

Indonesia

Decent Work Country Programme 2020-2025 Country Progress Review



ILO Internal Evaluation Team

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Acronyms

AP2HI – Association of Pole and Line and Handline Indonesia

APINDO – Indonesian Employers Association (Asosiasi Pengusaha Indonesia)

BAPPENAS - National Development Planning Agency (Badan Perencanaan Pembangunan Nasional)

BBPVP – Agency for Training and Development of Human Resources in Industry (Indonesian: Badan Pengembangan Sumber Daya Manusia Industri)

BEDO: Business & Export Development Organization

BPVP – Balai Pendidikan dan Pelatihan Vokasi (Vocational Education and Training Center)

BPS – National Statistics Office (Badan Pusat Statistik)

BPJS – National social security system

BPJSTK – Badan Penyelenggara Jaminan Sosial Tenaga Kerja (Social Security Agency for Workers)

BPRs – Bank Perkreditan Rakyat (People's Credit Bank)

BWI – Better Work Indonesia

C102 – ILO Convention No. 102 on Social Security (Minimum Standards)

C183 – ILO Convention No. 183 on Maternity Protection

C190 – ILO Convention No. 190 on the Elimination of Violence and Harassment in the World of Work

CBA – Collective Bargaining Agreement

CSOs – Civil Society Organizations

DC – Development Cooperation

DWCP – Decent Work Country Programme

e-PP e-PKB – Digital Platform for Collective Bargaining Agreements and Company Regulations

EO – Employers' Organizations

ERP – Enterprise Resource Planning

FSPPG – Federation of Indonesian Electronics Workers' Union

GAP – Good Agricultural Practices

GAPKI – Indonesia Palm Oil Employers' Association

HIMPAUDI – Indonesian Association of Preschool Teachers and Childcare Workers

HINDOLI – Part of Cargill group, involved in the palm oil industry

IABs - Industry Advisory Boards

ILO – International Labour Organization

ILO Convention No. 100 – Equal Remuneration

ILO Convention No. 190 – ILO Convention on the Elimination of Violence and Harassment in the World of Work

ILO Convention No. 102 – ILO Convention No. 102 on Social Security (Minimum Standards)

ILO Recommendation No. 204 – ILO Recommendation on the Transition from the Informal to the Formal Economy

ILMS – International Labour Migration Statistics

ILS – International Labour Standards

IPPI – Indonesian Women Positive Network (Perkumpulan Perempuan Positif Indonesia)

IR – Industrial Relations

IAB – Industry Advisory Boards

JAGA SAWITAN – Employment Network for Sustainable Palm Oil

JAPBUSI – The Indonesia Palm Oil Workers' Union Network

KADIL

KALAJU – Katalisator Layanan Jasa Umum (Public Service Catalyst)

KSBSI – Konfederasi Serikat Buruh Seluruh Indonesia (Confederation of Indonesian Trade Unions)

KPBS – Koperasi Produksi Berbasis Sumberdaya (Production-based Cooperative)

Kusuka Card – A card for accessing social protection benefits, specifically for fishermen

LMIS – Labour Market Information Systems

LTSAs – One-Roof Integrated Service Centres

MHD – Ministry of Human Development and Culture

MMAF – Ministry of Marine Affairs and Fisheries

MoM – Ministry of Manpower

MoU – Memorandum of Understanding

MNEs – Multinational Enterprises

MSMEs – Micro, Small, and Medium Enterprises

NGO – Non-profit Organisation

NORMA100 – A specific ILO Recommendation—specifically, ILO Recommendation No. 100 on Equal Remuneration

OH - Outcome Harvesting

OJK – Otoritas Jasa Keuangan (Financial Services Authority in Indonesia)

OSH – Occupational Safety and Health

PASKER ID – Labour Market Centre

Polibatam – Polytechnic of Batam (an Indonesian higher education institution)

PPP – Public-Private Partnership

RBSA – Regular Budget Supplementary Account

RBTC – Regular Budget Technical Cooperation

R204 – ILO Recommendation No. 204 (Recommendation on the Transition from the Informal to the Formal Economy)

SATU Data Indonesia - A national data system in Indonesia

SBMI – Migrant Resource Centre (Serikat Buruh Migran Indonesia)

SCP - Strategic Compliance Planning

SDGs - Sustainable Development Goals

SDG 8 - Goal 8: Decent Work and Economic Growth

SCORE – Sustaining Competitive and Responsible Enterprises

SafeFair – Safe and Fair Programme (part of ILO's work on supporting migrant workers)

SEBUMI – Serikat Buruh Migran Indonesia (Union of Indonesian Migrant Workers)

SIAPKerja – Job Information and Opportunity Access System

SOP – Standard Operating Procedures

SSCs – Sectoral Skills Councils

STED – Skills for Trade and Economic Diversification

STEM – Science, Technology, Engineering, and Mathematics

TVET – Technical and Vocational Education and Training

UMKM – Usaha Mikro, Kecil, dan Menengah (Micro, Small, and Medium Enterprises)

VCT – Voluntary Counselling and Testing

VCT@WORK – Voluntary Counselling and Testing at Work

WIPO – World Intellectual Property Organization

Executive summary

The Decent Work Country Programme (DWCP) is the International Labour Organization's country programme. Decent Work Country Programmes are designed with the constituents and reflect their diverse national needs and priorities. The DWCPs are anchored in tripartism and social dialogue, and aim to promote decent work as a national goal.

The DWCP connects the ILO's corporate Programme and Budget targets to the national development framework, including the United Nations Sustainable Development Cooperation Framework (UNSDCF). In September 2020, amidst the Covid-19 pandemic, the third generation of Indonesia Decent Work Country Programme (DWCP) 2020-2025 was signed by the tripartite constituents.

The DWCP is aligned to the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021-2025. It will help achieve in particular Outcomes 1 and 2 of the UNSDCF. Outcome 1 titled People living in Indonesia, especially those at risk of being left furthest behind, are empowered to fulfil human development potential as members of pluralistic, tolerant, inclusive and just society, free of gender and all other forms of discrimination and Outcome 2: Institutions and people contribute more effectively to advance a higher value-added and inclusive economic transformation. This five-year programme is aligned with key national policy initiatives such as Making Indonesia 4.0 and the Roadmap of Vocational Development Policy in Indonesia 2017- 2025. It will also stimulate efforts to achieve SDGs, notably Goal 8.

The Country Programme Review (CPR) forms part of ongoing monitoring processes aimed at improving the DWCP and facilitates learning by constituents, ILO and other key stakeholders. The Indonesia DWCP (2020-25) implementation is nearing its end, and there is a need to take stock of the progress made, any significant changes, any new challenges and opportunities that may arise to reflect them in the next phase of DWCP.

The Outcome Harvesting (OH) method is used for the internal evaluation (or Country Progress Review - CPR- is interchangeably used) of its Decent Work Country Programme (DWCP) 2020-2025 for Indonesia¹. Preliminary DWCP outcome harvest evaluation findings and discussion points were presented to the ILO-Country Office on the 24th June and 17th July 2025. Further, the ILO Country Office on the 12 August 2025 held a Tripartite Consultation Meeting to review the Decent Work Country Programme (DWCP) and presented the evaluation finding which generated rich discussion confirming the findings and gathering inputs towards designing the next phase of the DWCP. The discussions of the review are incorporated into this report.

In this section, we summarize the findings according to the OECD-DAC criteria.

Relevance

The DWCP remained relevant despite emergence of significant unforeseen events, such as the COVID 19 pandemic and challenge to social dialogue following the enactment of the Omnibus Law.

¹ DWCPs place substantive attention to policy advocacy, unleashing leadership, institutional capacity development to advance decent work and social justice. In such programming contexts, the relationships between the cause and the effect of results are not easy to understand. For this reason, ROAP is progressively applying the Outcome Harvesting approach in monitoring and country progress review of the DWCP, which presents a particularly suitable methodology for this context.

The DWCP was highly relevant to Indonesia's Development Plans, particularly in its ability to advance labour market reforms in economically significant sectors namely fishing, garment and palm oil. The outcomes demonstrate ILO's unique value addition, such as advancing industrial relation systems in the Palm Oil sector coupled with effective strategic labour law compliance, multi-ministerial joint inspection agreement in the fishing sector, industry led TVET reforms, social protection extension and improvement of coverage, ensuring safe migration for workers on the move and reducing vulnerability to exploitation for women, children, people with disabilities and those living with HIV (to name a few). Moreover fishing and seafaring, fish processing were consistent focus areas throughout the DWCP priority areas, indicating the DWCP was well aligned to advance decent work in economic sectors prioritized by the archipelagic nation. These outcomes demonstrate ILO's relevance as a specialized agency, uniquely equipped to build labour market institutional capacity to for the benefit of the industry and workers.

The consultation with the ILO constituents on the DWCP evaluation on the 12 August confirmed that the harvested outcomes created synergies with the economic goal of the Ministry of Economy- "investment and growth" - by bringing focus on improving the quality of and competitiveness of the workforce with a future orientation. The constituents agreed on the continued relevance of building mature industrial relations as a means to maintain investor trust in Indonesia's manpower. Further, the constituents welcome a stronger alignment with the national KPI in the next DWCP. Three main reason for this success:

- 1- The extensive ILO led DWCP consultation process with the ILO tripartite partners in designing the broader programme framework.
- 2- The purposeful alignment with the National Development Framework and the UNSDCF, which has placed the DWCP objectives concretely in alignment with the national priorities and in maximizing complementarity with other UN agencies, allowing for ILO's strength to come forward on labour market interventions.
- 3- The trust based relationship that the Country Office has nurtured with the ILO constituents, and their ability to manage adaptive and dialogue-based implementation which allowed for adjustments in the face of major unforeseen events. The ability of the Country Office to convene tripartite stakeholders and others through social and political changes was instrumental in maintaining the relevance of the DWCP despite issues around financing unpredictability.

Recommendations:

- Continue to align the DWCP with National Development Priorities, and the UNSDCF, with particular attention aligning the high-level indicators.
- In designing the next DWCP, purposefully leverage ILO's unique advantage in building sectoral industrial relations that contribute to the national goals of "investment and growth".
- Make sure DWCP contribution to national development can be demonstrated. To that end, actively explore access to and use of national administrative data to report on high level progress (national outreach) which are increasingly digitized and can contribute to a convincing narrative (collective agreements, risk mapping and risk assessments for industrial disputes).

Effectiveness

Impressive volume of work has been generated in all DWCP Priority areas. All the harvested outcomes advanced the DWCP outcomes, with 32 harvested outcomes (15%) considered to have brought about transformative changes and 98 harvested outcomes (46 %) contributing to reforms. The rest were marked as incremental changes. Hence, 61% of the outcomes were considered to have reformed or transformed institutions and practices, which shows that the DWCP was effective in facilitating labour market institutions to evolve in line with emerging labour market needs.

Among the DWCP outputs, all except 3 intended outputs were met. The unmet outputs were (1) developing a national wage policy with a wage monitoring system; (2) labour market information systems; (3) the development and implementation of employment intensive infrastructure programmes to promote rural employment. The reasons for these outputs not progressing seemed primarily to be the inability to materialize external donor funding. While resource mobilization effectiveness was not part of the scope of this evaluation, it is critical that the DWCP has a robust resource mobilization mechanism.

The evaluation found that the DWCP was effective in leveraging internationally adopted labour standards, conventions, recommendations and global resolutions to prompt national level action through evidence based, technical discussion and dialogue, ensuring that global norms did not remain abstract but applied, or translated to national policies. In this way, the ILO's interventions were instrumental in supporting national systems to evolve and align with international labour standards in areas they set out to do.

In particular, ILO specifically impacted how labour market institutions addressed hard to define or newly defined phenomena and work force. Examples include the work done to introduce the newly adopted International Labour Standard C.190 on Violence and Harassment (prevention) where labour inspection guides were revised to include detection of this psycho-social risk. The International Standard on Migrant Workers' Protection has guided many legislative, policy and service development on safe migration, including grievance redressal. The Resolution on decent work for the care economy brought clarity on the critical link between paid and unpaid work and the care economy, which led to a National Roadmap on the Care Economy. Thus, ILO's value addition is strongest in translating complex concepts adopted at the international level (Conventions and Recommendations, Resolutions) to locally relevant context, and to demonstrating how it can be implemented through labour market systems. In doing so, ILO effectively contributed to broad mind set change around certain occupations and phenomena. It can be said that ILO played an important role in giving political agency/ visibility to the previously "invisible" workers or labour market phenomena, with concrete policy and programme solutions.

Furthermore, ILO's influence was strongest where reform was technically complex but politically open: Successes were greatest where ILO provided evidence, platforms, and standards, and led technically driven processes such as actuarial studies, defining wage scale; etc. However, at times ILO's technical recommendations were diluted in politically charged contexts, demonstrating the limits of normative influence where political and economic imperatives diverge from ILO principles. Such tension between principles and political and economic imperatives is not uncommon and highlights the important role that ILO can continue to play in bringing tripartite partners together in progressive dialogue.

Ensuring that international labour standards translate to national policies, and that they help shift mindsets of policy makers and wider public is a unique advantage that ILO needs to purposefully leverage in defining its competitive advantage in the changing multilateral world. This is particularly

relevant in the multilateral environment where the UN mandate is being associated with universal human rights and normative functions.

ILO's effectiveness at the policy level is evidenced by the fact that 24% of the outcomes related to policy development, which was the second largest category in the types of change after institutional capacity development (35%). While ILO was effective in translating international standards and emerging concerns into policies, policy implementation and monitoring seemed not to be prominent judging by the number of outcomes achieved in the respective categories (policy implementation 15%, policy monitoring 4%).

Recommendations

While ILO has been highly effective in driving normatively anchored, technically sound labour market policy development, the same could not be observed for policy implementation and monitoring.

- Continue engaging in policy development that is anchored in a technically driven processes, which is a clear strength. In order to amplify visibility, consider investing in narrative creation around how labour market reforms aligned with ILS promotes industry stability, work quality improvement and well-being of workers and productivity, so as to beef up the “evidence base”.
- Strengthen work around policy implementation and monitoring, particularly of those that it helped to launch. Consider, for example, collaboration with constituents to streamline administrative data that is increasingly collected by government entities in all thematic areas of the DWCP, which could yield important knowledge on the state of industrial relations, OSH data at Provincial level, employability of TVET graduates, social security coverage and more. The harvested outcomes show that great progress is made in digitized data collection by public entities. Such streamlined data will support policy monitoring and implementation with the engagement of the constituents, leading to a strong evidence base narrative of change.
- Leverage the role that DWCP monitoring could play in creating an enabling environment conducive to national level social dialogue. Actively explore DWCP monitoring and discussion opportunity to bridge the gap between ILO technical recommendations and immediate political and economic imperatives.

