (separated documents):

Labour Solutions (2023) Systems Analysis for Grievance Documentation and Case Management System for Improving Trade Union Operations and Outreach Capabilities Within the Garments, Palm Oil and Fisheries Sectors. SIRI Project. June.

ILO (2024) SIRI Project: Logframe, PMP and Workplan. Revised version.

ILO and IFC (2022) Better Work Strategy 2022-2027: Sustaining impact.

ILO (2021a) Development Cooperation Project Document: Strengthening Industrial Relations in Indonesia (Final). ILO CO Indonesia and Timor Leste/ACTRAV/BetterWork. 31 December.

ILO (2021b) Annex A: Logical framework and indicators (draft) for Strengthening Industrial Relations in Indonesia's garment sector.

ILO (2021c) Annex B: Risk Register.

ILO (2021d) Annex C: Background and Justification Risk.

ILO (2021e) Annex E: Proposed Budget. 003.

ILO, Kemnaker, APINDO, KSBSI, KSPI, SPSI, Sarbumusi, KSPN (2020) Decent Work Country Programme (DWCP) for Indonesia 2020-2025.

RDLP (2023a) Memorandum of Understanding & Cooperation - Collaboration Action Plan for the Development of the Grievance System and Case Management in Garment Sector. PT Rancang Desain Program Linimasa. 14 December.

RDLP (2023b) Gambaran Umum Aplikasi: Sistem dan Aplikasi Manajemen Pelaporan dan Dokumentasi Keluhan, Aspirasi serta Kasus Ketenagakerjaan di Sektor Garmen. PPT slides. 13 December.

SIRI Project (2024a) Technical Progress Report: March to September 2024.

SIRI Project (2023c) Garteks: Proposed Digital Systems Analysis for Grievance Documentation and Case Management Systems for Improving Trade Union Operations and Outreach Capabilities.

SIRI Project (2023d) SPN: Proposed Digital Systems Analysis for Grievance Documentation and Case Management Systems for Improving Trade Union Operations and Outreach Capabilities.

SIRI Project (2023e) Enhancing Trade Union Capacities for Effective Grievance Management: A Comprehensive Training Needs Analysis in Garteks. November.

SIRI Project (2023f) Enhancing Trade Union Capacities for Effective Grievance Management: A Comprehensive Training Needs Analysis in SPN. November.

SIRI Project (2023g) ToR Internal Trade Union Workshop - Empowering Change: Strengthening Trade Union Capacities for Effective Grievance Management in the Garment Industry.

SIRI Project (2023h) Industrial Relations Roundtable Discussion: Trade unions' solidarity support organizations (TUSSO) in Indonesia Garment Sector. PPT slides. 3 November.

SIRI Project (2023i) Women Leadership Training: Participant List – Batch 1, 2 and 3. Ms Excel sheet.

SIRI Project (2024). TPR 1 October 2023 to 30 March 2024.

SIRI Project (2024). TPR 1 April 2024 to 30 September 2024.

SIRI Project (2025). Draft Executive Summary for Proofreading.

SIRI Project (2024). Midterm Internal Evaluation.

SPN. Laporan Akhir Proyek Strengthening Industrial Relations in Indonesia (SIRI): Audit Gender Participation. 2024

<https://www.ilo.org/resource/news/ilo-and-three-trade-union-federations-garment-sector-launch-grievance>

<https://www.ilo.org/resource/news/enhancing-gender-equality-within-indonesian-trade-union-organizations>

<https://www.ilo.org/resource/article/stay-home-mother-trade-union-leader>

<https://www.ilo.org/resource/news/ilo-supports-development-women-trade-union-leaders-garment-industry>

<https://www.ilo.org/resource/news/ilo-study-recommends-digitizing-unions-grievance-tools-and-case-management>

Annex 2: Relevant ILO evaluation guidelines and standard templates:

- Evaluators' code of conduct form;
- Guidance notes on integrating gender equality in Monitoring and evaluation of projects
- Guidance notes 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.)