Efficiency

Outcome harvesting is a method that cannot be used to measure efficiency of the DWCP interventions. This criterion was not evaluated.

Impact

The DWCP had notably impacted 13 categories of social actors who generated change in the world of work through various initiatives. This is evidence that the DWCP is expanding partnerships to advance decent work and social justice through the engagement of ILO constituents, different branches of governments, private sector and civil society. Most prominently it impacted the government, who generated 95 or 45% of the total outcomes. The high number of outcomes generated by the government entities confirm their role as “duty bearer” in developing and implementing labour policies. As a duty bearer, they become the “subject” to whom non-governmental social actors approach and request action. In other words, efforts made – for example, by the Trade Unions- is likely to manifest in

an outcome by government entities. While this demonstrates the centrality of government for creating lasting impact, **the Country Office/ and ROAP should reflect on what a DWCP driven equally by the tripartite partners would look like.** The current focus on policy development seems to have led to an over-reliance on the action by the governments to advance the DWCP. As recommended in the previous section, the Country Office, in the next DWCP should strengthen support to policy implementation and policy monitoring which should lead to better balance in the participation of social partners generating outcomes. It was also notable that there were very little outcomes that were a result of tripartite action. Stronger focus on policy implementation, with attention to policy implementation at subnational “regional” level with the participation of social partners was indeed welcomed in the August 12th constituents’ consultation meeting.

The outcomes demonstrate important impact at sectoral level achieved through an integrated approach across the DWCP priorities. For example, outcomes in the palm oil sector spanned social dialogue, labour market governance (Priority 1) and social and labour protection (Priority 3), positively impacting women and children. However, several factors hamper the DWCP’s potential for impact.

- The work division based on thematic labour market policy areas in the DWCP Priority, further compartmentalized by DC project structure overshadows the synergy that can happen across such themes.
- The tendency to work on policy development at the central level over policy implementation and monitoring at the subnational (regional or provincial administrative level) or sectoral (industrial) levels prevents the formulation of a tighter, sector or region-specific narrative on impact of policy work.

To enhance potential for impact, strengthen synergies between independent project achievements with the aim to articulate the “whole of DWCP” narrative. Further, the insufficient DWCP monitoring and reporting system that has prioritised reporting on selected indicators (notably those that contribute to the corporate P&B indicators) rather than of those in the DWCP risks becoming a disjointed narration of progress. The start of outcome harvesting is a positive development and should continue, which will help the Country Office gain insights from outcomes collected across the projects irrespective of pre-defined indicators.

Recommendations

- The next DWCP may focus on identifying priority sectors and workforce where upstream policy development can combine downstream implementation and capacity building with the involvement of multiple stakeholders. The existing plethora of sectors that are impacted by ILO’s DWCP merits streamlining to “core priority sectors” (possibly fishing, plantation, seafood processing, garment/leather/textiles) as well as emerging sectors (examples are care economy, blue and green sectors).
- Strengthening focus on industries, in line with the constituents’ request for continued work on fisheries, particularly connecting MSMEs to large enterprises to boost responsible and sustainable fisheries, including certification.
- Consider support to strengthen policy monitoring at subnational levels, which will respond to the constituents’ challenge in obtaining data (inspection was mentioned).
- Actively use DWCP reporting discussions, to enhance tripartite role from mere participation to active monitoring of emerging impact.

Sustainability

The outcomes provide mixed but insightful signals about the endurance of change processes supported by the ILO DWCP in Indonesia. While a significant portion of outcomes currently lack visible signs of sustainability, a substantial and strategically significant number show signs of institutionalization, legal formalisation, implementation, and financial commitment. These are all critical levers of durability.

The data thus suggest a two-pronged scenario: outcomes at the early or underdeveloped end require continued nurturing, while a growing cohort of mature outcomes are well-positioned to continue delivering impact beyond the programme's duration. For maximum effect, future strategies could focus on bridging the gap between these two groups — deepening sustainability where it is nascent and consolidating it where it is emerging.

There was no predefined definition or categories on what would constitute sustainability. In the future, it would be good for the programme staff to agree on a common definition for the next phase of the programme.

Recommendations:

- Agree on a common definition of sustainability
- Increase synergy between outcomes to improve coherence of narrative within a sector, institution, subnational region, etc towards the definition of sustainability.
- DC projects play an important role in delivering the DWCP. Ensure there is a robust resource mobilization strategy in the next DWCP.

Introduction

The Decent Work Country Programme (DWCP) is the International Labour Organization's country programme. Decent Work Country Programmes are designed with the constituents and reflect their diverse national needs and priorities. The DWCPs are anchored in tripartism and social dialogue aim to promote decent work as a national goal.

The DWCP is aligned to the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021-2025. The DWCP will help achieve in particular Outcomes 1 and 2 of the UNSDCF. Outcome 1 titled People living in Indonesia, especially those at risk of being left furthest behind, are empowered to fulfil human development potential as members of pluralistic, tolerant, inclusive and just society, free of gender and all other forms of discrimination and Outcome 2: Institutions and people contribute more effectively to advance a higher value-added and inclusive economic transformation. This five-year programme is aligned with key national policy initiatives such as Making Indonesia 4.0 and the Roadmap of Vocational Development Policy in Indonesia 2017- 2025. It will also stimulate efforts to achieve SDGs, notably Goal 8.

The Country Programme Review (CPR) forms part of ongoing monitoring processes aimed at improving the DWCP and facilitates learning by constituents, ILO and other key stakeholders. The Indonesia DWCP (2020-25) implementation is nearing its end, and there is a need to take stock of the progress made, any significant changes, any new challenges and opportunities that may arise to reflect them in the remaining period (or next phase) of DWCP. In addition, the results of the review will contribute to the development of the next DWCP.

The Outcome Harvesting (OH) method is used for the internal evaluation (or Country Progress Review - CPR- is interchangeably used) of its Decent Work Country Programme (DWCP) 2020-2025 for Indonesia². Preliminary DWCP outcome harvest evaluation findings and discussion points were presented to the ILO-Country Office on the 24th June and 17th July 2025. Further, the ILO Country Office on the 12 August 2025 held a Tripartite Consultation Meeting to review the Decent Work Country Programme (DWCP) and presented the evaluation finding, and generated rich discussion confirming the findings and gathering inputs relevant to designing the next phase of the DWCP. The discussions of the review are incorporated into this report.

Methodology and evaluation process

DWCPs place substantive attention to policy advocacy, unleashing leadership, institutional capacity development to advance decent work and social justice. In such programming contexts, the relationships between the cause and the effect of results are not easy to understand. For this reason, ROAP has decided to progressively adopt the Outcome Harvesting approach in monitoring and country progress review of the DWCP, which presents a particularly suitable methodology for this context.

² DWCPs place substantive attention to policy advocacy, unleashing leadership, institutional capacity development to advance decent work and social justice. In such programming contexts, the relationships between the cause and the effect of results are not easy to understand. For this reason, ROAP is progressively applying the Outcome Harvesting approach in monitoring and country progress review of the DWCP, which presents a particularly suitable methodology for this context.

The ILO therefore decided to use Outcome Harvesting (OH) as the method for the internal evaluation of its Decent Work Country Programme (DWCP) 2020-2025 for Indonesia.

Outcome Harvesting is a utilisation-focused, highly participatory method that enables evaluators, donor and managers to identify, formulate, verify, and make sense of outcomes they have influenced when relationships of cause - effect are unknown. Unlike some monitoring and evaluation methods, Outcome Harvesting does not use predetermined outcomes or objectives as the starting point of measurement, but rather collects evidence of what has been achieved, and works backward to determine whether and how the project or intervention contributed to the change. This allows the approach to not only capture intended outcomes but to also reveal unexpected ones, providing a comprehensive view of the changes achieved.

In Outcome Harvesting, outcomes are defined as:

Observable changes in the behaviour i.e. policies, practices, relationships and actions of individuals, groups, organisations or institutions that the ILO influenced.

In that sense, the activities and outputs of the DWCP do not count as outcomes because they are under the control of ILO and do not show the effects of the programme's efforts.

To be considered sufficiently credible to be used in this evaluation, each outcome had to meet the required quality standards of Outcome Harvesting, that is it had to be formulated as an 'outcome statement' comprising three key elements: a description of the outcome itself, its significance and contribution.

Outcomes generally take time to emerge and some activities may never lead to an outcome. Often, activities will contribute indirectly and partially to one or more outcomes. Outcome Harvesting seeks to avoid assessing results through a linear, cause-effect mind-set. Instead, it seeks to identify causality in the activities or outputs of the DWCP that contributed in a small or large way, directly or indirectly, and intentionally or not to the outcomes.

One of the values of outcomes is that they reveal a process of change. Thus, some outcomes generated by the DWCP may be relatively minor or preliminary compared to others. That is not a problem because the importance of an outcome is usually its relationship to other outcomes.

The five steps of Outcome Harvesting

The Outcome Harvesting process consists of five iterative steps:

1. **Design the Harvest**
2. **Harvest Outcomes**
3. **Substantiate**
4. **Analyse and Interpret**
5. **Support the Use of Findings**

Below is an outline of how each step was applied:

1. **Design the Harvest:** The evaluation users and the evaluation team jointly defined the purpose of the harvest, its guiding questions, and agreed on what information would be collected, how, from whom, and when in order to credibly answer the evaluation questions.

2. **Harvesting Outcomes:** During this step, the internal evaluators identified and formulated all outcome statements under the guidance of the OH expert. The harvesting process took place in three stages:
 - a. First, the Internal evaluators, guided by the Outcome Harvesting expert, identified and formulated outcome statements from documents.
 - b. A harvesting workshop was then organised in Jakarta with ILO Indonesia staff from the selected projects. During this workshop, the outcomes harvested from documents were completed, and additional outcomes were harvested. The OH expert facilitated this workshop, with the internal evaluators acting as co-facilitators. The workshop lasted 3 days, followed by a day for the evaluators to review the outcomes and ensure they contain all the necessary information.
 - c. A one day harvesting workshop was organised with the constituents. They reviewed the outcomes developed by the ILO Indonesia staff and formulated additional outcomes. The workshop was facilitated by the internal evaluation team under the guidance of the OH expert.
3. **Substantiation:** Substantiation is the process of ensuring the outcomes constitute credible-enough evidence with which to answer the evaluation questions. As described above under 2) for this evaluation we harvested first from the ILO Indonesia staff. We then organised a day with the constituents (see **annex 1** for a list of participants). The aim of this day was two-fold:
 - a. The constituents (government, employer organisations, trade unions), who were the social actors, reviewed the outcomes developed by the ILO Indonesia staff and hence acted as substantiators.
 - b. They formulated additional outcomes

Since the social actors are the constituents and are involved in the DWCP programme, we also substantiated a sample of outcome statements with substantiators who were not involved in the programme to ensure accuracy and deepen understanding of the outcomes.

This substantiation was carried out through interviews during the mission of the internal evaluation team in Jakarta. A list of the substantiators and their remarks on the outcomes can be found as **annex 2**.

The results of the substantiation process were as follows:

Priority 1: The substantiators agreed with the outcome descriptions but had a few additions. One substantiator disagreed in the significance with the use of sectoral minimum wage. They fully agreed with the contribution.

Priority 2: The substantiators agreed with the outcome description, significance and contribution, but had some additions.

Priority 3: The substantiators agreed with the outcome description, significance. They could not confirm some aspect of the contribution but did not disagree.

4. **Analysis and Interpretation:** Outcome statements were categorised by the internal evaluation team in order to detect trends and patterns, The team then provided evidence-based responses to the evaluation questions.
5. **Support Use of Findings:** The findings of the evaluation were presented to and discussed with the ILO Indonesia staff. They will be taken forward by the ILO Indonesia staff in their discussions on the next phase of the DWCP internally in the Indonesia office as well as with the constituents.

Evaluation objectives

The main purpose of the DWCP CPR is for DWCP improvement and learning. The findings will provide useful insights for the formulation of the next Indonesia DWCP specifically, future strategies and actions, and how to set up a “right-fit” monitoring system. The DWCP CPR, through the Outcome Harvesting approach, aimed to provide the following insights:

- Provide a comprehensive overview of the outcomes that have been achieved in the DWCP period, to better understand patterns and trends in the outcomes influenced by the DWCP, and what characteristics did they show (such as explicit change in programmes and policies, systems, behaviour, relationships, as examples)
- What did the ILO and partners do to have contributed to these outcomes and how adaptive have they been in response to results achieved and changes in context? What are some capacities of constituents that could be enhanced?
- Analyse factors (external and contextual) that determine the success or failure of the ILO’s interventions.
- Identify the role the monitoring system/ data play in facilitating successful outcomes
- Identify key data the future DWCP continue to collect to monitor results; how to improve future data collection under the DWCP monitoring system?
- Provide lessons learned from the implementation process.
- In addition to the above insights, the CPR based on OH approach aimed to build the capacity of ILO officials involved in the CPR of Indonesia on the Outcome Harvesting approach (and further to a longer term capacity to guide the design of “right-fit” evidence strategies for DWCP).

Scope

The scope of the CPR covered the entire DWCP Indonesia from the start of the DWCP to the CPR’s date and covers all geographic locations, structures, or sequences that the DWCP operated.

As such, the scope of a CPR included the relevant mix of advocacy and policy advice, capacity building, services, strategic partnerships, projects, and research that make up a DWCP. The review engaged the

appropriate constituents and stakeholders, including the national government, worker and employer tripartite organisations, funding partners, ILO staff, and beneficiaries. The review covered all levels (national, provincial and local levels).

Gender dimensions, ILS, and social dialogue were considered throughout the methodology, deliverables, and final report of the CPR. All major initiatives that contributed to the delivery of outputs and the achievement made on DWCP outcomes to date were considered.

Limitations

Limited time with constituents to harvest outcomes, means that there could have been more outcomes, as well as detail in the significance as well as contribution.

Further, the ILO specialists were not present in the outcome harvest workshop, which limited the incorporation of full range of perspectives for significance and contribution.

Workers, Employers and Ministry of Labour and affiliated institutions are ILO constituents. They are social actors but at the same time also implementers of the programme through their own resources. The outcome harvest therefore captured their behaviour change, or outcomes as a result of ILO contribution, and also a set of change where ILO played an indirect or a distant role. This was an important finding where in the future, the harvesting will be adjusted to capture their contribution to DWCP outcomes more comprehensively.

Identifying substantiators is challenging, as they need to be independent individuals who is knowledgeable about both the outcomes and the interventions, yet not directly involved in implementing the interventions. Some substantiators were not directly involved in implementation but their organisations/ departments were involved in the implementation.

Having ILO staff as part of the internal evaluation team may have influenced the extent to which constituents felt comfortable expressing their views on the identified outcomes, compared to an evaluation conducted by an independent evaluator.

While Outcome Harvesting is well suited to assessing effectiveness and impact because it documents real-world changes and the contribution of an intervention, but it has certain limitations when considered against the OECD/DAC criteria of efficiency, since it doesn't examine the relationship between resources and results.

Roles and responsibilities

- **Harvester:** the person responsible for conducting the Outcome Harvest/coaching during the formulation of outcomes.
- **Sources:** documents or people that provide information about the outcomes.
- **Substantiator:** an independent person who is knowledgeable about the outcome(s) and how they were achieved
- **The primary users** are the people who need the findings to make decisions or take action and must, therefore, be involved in decisions throughout the harvesting process.

- **Secondary users** are the people who need the findings for decision-making or taking action but do not have to be involved in decisions throughout the harvesting process.
- **Audience:** other stakeholders who will be interested in the harvest findings.

Outcome Harvesting Expert:

Goele Scheers, the OH expert, coached and led the internal evaluators, coordinated the harvesting process in Jakarta and provided quality control. During the coaching, the OH expert explained every OH step to the internal evaluators. During the implementation of each step, the OH expert was available for questions. After each step, the OH expert reviewed the work done. Throughout the process, the OH expert advised on the correct application of the OH method and quality of the data. See www.goelescheers.be for more information on the OH expert.

Internal Evaluators:

The internal evaluators carried out the evaluation under the guidance of the OH expert. They developed the evaluation design, harvested outcomes from documents and stakeholders, conducted the analysis and interpretation and wrote the evaluation report. The internal evaluation team consisted of:

- Reiko Tsushima, Chief – Regional Programme Services Unit, ILO Regional Office for Asia and the Pacific. Reiko was responsible for the internal coordination of the evaluation team at ILO, the main point of contact for the OH expert and overall responsible for the evaluation. Reiko wrote the evaluation report with input from the rest of the team and presented the findings to the ILO Indonesia staff.
- Pamornrat Pringsulaka, Regional Evaluation Officer, ILO Regional Office for Asia and the Pacific, Rattana Pongpattana, Monitoring and Evaluation Officer, ILO Regional Office for Asia and the Pacific
- Lusiani Julia and Dina Novita Sari - Program Officers from the ILO Office in Jakarta , Indonesia
- Trieu Nguyen Ngoc and Dung Bui Van from the ILO Country Office in Hanoi, Vietnam
Programme officer and National Project coordinator.

User committee members

Outcome Harvesting is an approach that is participatory and based on the principles of utilization-focused evaluation. This means that the primary users are involved in the design of the evaluation as well as during the evaluation process. The user committee for this internal evaluation consisted of the internal evaluation team plus Simrin Singh, Director, ILO Office for Indonesia and Timor Leste.

Evaluation questions

Based on the use of the harvest, the evaluation questions were identified:

1. To what extent do the outcomes align with the DWCP's Theory of change; are there discernible patterns where more results were achieved and those areas where there were not achieved?

2. How do the results align towards the indicators at the output level?
3. What have been the incremental changes and transformative changes as a result of ILO's contribution?
4. What combination of interventions worked to advance a particular change? What is the right mix of human and political capital involved to achieve results? What makes ILO contribution unique?
5. What types of results has ILO achieved the most among the priority area of 1) effective social dialogue that promotes sustainable business and workers' welfare; 2) job creation and youth employment; 3) enhance protection of vulnerable groups of workers?
6. Do the outcomes demonstrate a commitment towards gender equality and non-discrimination?
7. Do the outcomes demonstrate a link to vulnerable workers (women, people with disabilities, youth)? Should it have? Is there an indication of what makes them vulnerable?
8. What are the indications that the processes of change that ILO contributed to, will sustain beyond the lifetime of the programme?
9. How can the findings of the outcome harvest inform future programming decisions?
10. What key data should future DWCP collect to monitor results; how to improve future data collection under the DWCP monitoring system?

How to read this report

In line with the purpose and intended uses, ten evaluation questions were agreed. This report covers questions 1 to 9.

Questions 9 (How can the findings of the outcome harvest inform future programming decisions) is embedded on sections of the report that discusses "Findings and discussion points"

Question 10 is not covered in this report. It will be dealt with separately due to its internal nature.

The findings chapters of this report present the internal evaluation team's answers to the evaluation questions. Considerable deliberation went into the level at which analytical findings should be aggregated. The DWCP 2020-25 demonstrates a multi layered intervention logic, starting from Priority areas which are supported by 1st level outcome, which are then supported by 2nd level outcomes (and thereafter are outputs).

It was decided that given the depth of the work at the 2nd level outcome level, the report dedicates description of harvested outcomes at the said level. However, in order not to fragment the "findings and discussion points", the observations at the 2nd level are aggregated and "findings and discussions" are presented at the 1st level outcome.

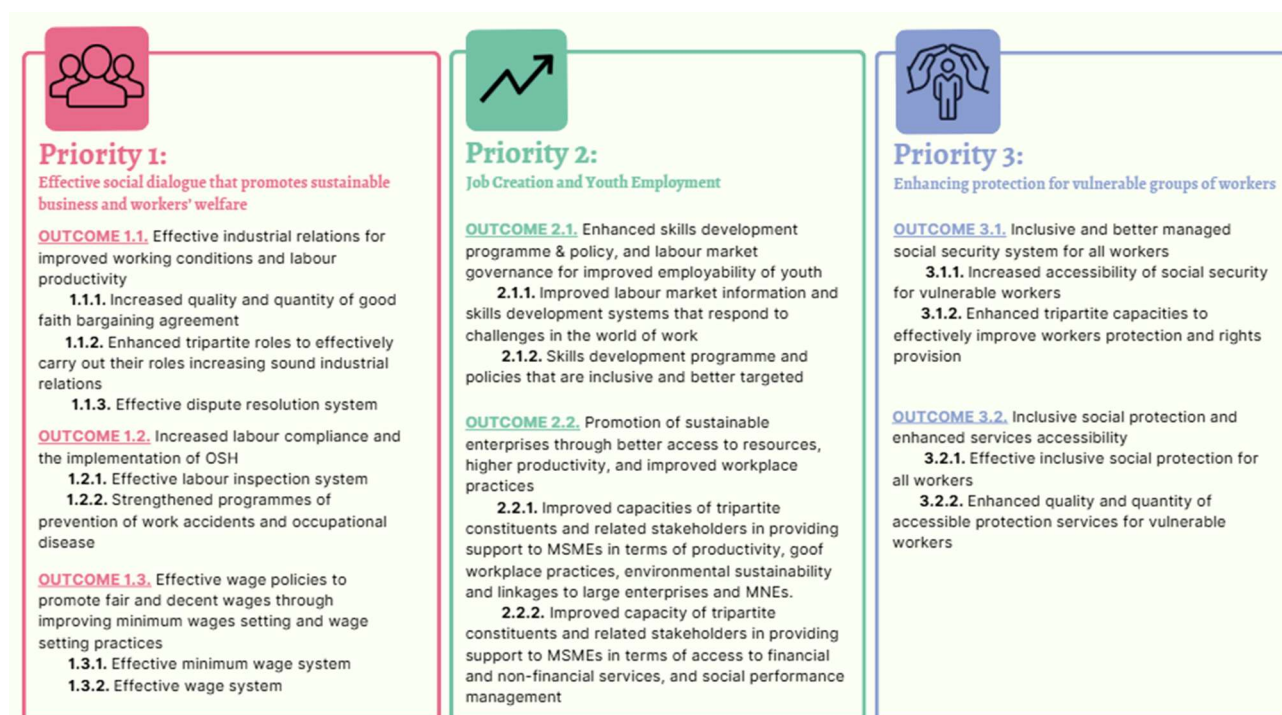
A note on the interpretation of numbers of outcomes: Differences between the numbers of outcomes for each category need to be treated with caution. A higher number does not necessarily indicate better achievement. While all the outcomes were considered by the sources to be significant achievements, they can still differ in how significant they are in view of DWCP outcomes. The important aspect is that

these outcomes offer significant insight into how DWCP influenced the context in which it was operated, and lessons can be learned.

Country priorities and country programme outcomes

Intervention logic

The DWCP areas of work defined by the constituents consisted of three (3) Country Priorities (CP). The Country Priority is the highest point in the DWCP impact pathway, describing an intended change in the world of work. The Country Priorities are supported by first level outcomes (7), followed by second level outcomes (15). All of the outcomes in the impact pathways are preconditions to outcomes above them and to the intended impact. The second level outcomes have outputs (17) and sub outputs. Indicators and targets have been established at respective levels (outputs, indicators and targets have been omitted from the visual below).



Operationalising and implementing the DWCP

The implementation of DWCP is enabled through several types of contributions. The evaluation identified eight types (see box). Notable contributions includes financing from development partners

Types of contribution used by the DWCP

- Advice from ILO technical specialists
- ILO Standards
- Constituents project
- Constituents own project with ILO collaboration
- Committee of Experts
- Projects (DC)
- RBSA
- Trust

(DC projects and RBSA) and ILO's own resources (Regular Budget Technical Cooperation). ILO's contribution also included resources that cannot be easily quantified, for example advice from ILO technical specialists, the ILO Country Office staff time (ILO Country Office management, programme officers, admin operational support). There are also contributions from the constituents, including in kind contribution (institutional staff time and operational contribution) that supports DWCP activities but are outside of ILO's budgets. The allocation of resources by Priority area- where quantification is possible- is presented in **Annex 3**.

Findings: evaluation question 1,2, 3 & 4 : All Priority Areas

Question 1: To what extent do the outcomes align with the DWCP's Theory of change; are there discernible patterns where more results were achieved and those areas where there were not achieved?

Question 2: How do the results align towards the indicators at the output level?

Question 3: What have been the incremental changes and transformative changes and the role of social partners?

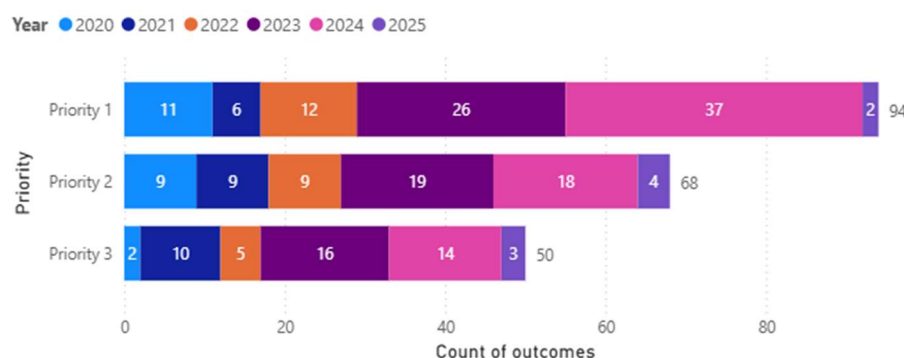
Questions 4: What combination of interventions worked to advance a particular change? What is the right mix of human and political capital involved to achieve results? What makes ILO contribution unique?

To what extent do the outcomes align with the DWCP's Theory of change; are there discernible patterns where more results were achieved and those areas where there were not achieved? (Q1)

In total, 212 outcomes were harvested across three priority areas for the period of 2020 to 2025 March. Overall, the DWCP implementation shows robust achievements across all priorities, which sustained despite the pandemic.

The greatest number of outcomes were registered under Priority 1 (94 in total) “Effective social dialogue that promotes sustainable business and workers’ welfare”, followed by Priority 2 (68 in total) “Job creation and youth employment” and Priority 3 (50 in total) “Enhance protection of vulnerable groups of workers”.

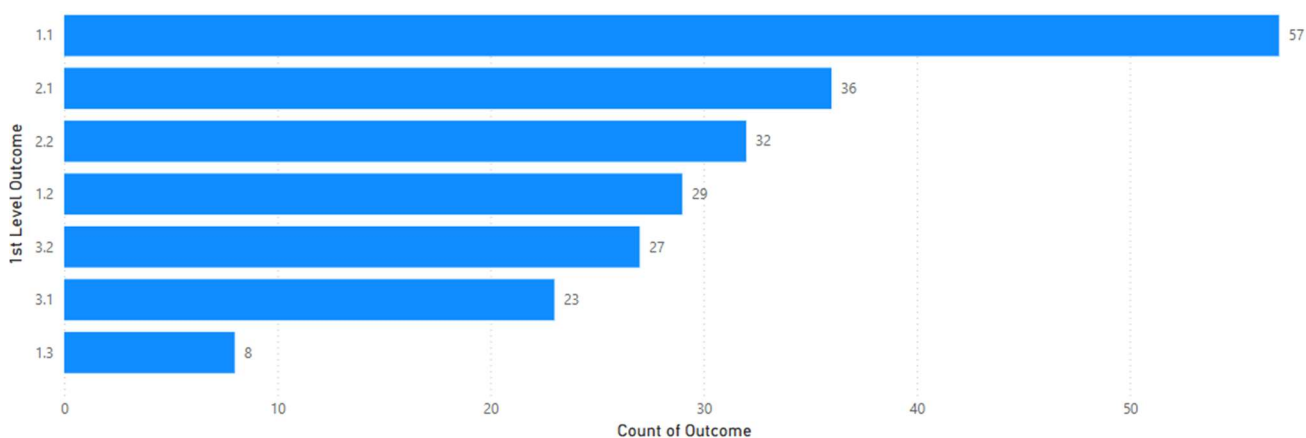
Figure 1: Outcomes by Priority



Most outcomes emerged from 2023 onwards. The fact that the outcomes materialized less during 2020 to 2022 is most likely due to the COVID 19 pandemic lock down which lasted until the first half of 2022. Moreover, the low level of outcomes in 2025 is due to the timing of the review, which took place at the beginning of 2025 (March 2025) and results were yet to manifest.

Each Priority is made up of 1st level outcomes, which further break into second level outcomes. There was variation in the number of outcomes generated at the 1st level within the priority areas.

Figure 2: Outcomes by 1st level outcome



1st Level Outcome	Count of Outcome	First UN outcome text
1.1	57	Effective industrial relations for improved working conditions and labour productivity
2.1	36	Enhanced skills development program & policy, and labour market governance for improved employability of youth
2.2	32	Promotion of sustainable enterprises through better access to resources, higher productivity and improved workplace practices
1.2	29	Increased labour compliance and the implementation of OSH
3.2	27	Inclusive social protection and enhanced services accessibility
3.1	23	Inclusive and better managed social security system for all workers
1.3	8	Effective wage policies to promote fair and decent wages through improving minimum wages setting and wage setting practices

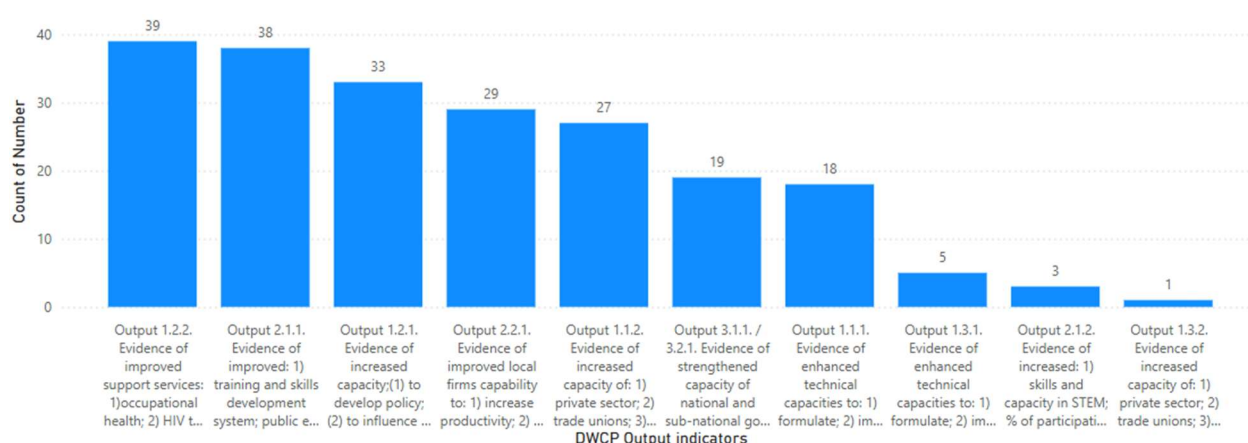
The first level outcome 1.1 on “effective industrial relations...” registered the most number of outcomes, while the 1st level outcome 1.3 on “effective wage policies...” - within the same Priority 1 generated the least number of outcomes, indicating that not all 1st level outcomes registered the same number of outcomes. As the subsequent section will show, that even through 1st level outcome 1.3 “effective wages” registered least amount of outcomes, 25% of those were considered “transformative” whereas for 1.1 on “effective industrial relations...”, the same was 3%. Details will be probed further in the subsequent sections focusing on changes at the 1st and 2nd level outcomes. It is

important to note that the number of outcomes are not to be equated with “performance”, but rather as important data points on where the DWCP was able influence change in the specific context that it was in, and to draw strategic insights and pointers for the next cycle of the DWCP.

How do the results align towards the indicators at the output level? (Q2)

Outcomes mapped against the output indicators follow broadly a similar pattern. Alignment of harvested outcome against the DWCP targets is provided in **annex 4** which shows the ILO and the constituents achieved most of the pre-established output indicators, indicating the DWCP delivered what it set out to do.

Figure 3: Distribution of outcomes by outputs



DWCP Output indicators

Output 1.2.2. Evidence of improved support services: 1)occupational health; 2) HIV testing; 3) referral services; 4) social contracting; 5) livelihood opportunities for; a) refugees, b)migrant workers; c) asylum seekers; d) people with disability.

Output 2.1.1. Evidence of improved: 1) training and skills development system; public education to ensure competencies of job-seekers match the job market needs

Output 1.2.1. Evidence of increased capacity;(1) to develop policy; (2) to influence policy, legislation, business culture and practices supportive of gender equality, child friendly environment and worker's rights at the work place

Output 2.2.1. Evidence of improved local firms capability to: 1) increase productivity; 2) meet compliance requirements of global market;

Output 1.1.2. Evidence of increased capacity of: 1) private sector; 2) trade unions; 3) CSOs; 4) sub-national government to promote inclusion and non-discriminatory policies at the workplace;

Output 3.1.1. / 3.2.1. Evidence of strengthened capacity of national and sub-national government to implement well-resourced social protection system;

Output 1.1.1. Evidence of enhanced technical capacities to: 1) formulate; 2) implement future strategies that are: 1) inclusive and/or 2) job rich

Output 1.3.1. Evidence of enhanced technical capacities to: 1) formulate; 2) implement future strategies that are: 1) inclusive and/or 2) job rich

Output 2.1.2. Evidence of increased: 1) skills and capacity in STEM; % of participation in job market and promote policies in favour of their own rights at the workplace

Output 1.3.2. Evidence of increased capacity of: 1) private sector; 2) trade unions; 3) CSOs; 4) sub-national government to promote inclusion and non-discriminatory policies at the workplace;

What have been the incremental changes and transformative changes (Q3)?

The distribution of outcomes categorized by their significance level, shows that reform represents the largest category with 98 instances (46% of total outcomes). These are outcomes that involve significant modifications to existing systems, policies, or practices without fundamentally transforming the underlying structures.

Significance rating of change

Incremental changes: signalling smaller, gradual improvements that build upon existing practices or systems.

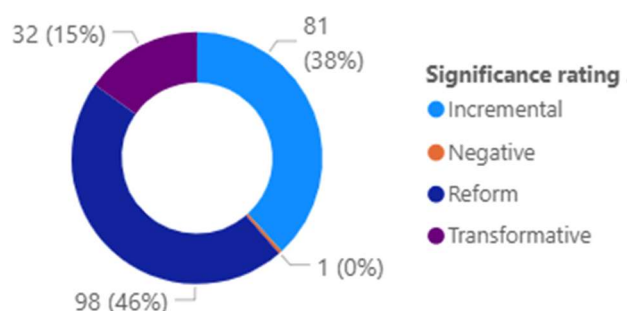
Reform: change signalling significant modifications to existing systems, policies, or practices without fundamentally transforming the underlying structures.

Transformative change: representing shifts that alter core structures, values, and power relationships.

Negative change: representing unintended negative outcome.

Incremental outcomes account for 81 of the total (38%). These represent smaller, gradual improvements that build upon existing practices or systems.

Figure 4: Outcomes by significance rating



Transformative outcomes are the least common with 32 instances (15% of total outcomes). These represent shifts that alter core structures, values, and power relationships. Transformative outcomes in Indonesia's DWCP are characterised by the creation of entirely new norms and institutional arrangements that shift power dynamics and broaden partnerships. For example, the establishment of Sectoral Skills Councils in logistics, shipbuilding, and tourism (Outcome 55, 59, 80, 81) created new governance structures for aligning training with industry demand, bringing together government, employers, and workers in a way that had not existed before. Similarly, the Ministry of Women Empowerment's launch of the Care Economy Roadmap 2025–2045 (Outcome 148) reframed “care” from a responsibility of households to a national labour market and economic priority, engaging a coalition of ministries, academia, unions, and media. In the labour migration and regulation of placement agencies, APINDO established a new Migrant Workers Committee (Outcome 158), forming direct partnerships with the government and migrant worker networks to advance fair recruitment and responsible business conduct. Together, these outcomes represent not only technical improvements but the creation of new ways of working, widening participation of social actors beyond ILO tripartite constituents, brokering new partnership and ideas and spur deeper and wider commitment from the whole of government and society to advance decent work.

One negative outcome was also registered, which concerned outcome 1.3 on wage policies (policy change inadvertently leading to lowering minimum wage for certain sectors). Unintended negative outcomes form important part of learning process, and their existence should not be considered as undesirable. The fact there is only one negative outcome may demonstrate the novelty of the approach, and in the future, it would be desirable to engage in discussing learning from both positive and negative unintended outcomes to stimulate learning.

This distribution suggests that the intervention efforts during DWCP 2020–2025 period mostly resulted in achieving reforms and incremental changes. The relatively low number of transformative outcomes are more likely to be expected, as fundamental structural changes often require more time, resources, and stakeholder buy-in to accomplish.

What combination of interventions worked to advance a particular change (Q4)?

What is the right mix of human and political capital involved to achieve results?

What makes ILO contribution unique?

In order to answer this question, we took a look at outcomes disaggregated by social actors, types of contribution and type of strategies.

Social Actors driving change in the DWCP

- Government entities
- Employers' Organizations
- Workers' Organizations/Trade Unions
- Tripartite
- Tripartite Plus
- Bipartite (Workers & Employers)
- Private sector
- Community
- Education Institution
- Training Institution
- NGO
- Parliament/ Commissions
- Media

Out of the 212 outcomes, 13 categories of social actors were identified to have generated change in the world work through various initiatives.

The most notable behaviour changes were observed among Government entities, which accounted for 96 outcomes, followed by employer organizations with 29 outcomes and trade unions with 29 outcomes.

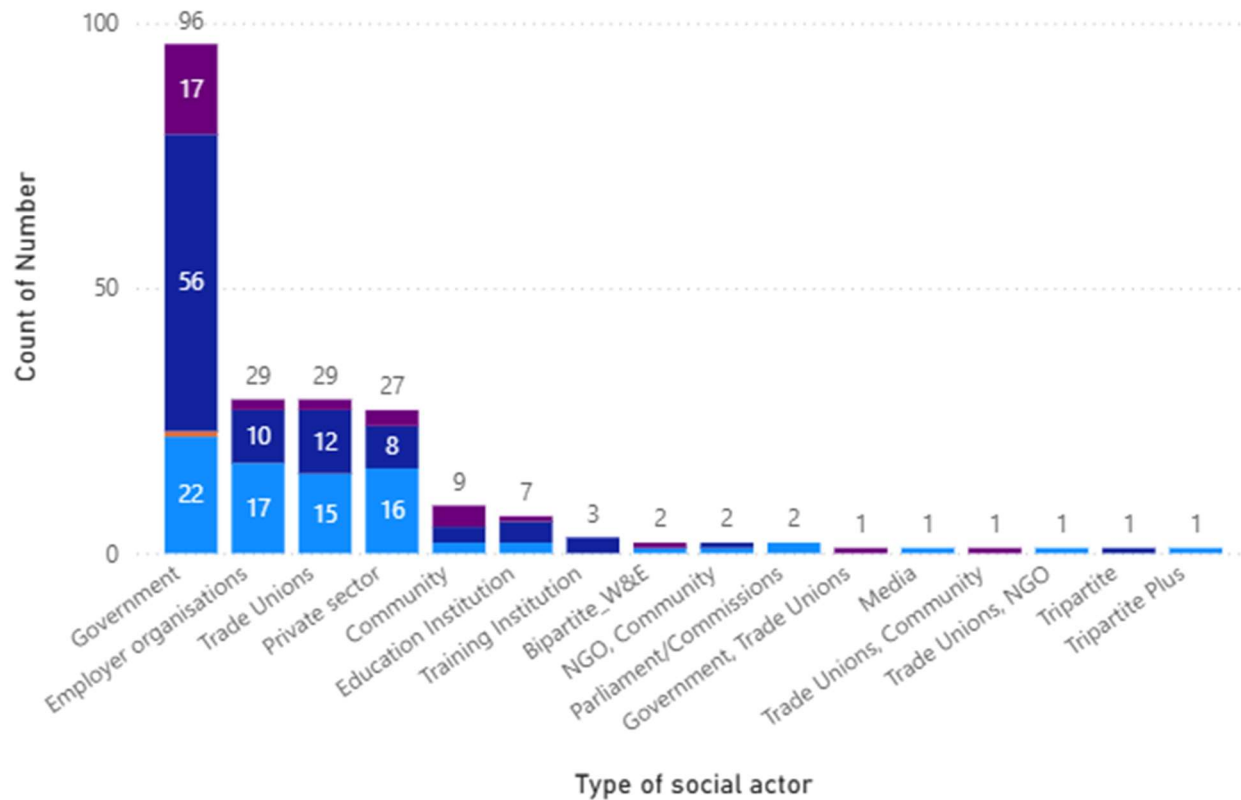
The high number of outcomes generated by the government entities is indicative of their role as “duty bearer” in developing and implementing labour policies. As a duty bearer, they become the “authority requested to take action” with all other social actors approaching them requesting authoritative action. In other words, efforts made – for example, by the Trade

Unions- is likely to manifest in an outcome by government entities.

Figure 5 shows that the government entities emerge as the dominant social actor, accounting for a majority (56 outcomes) of reforms outcomes, referring to substantial modifications to the existing system and policies which showcase the public sector's critical role in spearheading reform. The government actor also shows the higher number of transformative outcomes (17), suggesting its capacity and important role in brokering new partnership, ideas to spur deeper and wider commitment from the whole of government and society to advance decent work.

Figure 5: Outcomes by social actor and significance rating

Significance rating (Transf... ● Incremental ● Negative ● Reform ● Transformative



Employer organizations and trade unions represent the second and third most influenced social actors with 29 outcomes respectively. The significance of outcomes shows similar pattern namely, a relatively balanced distribution among reform and incremental changes.

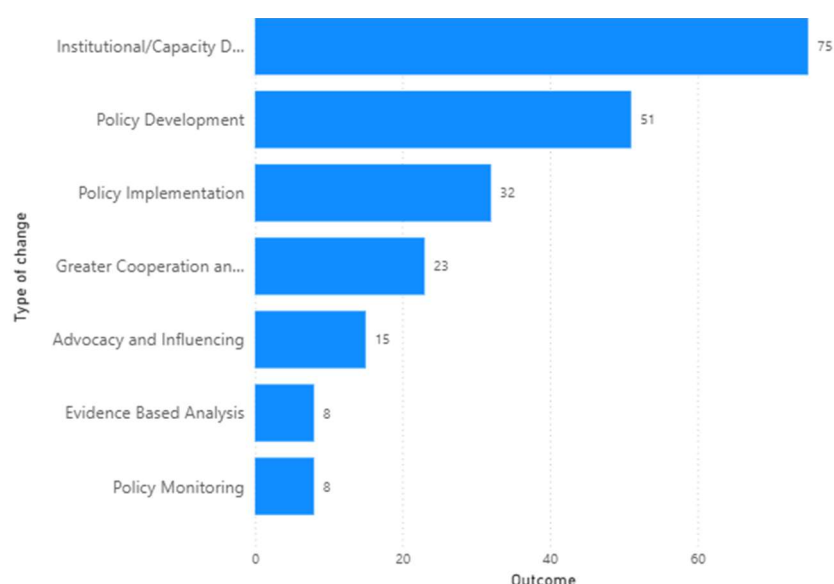
Meanwhile, incremental outcomes (77) in total are more evenly distributed with representation across government (20), employer organizations (18) and trade unions (14).

Several other social actors (education institutions, parliament/commissions, training institutions) were also among those influenced by ILO's DWCP and show outcomes classified primarily in the reform category.

Type of change

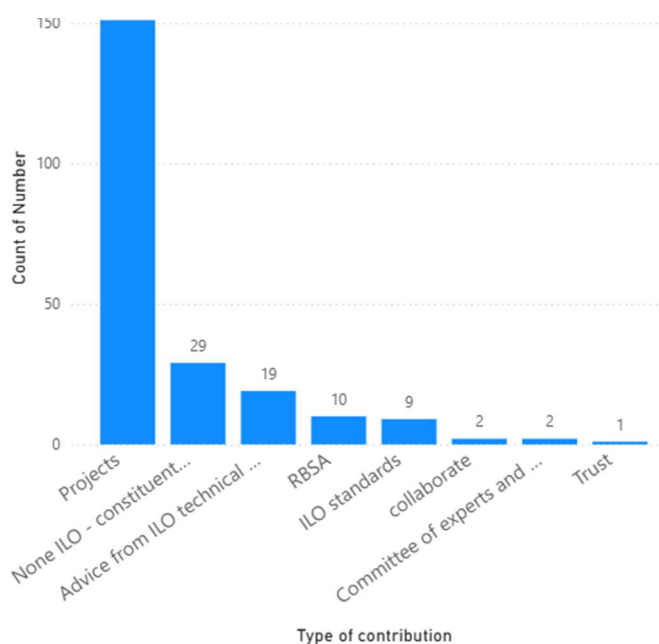
Outcomes were classified by types of change. The most frequently occurring type of change was institutional capacity development, followed by policy development. Given ILO's focus on capacity building of constituents to develop policies, it is not surprising to see these classifications at the top. What is quite illuminating is the low level of policy monitoring, indicating that while there is a robust effort to develop policies, there is not the same amount of effort to monitor policy effectiveness. The current focus on policy development may have led to an over-reliance on the action by the governments to advance the DWCP. The Country Office, in the next DWCP should strengthen focus on policy implementation and policy monitoring with a view to strengthening participation of social partners. The participation of social partners to advance policy implementation was in fact welcomed in the August 12th constituents' consultation meeting, particularly in extending awareness of government policies to vulnerable workers at the decentralized levels where the government's reach is limited.

Figure 6: Outcomes by types of change



Type of contribution

Figure 7: Outcomes by type of contribution



Projects (DC and RBSA) are substantive sources of ILO contribution to DWCP results (see Figure 7). They play a crucial role in supporting social actors drive changes, contributing to about 71% (151 outcomes) of all outcomes identified (212 outcomes). The constituents, through their own projects "None-ILO-constituents' project", have also contributed to achieving 29 outcomes (14%). Other types of ILO support (advice from ILO experts, ILO standards, the Committee of Experts on the Application of Conventions and Recommendations Mechanism, trust and collaboration with key stakeholders) also played a role in advancing DWCP results, accounting for 33 Outcomes (16%).

Figure 8: Outcomes by type of contribution and significance rating

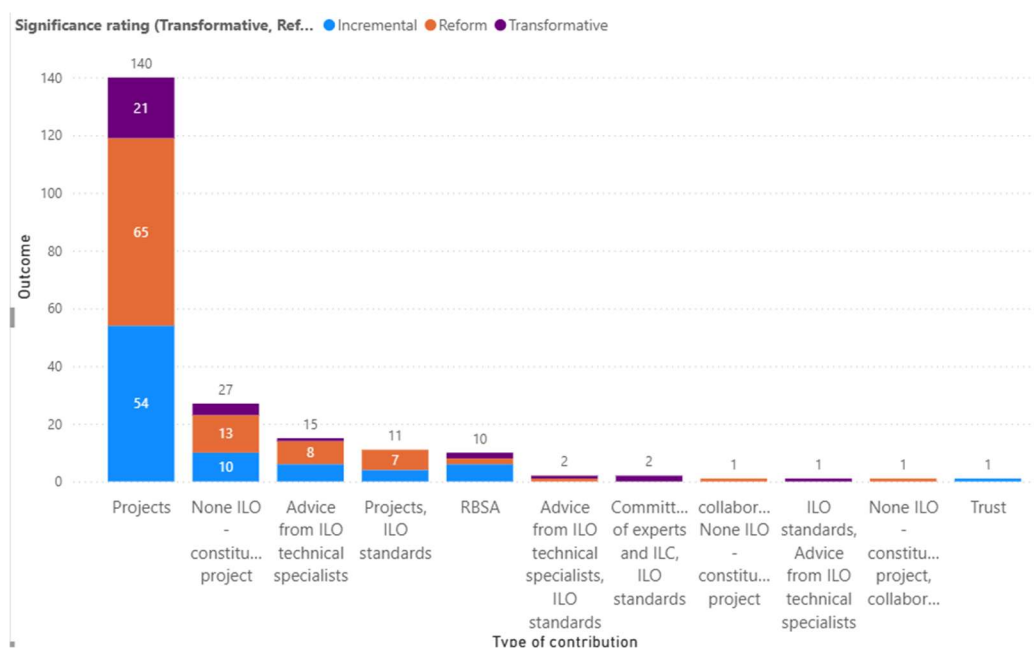
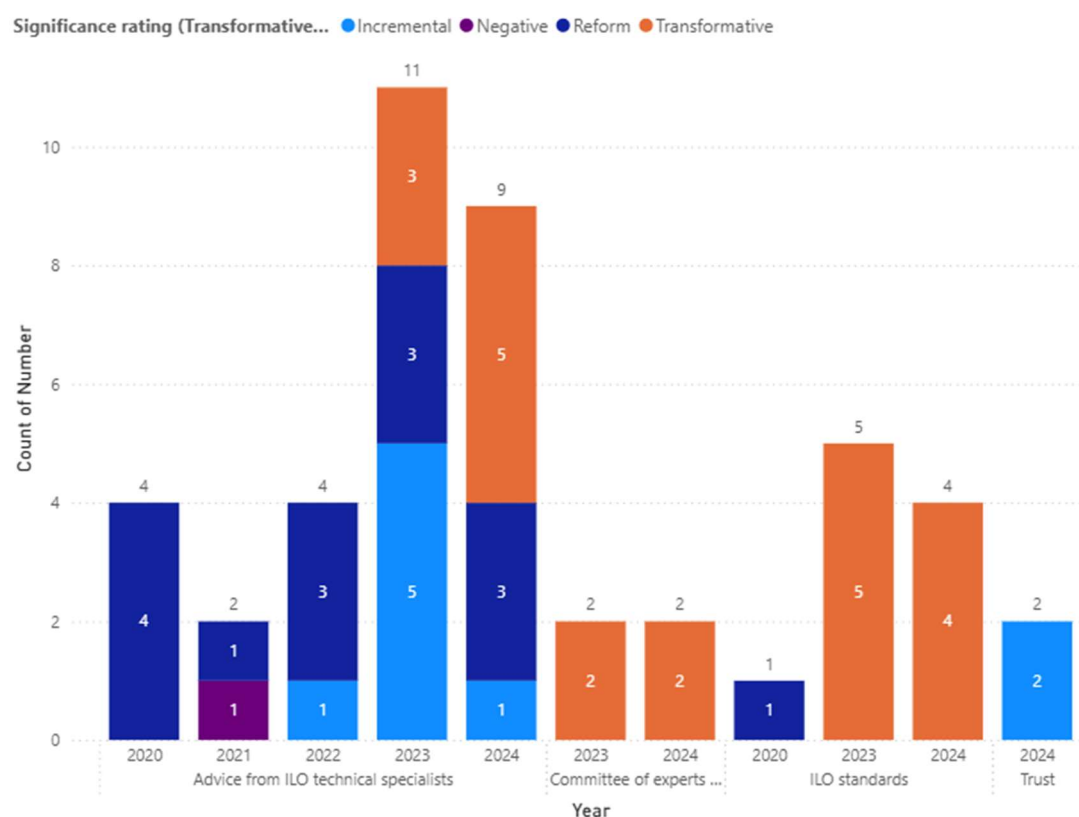


Figure 8 illustrates how various forms of support have contributed to reforms, incremental, and transformation changes.

If we exclude results by DC projects, RBSA, and constituents' projects (Figure 9) we are left with 46 outcomes (21%) achieved mainly through RBTC. Out of these, 21 outcomes were categorised as 'transformative' changes. This accounted for 65% of total transformative changes by all types of contribution.

Figure 9: Outcomes by type of contribution, year and significance rating (non project)



A look into the non-DC outcomes (Figure 9) reveal several pathways through which **non-DC mechanisms** have driven results, for example:

ILO Standards and other instruments played a transformative role in 2023 and 2024, reflecting their impact on legislative and policy transformation. Outcomes demonstrate how they strengthened institutional frameworks by providing a foundation for legal and regulatory improvements. These are particularly present in outcomes related to wage policies, OSH, labour inspection, violence and harassment, migrant workers' rights, social security and the care economy.

Committee of Experts and ILC (International Labour Conference) contributed to legal oversight and compliance, ensuring alignment with international labor standards in 2023 and 2024.

Collaborative Efforts/ Trust-Based Initiatives were also classified. Interestingly, collaborative efforts were reported to be the key contributors that facilitated reforms in 2023 and 2024, reinforcing the importance of social dialogue and multi-stakeholder engagement. While these were low in numbers, and conceptually subjective, it was an area that the Country Offices felt required better articulation and documentation in the future, as they are more likely to be embedded across all outcomes, rather than in a few. The evaluation found through interviews with the social actors in the substantiation process, that constituents highly valued ILO's specialized expertise, ability to provide insights into national good practices as well as in the Region and international and the availability of technical experts. These were identified by them as important trust-based contributions, which existed irrespective of financial support.

Box 1: Judicial Review of the Omnibus Law

A concrete example of the transformative change of non-DC contributions is the judicial review of the Omnibus Law No. 6 of 2023 on the Manpower Cluster: In 2023, three labour unions independently submitted a judicial review to the Constitutional Court, challenging the legislation. In 2024, the Constitutional Court ruled (Decision No. 168/PUU-XXI/2023) that the Government must draft a new labour law with meaningful stakeholder participation.

This milestone resulted from long-term ILO support in strengthening the capacity of government institutions and social partners; facilitating legal discussions and consultations to ensure an inclusive policy-making process; enhancing union advocacy skills, enabling them to present the case independently to the Committee of Experts.

The findings highlight the critical role of non-DC mechanisms in driving changes. While DC projects remain a primary driver, targeted technical support, international labour standards, and supervisory mechanisms also play a significant role in achieving transformative outcomes, in this case in an ILO core area of labour law reform in line with ILS. Some transformative changes can be achieved with minimal resources or without large-scale projects, making RBTC a crucial fund used strategically.

These insights underscore the need for a strategic multi-faceted approach—combining project-based interventions with institutional capacity-building, policy guidance, and sustained social dialogue—to ensure lasting impact. It also points to the importance of aligning DC with comments of the supervisory mechanisms for transformative change. Additionally, some outcomes resulted from the ILO's long-term capacity-building efforts, extending beyond the current DWCP time frame. ILO standards play a

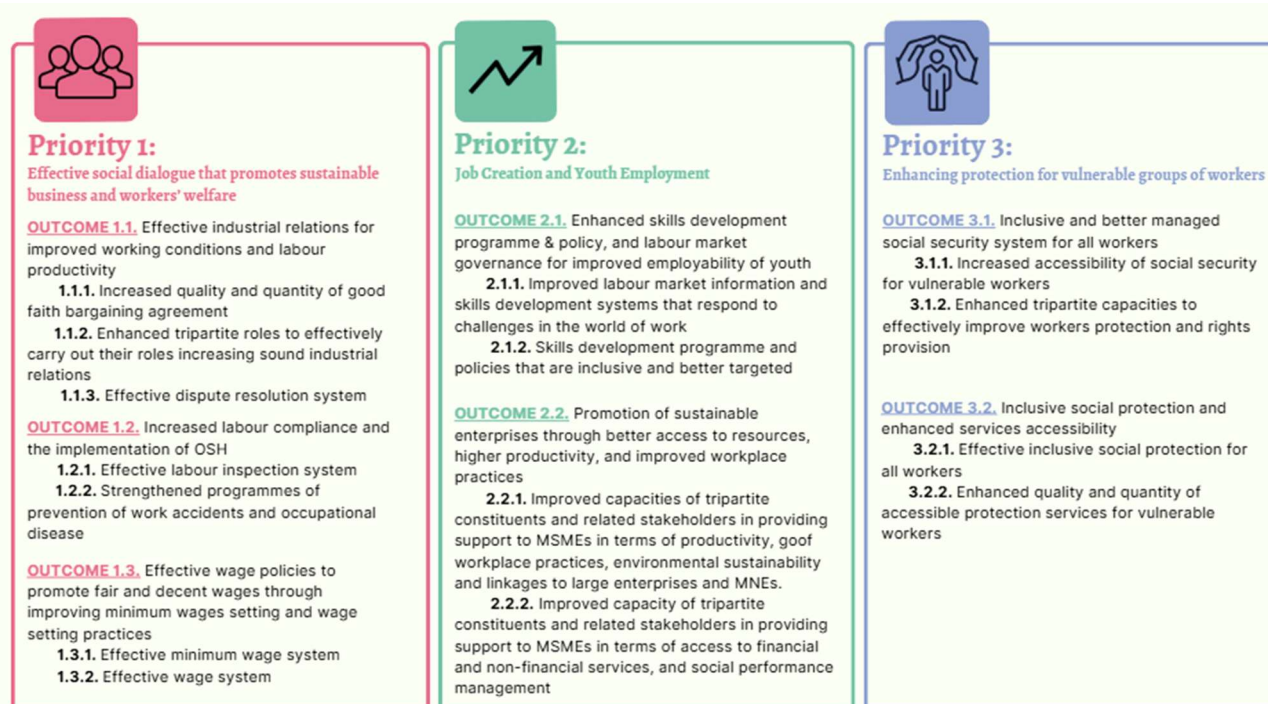
key role, particularly in reform and transformative changes, while the Committee of Experts (ILC) can provide indirect yet important contributions to driving meaningful changes.

The findings above demonstrate that ILO's unique value lies in its ability to leverage internationally adopted labour standards, conventions, and global resolutions, and translate them into country-level action through dialogue and the DWCP framework. This process ensures that global norms are not abstract, but applied to national realities in ways that expand policy mindsets and create space for inclusive governance. By embedding international standards into national dialogue, the ILO, over the years, have given and expanded political agency and visibility to workers who were previously excluded—such as migrant workers, care economy workers, and informal workers—and brings them into policy debate grounded in fundamental principles and rights at work. It also establishes new systems to respond to emerging occupations and phenomena (such as OSH profiles, inspection guidelines, social protection, sector skills councils). In this way, the ILO shifts national systems from responding to status quo to proactive institution-building, broadening partnerships to respond, which modernises labour administration and governance.

Findings: Evaluation Question #5

Question 5: What types of results has ILO achieved the most among the priority area of 1) effective social dialogue that promotes sustainable business and workers' welfare; 2) job creation and youth employment; 3) enhance protection of vulnerable groups of workers?

In this section, we will analyze the types of changes that emerged under the 1st level and 2nd level outcomes under each Priority. The change pathways are repeated for ease of reference.



Priority 1: Effective social dialogue that promotes sustainable business and workers' welfare



Priority 1:

Effective social dialogue that promotes sustainable business and workers' welfare

OUTCOME 1.1. Effective industrial relations for improved working conditions and labour productivity

1.1.1. Increased quality and quantity of good faith bargaining agreement

1.1.2. Enhanced tripartite roles to effectively carry out their roles increasing sound industrial relations

1.1.3. Effective dispute resolution system

OUTCOME 1.2. Increased labour compliance and the implementation of OSH

1.2.1. Effective labour inspection system

1.2.2. Strengthened programmes of prevention of work accidents and occupational disease

OUTCOME 1.3. Effective wage policies to promote fair and decent wages through improving minimum wages setting and wage setting practices

1.3.1. Effective minimum wage system

1.3.2. Effective wage system

Between 2020–2025, ILO's interventions strengthened a maturing industrial-relations ecosystem at enterprise, sectoral and national levels. Across 57 harvested outcomes, progress was mostly incremental and reform-oriented, with early transformational shifts driven by digital tools, legal mandates on violence and harassment, and a Constitutional Court ruling requiring inclusive consultation in labour-law making. Collective bargaining expanded into rural and informal sectors—especially fishing and palm oil—with CBAs increasingly addressing gender equality and prevention/response to harassment. Sectoral dialogue deepened through models like the Bitung Tripartite Forum and JAGA SAWITAN, while dispute resolution evolved from ad-hoc case handling to more structured, multi-tiered mechanisms. Constituents recognize strong enterprise/sector progress but call for more tangible national-level dialogue and clearer pathways from sectoral forums to apex institutions. The next DWCP should consolidate a multi-tier system, focus resources on core and emerging sectors (fisheries, plantations, garment, care, green/blue), sharpen outcome formulations around

behaviour change, and leverage digitized data to link better IR to productivity, competitiveness and workers' welfare.

The following sections unpack the progress by the first level outcomes and second level outcomes, followed by findings and recommendations.

Level 1 Outcome 1.1: Effective industrial relations for improved working conditions and labour productivity

Context

Constructive and well-functioning industrial relations (IR) systems is key to the two-pronged objective of improving working conditions while enhancing productivity. To strengthen industrial relations, the 2020–2025 Decent Work Country Programme (DWCP) placed priority on building the capacity of workers and employers' organizations and the government to engage, identify and implement collective bargaining agreements for issues such as productivity, competitiveness, working conditions, equality, non-discrimination and more (second level outcome 1.1.1). For negotiated solutions to take effect, there needs to be strong employers and workers organizations and effective social dialogue at the national, sectoral and enterprise levels (second level outcome 1.1.2). Further, dispute settlement mechanisms need to be in place to ensure disputes are resolved in a timely manner, preventing loss of productivity (1.1.3).

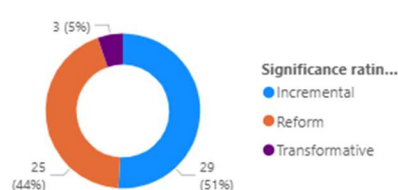
Theory of Change and Intervention Logic

- 1.1.1. Increased quantity and quality of good faith collective bargaining.
- 1.1.2. Enhanced tripartite roles to effectively carry out their roles in creating sound industrial relations.
- 1.1.3. Improving the effectiveness of dispute settlement system.

Progress at Level 1 Outcome “1.1. Effective industrial relations for improved working conditions and labour productivity”

Level 1 Outcome: 1. 1 Progress visualization

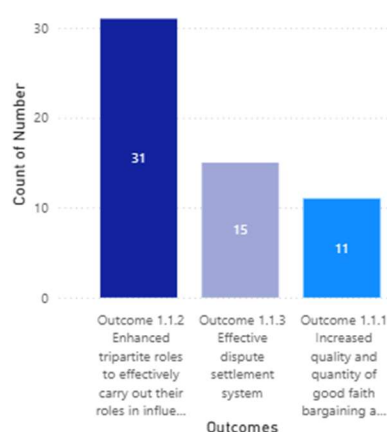
Outcomes by significance rating



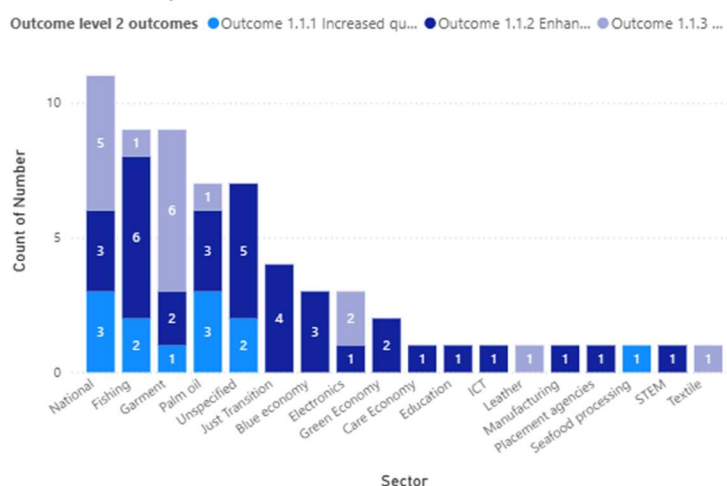
57

Number of Outcomes Harvested

Number of harvested outcomes at level 2



Count of Number by Sector and Outcome level 2 outcomes



57 harvested outcomes demonstrate primarily incremental (29 outcomes) and reform changes (25 outcomes), and relatively small occurrences of transformative changes (3 outcomes).

Second level outcome 1.1.2 accounts for 56% of change (31 outcomes). This can be explained by its broad outcome formulation “Enhanced tripartite roles to effectively carry out their roles in creating sound industrial relations”, which has cast a wide net for outcomes that can be aligned with it. In future DWCP it would be advisable to tighten DWCP outcome the formulation so a more precise behaviour change, or tripartite roles can be captured.

In terms of sectors where outcomes emerged, fishing, garment, and palm oil stand out. In these sectors, all three second level outcomes were addressed, namely collective bargaining, social dialogue, and dispute resolution, indicating a balanced development in industrial relations systems.

The plethora of sectors that are impacted by ILO’s DWCP merits a consideration in the next DWCP to streamline by agreeing on classifications of sectors and furthermore identify “core priority sectors” (possibly fishing, plantation, seafood processing, garment/leather/textiles) as well as priority emerging

sectors (examples are care economy, blue and green sectors) where the DWCP commits to advance social dialogue.

Progress at the 2nd level outcome 1.1.1. Increasing the quality and quantity of good faith bargaining agreement

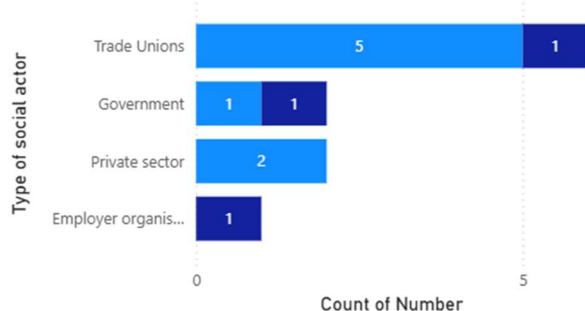
Level 2 Outcome: 1.1. 1 Progress visualisation

11

Count of Number

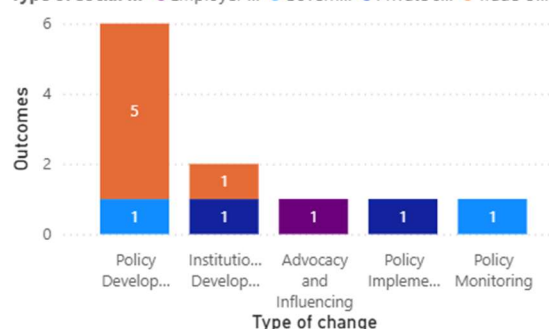
Social actors driving change and significance level

Significance ratio... Incremental Reform



Outcomes by Type of change and Type of social actor

Type of social ... Employer ... Govern... Private s... Trade U...



Outcomes achieved by Sector and Year

Sector	2020	2021	2023	2024	Total
National	2			1	3
Palm oil		1	1	1	3
Fishing				2	2
Unspecified	1			1	2
Garment				1	1
Seafood processing			1		1
Total	3	1	2	5	11

Type of contribution



Overview

- 11 harvested outcomes support progress made in increasing quality and quantity of good faith collective bargaining agreements
- All constituents contributed to improvements in CBAs with Trade Unions generating most change, particularly in concluding CBA (policy development) followed by institutional capacity building to promote conclusion of more CBA. The private sector (enterprises) also played an important role in implementing CBAs. The period saw more policy development compared to implementation and monitoring.
- Sectoral disaggregation of the outcomes shows a notable expansion of CBA in the rural economy including previously unserved sectors such as fishing and palm oil.
- DC projects (including RBSA) contributed for 54% of the outcomes. 3 outcomes emerged as a result of constituents own projects, which is encouraging.

Key Achievements

The results achieved demonstrate that DWCP successfully capacitated and influenced social actors, especially trade unions, to conclude CBA in the rural sectors and workforce. Outcomes such as Nos. 25, 143, 144 demonstrate trade union's increased capacity to represent rural workers in collective bargaining, and the successful conclusion of many CBA indicate maturing industrial relations in practice. The capacity of trade unions to represent workers in the rural economy is an asset in advancing emerging issues such as heat stress, climate shifts and job impact which are likely to affect the rural economy more in the future. The next DWCP may wish to consider explicit support to the unions in advancing such issues in the rural economy.

In terms of quality or contents of CBA, we observe increased focus on addressing violence and harassment prevention. Since the last DWCP cycle, the ILO has been supporting the **trade unions** to institutionalise the integration of gender and harassment protections into CBAs across West Java, (*Outcome 143*). This cycle sees such efforts bear fruit, with unions such as Kamiparho successfully negotiated a CBA in the palm oil sector in 2020 that included provisions on violence and harassment prevention as well as pandemic response measures (*Outcome 207*). In 2024, the union Hukatan/Japbusi signed a CBA in Kalimantan containing enforceable clauses on gender-based violence and harassment, with clear sanctions for violations, marking a first in terms of legal recognition and enforcement on this issue (*Outcome 144*).

In 2020, collective bargaining agreements registration and subsequent monitoring was reformed when the **Ministry of Manpower** introduced the “e-PP e-PKB” digital platform, enabling companies to electronically submit their company regulations and CBAs (*Outcome 125*). This replaced the previously manual system that required in-person submission in the capital city of Jakarta. According to the sources this has reduced administrative burdens and enhanced monitoring capacity and spurred reform towards a more transparent, efficient, and measurable process for CBA registration and verification. This digital platform was introduced without ILO's direct involvement (constituents' own project), which showcases the sustained capacity and ownership to improve collective bargaining by the government. A tangible result of this reform is that CBAs can now be digitally monitored, leading increase of CBA registration of 31 percent between 2017 to 2022 and presumably more by 2025. This number far surpassed the original target of 10% increase from baseline of 2017 by 2025.

Employers' Organizations made important progress in extending collective bargaining to previously unserved sector. In 2024, the Association of Pole and Line and Handline Indonesia (AP2HI) facilitated the first-ever cooperative agreements for traditional fishers, including informal and self-employed workers. These agreements, signed between four fisher groups and three processing companies in North Sulawesi, Maluku, and Southeast Sulawesi, outlined mutual rights and responsibilities and introduced greater transparency in fish grading, pricing, and payment. AP2HI provided capacity-building and rights-based training, enabling these previously excluded groups to engage in meaningful negotiations (*Outcome 172*), and better prices.

Box 2: Summary of key achievements in CBA

Year	Sector/ region	
2020	All sectors	Digital platform for CBA submission (e-PP e-PKB)- (<i>outcome 125</i>)
2020	Palm oil	Gender & COVID clauses in CBA (<i>outcome 207</i>)
2023	Palm oil, fishing	31 enterprise level CBAs signed, 20,000+ workers benefiting (<i>outcome 211</i>) by union leaders

2022–23	Seafood processing	Training led to stronger CBAs in 5 factories (outcome 25)
2024	Traditional fishing	4 CBAs with informal fishers (outcome 172) by
2024	Kalimantan (mixed)	CBA with gender violence sanctions (outcome 144)
Since 2018	Manufacturing (West Java)	Structured gender/harassment clauses (outcome 143)

Progress at 2nd level outcome 1.1.2. Enhancing tripartite roles to effectively carry out their roles in creating sound industrial relations

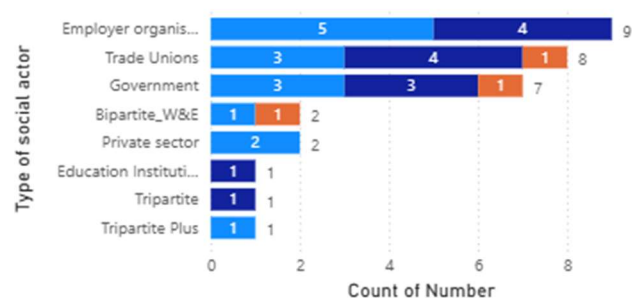
Level 2 Outcome: 1.1. 2 Progress visualization

31

Count of Outcomes

Social actors driving change and significance level

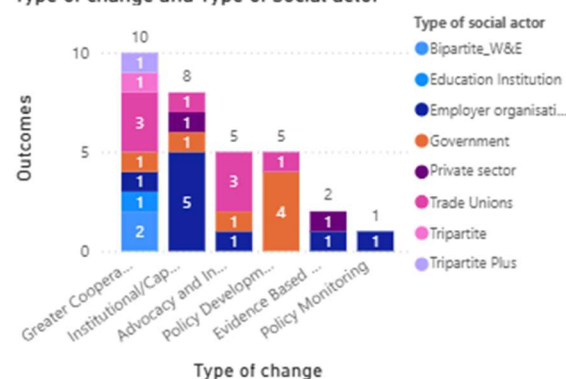
Significance rating... Incremental Reform Transformative



Outcomes achieved by Sector and Year

Sector	2020	2021	2022	2023	2024	2025	Total
Fishing			3	1	2		6
Unspecified		1		2	2		5
Just Transition					4		4
Blue economy				1	2		3
National				1	2		3
Palm oil	1			1	1		3
Garment					1	1	2
Green Economy					2		2
Care Economy				1			1
Education			1				1
Electronics				1			1
ICT	1						1
Manufacturing				1			1
Placement agencies					1		1
STEM	1						1
Total	2	1	4	9	14	1	31

Type of change and Type of social actor



Type of contribution



Overview of findings:

- 31 results aligned with this 2nd level outcome.
- All constituents drove change in this outcome area, with trade unions and employers' orgs generating the most outcomes, (9 and 8 outcomes respectively). Trade unions achieved greater cooperation, advocacy and influence in greater numbers. The employers' outcomes were concentrated mostly on institutional capacity building. The government generated 7 or 19% of the outcomes, mostly impacting

policy development. Private sector and enterprises have also contributed to the 2nd level outcome through enterprise level policies and practices. Two outcomes were a result of tripartite action.

- Outcomes disaggregated by sectors reveal that since 2023 in particular, the ILO supported interventions in a more expanded number of sectors, including “emerging” areas such as blue economy, care economy. Further, in 2024 “just transition” (energy transition), “green economy” focus started to appear.
- Current outcome formulation “enhancing tripartite roles to effectively carry out their roles in creating sound industrial relations” lacks clarity on what constitutes “enhanced tripartite roles³” leading to a ‘wider net’ being cast that attracted alignment of many outcomes. Clarity will avoid over reporting as well as offer a clear “narrative” of change.
- DC projects (including RBSA) were the driving force behind 21 outcomes (67%). 3 outcomes were achieved by constituents’ projects alone, and the rest were ILO’s in kind contribution.

Key achievements

Due to the broad formulation of this outcome, relating to “tripartite roles” many harvested outcomes fell under this second level outcome. The DWCP, however, makes it clear that the true intent is to institutionalise bipartite or tripartite social dialogue at national, sector, and enterprise levels to provide an effective platform for stakeholders to identify and implement negotiated solutions for various issues concerning productivity competitiveness and working conditions, non discrimination (DWCP page 20).

In this context, only two outcomes showed progress in *tripartite* agreements/ forums. The paucity of outcomes demonstrating national social dialogue contrast with the progress made individually by the three tripartite partners to independently advance industrial relations. The lack of tripartite outcomes seem to broadly echo the trend [reported](#) in recent years across the region of the lingering effects of a minimalist social dialogue⁴.

Nevertheless, a reform in social dialogue practice is registered, where in 2022, a tripartite forum in the fish processing sector at the sub national level Bitung, North Sulawesi was formed. The forum brings together local government officials, employer representatives, and trade unions to address issues such as occupational safety and health (OSH), gender equality, and labour law compliance. A joint declaration signed by all parties has reinforced shared commitments and formalized the forum’s role in supporting social dialogue. (Outcome number 6). Another example concerns tripartite “plus” actors which for the first time in 2024 participating in constructive discussion on the energy transition, with each social actor defining their outputs and resource contributions (outcome 83). These are important developments which would merit further support and monitoring in the next DWCP to embed tripartite dialogue in “emerging” sectors, as well as support constituents deliver the defined outputs.

On the other hand the period saw more active bipartite development at the sector and enterprise levels. In 2023, The Indonesian Palm Oil Workers' Union Network (JAPBUSI) and the Indonesia Palm Oil Employers' Association (GAPKI) established a Sectoral Social Dialogue Forum, JAGA SAWITAN (Employment Network for Sustainable Palm Oil). This forum aims to improve working conditions and promote collective bargaining within the palm oil sector by fostering structured dialogue between workers and employers. In the garment sector, enterprise level tripartite and bipartite dialogue has been supported through the Better Work

³ The pre-defined indicator / target related to this outcome was “three action plan/or guidelines (national or sectoral level) on industrial relations implemented; and monitored by tripartite constituents”, which, on the other hand, is quite narrow.

⁴ Crises such as the 1997–98 Asian financial crisis, and the impact of the 2008 financial crisis on Ireland and southern Europe, have shown that austerity policies are often presented as non-negotiable, leading to a minimalist approach to social dialogue and democratic deliberation (Papadakis and Ghellab 2014, 4). Such policies have often led to reforms that have weakened collective bargaining structures, minimum wages and pensions, and employment protection laws, with a negative impact on sustainable growth, wage increases, job creation and prospects for social protection (Ghellab and Papadakis 2011, 81–92) (p.163 in ILO 2024 Social Dialogue Report)

Indonesia (BWI) program. The program enables unions, employers, and buyers to use assessment data to improve compliance and working conditions (outcome 26)

These examples highlight an important shift, which is that of industrial relations actors and mechanisms focusing on industry needs. These shifts are also happening alongside deepening global and local supply chain integration, and stronger commitment to advance fundamental principle and rights therein, which are influenced in part by trade and economic priorities. The consultation meeting on 12 August confirmed the constituents', in particular the employers' organizations', strong wish in the next DWCP to focus on building mature industrial relations, which builds investor trust in Indonesia's manpower. The employers' also encouraged stronger focus on responsible business conduct, including active work towards fishery certification. In the current DWCP, there are only a few outcomes that specifically address decent work in supply chains, or business and human rights (for example outcome 74) but given palm oil, fishery, garments are critical export sectors, an explicit focus on decent work in supply chains, actively pursuing social dialogue and promoting, respecting and realizing the fundamental principles and rights at work in supply chains may be warranted, particularly to enable the creation of a results narrative relating specifically on the positive impact of Indonesian export sectors adherence to international labour standards on the workers, and in maintaining global competitiveness.

Two transformative outcomes were registered. In 2025 a Constitutional Court ruling, prompted by trade union litigation, now requires inclusive stakeholder consultation in labour law development—marking a structural change in how labour legislation is formed. (Outcome 40). Another concerns (outcome 19) the adoption in 2023 by the Ministry of Manpower the decree No. 88 on preventing and handling sexual harassment at workplace which mandated companies to establish a taskforce, procedures and mechanism on handling sexual harassment. This legislated an important enforcement gap which the union and civil society had been advocating and paves a way for considering ratification of ILO C190.

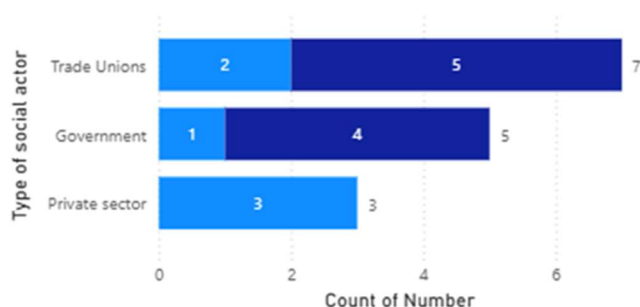
Progress at the 2nd level outcome 1.1.3. Effective dispute settlement system

15

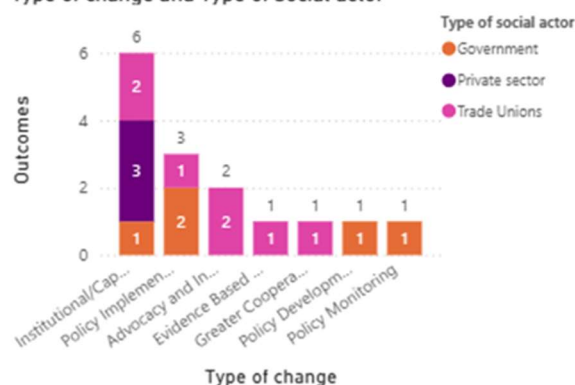
Count of Outcomes

Social actors driving change and significance level

Significance rating: Incremental (Blue), Reform (Dark Blue)



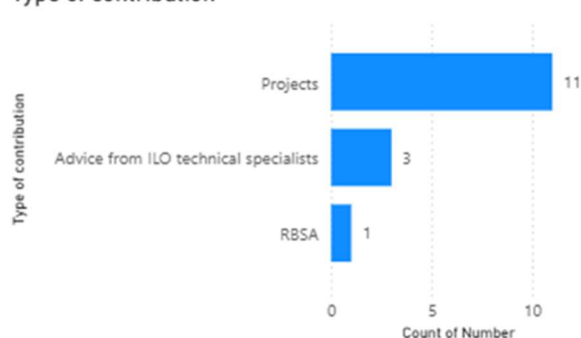
Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2020	2022	2023	2024	2025	Total
Garment		1	2	3		6
National		2		2	1	5
Electronics				2		2
Fishing			1			1
Leather			1			1
Palm oil	1					1
Textile			1			1
Total	1	3	3	7	1	15

Type of contribution



Overview of findings:

- 15 outcomes harvested; Government, Trade Unions and the private sector generated outcomes. Progress was seen particularly in institutional capacity building followed by policy implementation, advocacy and influencing, greater cooperation in areas related to digitisation of grievance procedure, grievance handling. There were no outcomes by the employers' organizations, but the private sector/ enterprises (BWI companies) generated change in institutional capacity for grievance handling.
- The sectors with the most outcome was the garment sector (6 outcomes). This was followed by national level developments. National developments show policy development, implementation efforts by the government marked by expanding digitization and data driven planning, regulatory, and coordination capacity in the area of industrial relations policy.
- The outcomes were primarily driven by contributions from DC projects, but three results were achieved through no DC but technical assistance from ILO technical specialist. The results show that these primarily supported policy implementation, support to policy monitoring and technical inputs to their development. This shows that results, particularly policy related do not require large financing.

Key achievements

The outcomes demonstrate that Indonesia's dispute resolution system is evolving from isolated case handling to more structured, multi-tiered sectoral and national-level mechanisms. Concrete examples—like those in the fishing and manufacturing sectors (outcome 6 and 20)—demonstrate that formal complaint mechanisms and collective dialogue platforms are now established in these previously “hard to reach” sectors. For instance, the Tripartite Forum in Bitung fosters regular dialogue in the fishing industry (*Outcome 6*), while the JAPBUSI network supports sectoral-level conflict resolution in the palm oil industry (*Outcome 20*), and the development of a Sectoral Recommendation Paper for Palm Oil and Fisheries developed with 27 national and regional stakeholders, with tripartite input has helped set a common agenda on what decent working conditions look like in the two sectors (*Outcome 17*). Meanwhile, regulatory developments and institutional integration (e.g., MoM Decree 88/2023) for dispute settlement and the Constitutional Court ruling (revision of the Omnibus law) is hoped to be laying a systemic foundation for broader, more inclusive, and enforceable dispute resolution practices across the country.

Importantly, even migrant workers disputes are now being connected to national systems. The Serikat Buruh Migran Indonesia (SBMI) Migrant Resource Centres, once informal models, have matured into formal structures delivering paralegal support, handling over 75 complaints, and coordinating with local authorities (*Outcome 31*). These centers now contribute to a national model for access to justice, especially for migrant and informal workers.

At the enterprise level, worker–employer dialogue has been strengthened. In the electronics sector, a dialogue between FSPPG and Panasonic led to revised apprenticeship agreements that now include formal grievance mechanisms (*Outcome 77*). Similarly, Better Work Indonesia supported bipartite factory committees to use workplace data to inform agreements (*Outcomes 26 and 27*).

Box 3: Dispute settlement system

Regulatory and Legal Reform

2023: The issuance of MoM Decree No. 88/2023 made workplace grievance mechanisms for sexual harassment legally mandatory. This reflects the government's capacity to translate pressing gender issues into binding, enforceable policy instruments, and progressively move towards implementation of an international labour standard (C190) (Outcome 19)

2024: A regulation was enacted to introduce competency certification for mediators, resulting in over 500 certified mediators nationwide. This reflects the government's effort to professionalize and standardize dispute resolution services. (outcome 47)

Digitalization and Data-Driven Planning

2022: The Industrial Relations Risk Mapping initiative began to take shape as part of the Ministry of Manpower's efforts to proactively monitor workplace conflict risks. This marked a shift from reactive to preventive policymaking in labour governance. This represents a strategic shift toward proactive identification of labour conflict hotspots. Outcome 3:

2024: The Industrial Relations Assessment App—a digital risk diagnostic platform—was adopted by 1,925 companies. This tool operationalized earlier risk mapping work (Outcome 45) and demonstrated scalable, data-driven policy implementation.

Engage social partners and stakeholders across sectors and levels

2021: Early Detection Teams were established in East Java, Central Java, and Banten, strengthening the government's decentralized capacity to anticipate and resolve disputes at the provincial level. (outcome 44)

2025: The establishment of a police-led Employment Desk to enforce industrial court decisions illustrates growing inter-agency collaboration for effective IR policy implementation (outcome 181).

Level 1 Outcome 1.1: Findings and discussion points

The harvested outcomes collectively demonstrate constituents' growing ability to expand the reach of collective bargaining into the informal and rural economy while improving the substantive content of agreements, particularly around gender equality and prevention and redressal of violence and harassment at work. Both workers' and employers' organizations in Indonesia have demonstrated stronger organizational capacity, policy engagement, and service delivery over the past five years. There is evidence of union maturity in formerly underserved sectors (fishing, palm oil). Concomitantly, sector-specific forums are contributing to formalizing IR practices: Bitung forum and JAGA SAWITAN in palm oil have become reference models for decentralized tripartite/bipartite engagement. These examples highlight an important shift, which is that of industrial relations focusing on industry needs, and the supply chain dynamics.

Furthermore, outcomes show that Indonesia's dispute resolution system is evolving from a reactive, isolated case handling to more structured, sectoral and national-level mechanisms that is more inclusive (migrant workers, palm oil, fisheries, apprentices). The developments are underpinned by legal mandates (outcome 44, 47), digital tools (45), and active stakeholder dialogue (20, 32, 27, 39, 181).

In the next DWCP, there is an opportunity to direct these developments towards a coherent, multi-tiered industrial relations system that could foster systemic transformation and capacity to serve both sectoral and national IR strategic needs and interests. Key to this is to enable sectoral IR/ social dialogue to energize national level mechanisms.

At the 12 August DWCP consultation meeting with the constituents, the government observed that the targets have been met and expressed that the DWCP should continue to align the targets with those of next mid term development plan (RPLMN). The workers and employers' organizations felt there were many activities and progress at enterprise and sectoral levels, however wished to see more tangible impact on social dialogue at the national level. The employers in particular expressed the need to focus on building mature industrial relations, with the explicit aim to build investor trust in Indonesia's manpower. The employers organizations also encouraged stronger focus on responsible business conduct, including active effort to facilitate fishery certification from small to large enterprises.

Recommended discussion points for the next cycle DWCP

- The increasing digitization, in areas such as company regulations, collective agreements, risk mapping and risk assessments for industrial disputes, signals opportunities for innovative analysis with the data, particularly the creation of an evidence based narrative on the link between improved industrial relations (CBA, etc) and impact on disputes and competitiveness. Such data sources could also be used for constituents' own learning and tracking progress of "effective industrial relations". Explore ways to collaborate on access to data and analysis, particularly in pursuit of what was expressed at the DWCP consultation meeting on supporting the central government strengthen data collection from the local government.
- The outcomes achieved over the years demonstrate consistent focus on fishing (further expanding to seafood processing), palm oil, garment (and including leather) sectors. The plethora of sectors that are impacted by ILO's DWCP merits a consideration in the next DWCP to streamline by identifying "core priority sectors" (possibly fishing, plantation, seafood processing, garment/leather/textiles) as well as emerging sectors (examples are care economy, blue and green sectors) where the DWCP commits to advance social dialogue.
- Consider the option of defining the change pathway with an explicit focus in certain industry. The current broad formulation particularly on strengthening social dialogue (1.1.2) has been successful at strengthening institutions, policy development, but narrowing to a specific industry upfront would allow for harvesting a tighter narrative of change. For example, there was strong request from the constituents to continue work on fisheries, connecting small to large enterprises to promote Indonesia's fishery as an example of responsible and sustainable fisheries, including certification.
- Sectoral social dialogue seems to be gaining traction more than national ones. Given the request from the constituents, support sectoral social dialogue while defining a clear deliverable/ focus area of work in relation to the national Apex structures.
- Consider how to respond to the constituents' request to focus on building mature industrial relations, which builds investor trust in Indonesia's manpower.

Level 1 Outcome 1.2: Increased labour compliance and the implementation of OSH

Context

Indonesia faces a unique challenge for labour law compliance owing to its large workforce that is spread across 34 provinces and thousands of islands. This is further compounded by the decentralisation of the inspection system across the country which reduced the capacity of the central inspection authority in implementing inspection policies uniformly across the provinces.

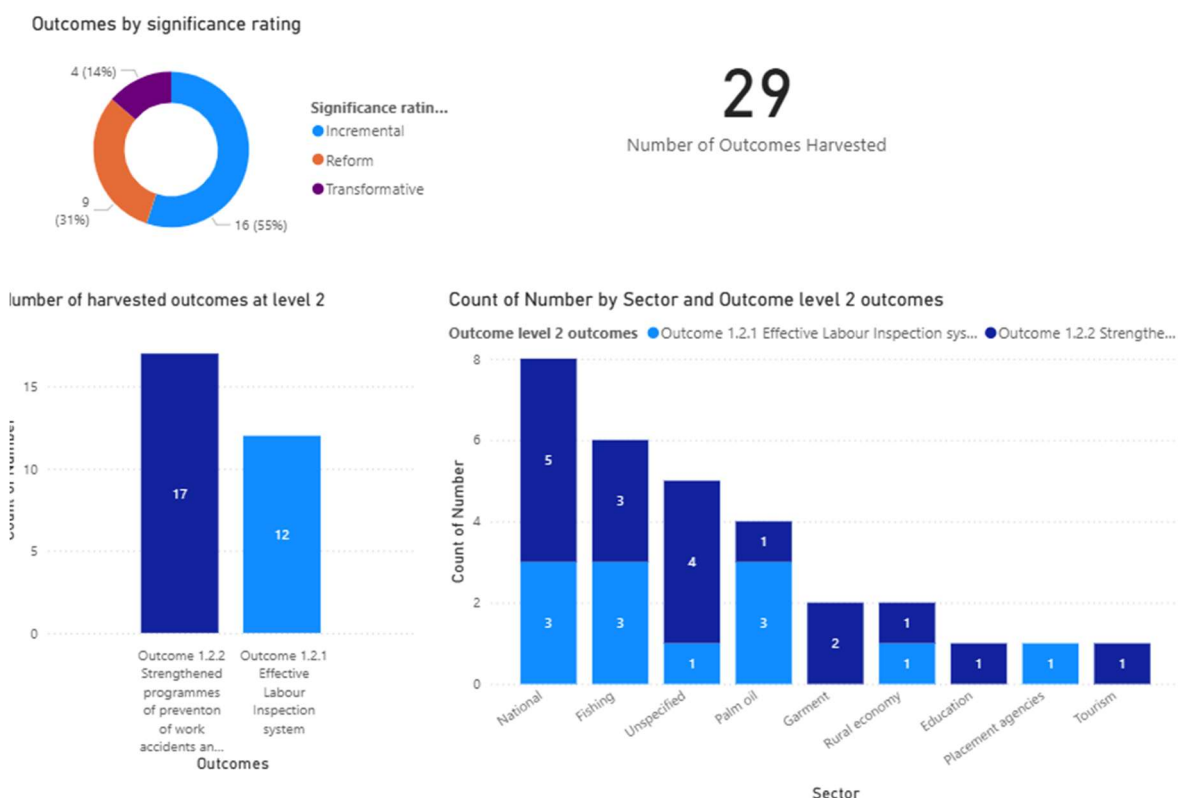
The 2020–2025 DWCP aimed to improve the labour inspection system, using Strategic Compliance Planning (SCP) as a pivotal mechanism, fostering evidence-based OSH policymaking, and building the competencies of inspectors, employers, and workers. Special attention is given to raising OSH awareness among young workers, who face higher risks of occupational injury, ensuring that the next generation enters the workforce better protected and informed.

Theory of Change and Intervention Logic

- 1.2.1. Effective labour inspection system leading to labour compliance
- 1.2.2. Strengthened programmes of prevention of work accidents and occupational disease; with attention to raising awareness of OSH among young workers

Progress at Level 1 Outcome “1.2. Increased labour compliance and the implementation of OSH”

Level 1 Outcome: 1. 2 Progress visualization



29 outcomes were harvested at the 1st level outcome “increased labour compliance and the implementation of OSH.

Both labour inspection and OSH programmes took hold, with slightly more outcomes materialising in the area of strengthening OSH programmes (2nd level outcome 1.2.2.) with 17 outcomes, and effective labour inspection systems (2nd level outcome 1.2.1) generating 12 outcomes.

Progress of change was largely incremental (55%), with reform elements (31%) and some transformational change (14%).

Outcomes disaggregated by sectors show outcomes achieved spanning 7 sectors, with fishing and Palm oil dominating. 7 outcomes had national scope.

Progress at the 2nd level outcome 1.2.1. Strengthening Labour Inspection and enhancing labour compliance

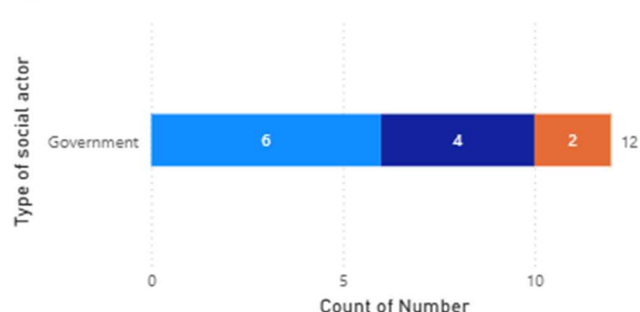
Level 2 Outcome 1.2. 1 Progress visualization

12

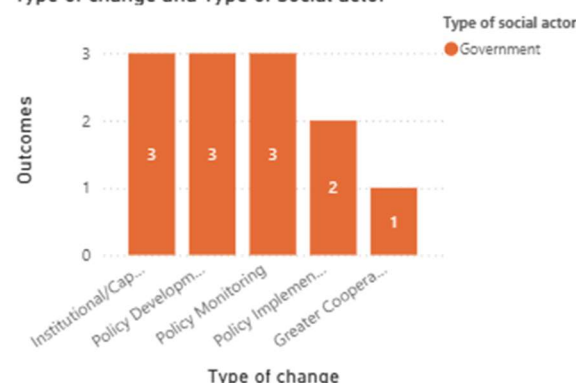
Count of Outcomes

Social actors driving change and significance level

Significance rating: Incremental Reform Transformative



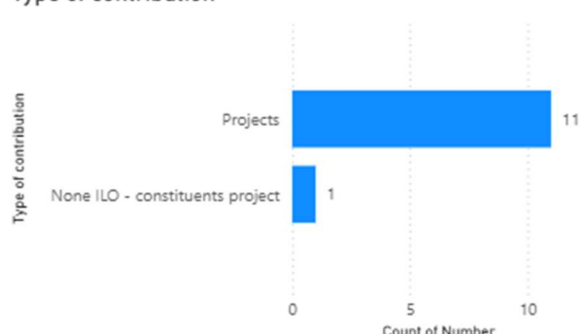
Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2020	2021	2022	2023	2024	Total
Fishing				2	1	3
National	1			2		3
Palm oil	1		2			3
Placement agencies				1		1
Rural economy					1	1
Unspecified		1				1
Total	2	1	2	5	2	12

Type of contribution



Overview of findings:

- 12 outcomes harvested; Government was the only social actor advancing changes in this 2nd outcome area of strengthening labour inspection and labour compliance.
- The sectors where most outcomes occurred are found in the rural economy, namely fishing and palm oil sectors (6 outcomes). This was followed by national level development (2 outcomes). The

reach of inspection and labour compliance into migrant worker placement agencies (classified under national) is an important reform, signalling increasing recognition of the importance of this workforce.

- The outcomes show a good balance on the type of changes, particularly concerning policy development, implementation and monitoring.
- The outcomes were primarily driven by contributions from DC projects, but one result was a result of constituents' own project (digitized grievance submission).

Key Achievements

Strategic Compliance Planning (SCP) continued to be applied, and it appears to have served as a pivotal strategy in strengthening the labour inspection system—moving away from traditional, reactive enforcement models to a more data-driven, risk-based, and planned approach. This was particularly impactful in the palm oil sector, where systemic non-compliance had previously gone unaddressed. In 2020, the Ministry of Manpower established a Strategic Compliance Planning (SCP) Task Team in the Palm Oil sector, introducing a data-driven, risk-based approach to labour inspection. This approach replaced routine and reactive inspections with targeted, high-impact interventions based on cross-agency data (outcome 21 and 208).

Box 4: Result of Strategic Compliance Plan in the Palm Oil sector

In March 2020, the Directorate General of Labour Inspection under the Ministry of Manpower constituted the Strategic Compliance Planning Task Team for palm oil, consisting of 25 national and provincial labour inspectors, and by 2023 the inspectors carried out 138 strategic inspections in the palm oil sector leading to up to 10,000 workers registered in the social security system (outcomes 21, 208). Timeline is as follows.

- SCP training provided In March 2020 and December 2021
- Using the SCP approach, the inspectorate collected data from multiple government agencies to target certain employers. They selected one company group of 19 companies with a single owner and 10,000 workers. They conducted inspections in 5 of the 19 companies and found that none of the workers were registered in the social security system
- Through collaboration with the other government entities (social security, prosecution, etc.) 3000 workers were registered in the national social security system (BPJS) following enforcement actions
- Prior to SCP they inspected one company and took an enforcement action, which took many months for the one employer to come into compliance. Targeting and working with other entities made the process quicker and impacted more employers and workers.
- The development of Indonesia's first inspection guide for the palm oil sector, co-produced with labour inspectors and launched in December 2021.
- Further a series of 138 strategic inspections in the palm oil sector conducted based on risk profiling, leading to up to 10,000 workers registered in the social security system by 2023

Box 4 narrative shows how labour inspectorates enhanced effectiveness of inspection through strategic planning methods and follow-up collaboration with the social security authority and legal enforcement bodies to ensure final outcome, which was compliance. The ILO's contribution was essential, particularly in delivering training, facilitating knowledge exchange, and supporting guide development, but the government's follow up enforcement action - collaboration with the other government entities (social security, prosecution, etc.) leading to registration of workers in the national social security system (BPJS) - shows a results-based commitment to labour inspection.

Another example of a transformative outcome is the institutionalizing of Joint Inspections in the Fisheries Sector (2024) (outcome 29). In December 2024, the Ministry of Manpower (MoM) and the Ministry of Marine Affairs and Fisheries (MMAF) signed a landmark implementing agreement to conduct joint inspections on fishing vessels. This agreement operationalizes a 2022 MoU between the two ministries and formalizes what had previously been informal field-level collaboration, including a clear division of labour and a concrete work plan for nationwide enforcement. It addresses long-standing governance gaps in the fisheries sector, ensuring that both labour standards and OSH regulations are systematically enforced across jurisdictional boundaries. The ILO played an essential role in facilitating the seven-month negotiation process leading to the agreement. The presence of a concrete workplan gives possibilities for concrete monitoring in the next DWCP.

Aside from these outcomes, there were notable progress in sectors such as garments, migrant resource centres, that highlighted the shift from reactive inspection to a more collaborative, preventive, and systems-based approach. In particular, the issuance of a guideline and checklist by MoM for labour inspection on the placement and protection of Indonesia Migrant Worker (outcome 154) indicate the maturing of the labour inspectorate towards an inclusive system which focuses on rights protection of vulnerable workers, such as migrant workers.

At the 12 August DWCP consultation meeting with the constituents, the government acknowledged the progress in inspection with the support of the ILO, particularly in fishery sector, however expressed challenges of the decentralised system, where despite national level developments, implementation at the regional level is patchy. In terms policy monitoring, they face challenges in obtaining data on violation of cases from the regional government and expressed that a stronger commitment from the local government to instruct the local offices to report to the central government was needed.

Progress at the 2nd level outcome 1.2.2. Capacity of Tripartite Constituents in Preventing Occupational Accidents and Diseases

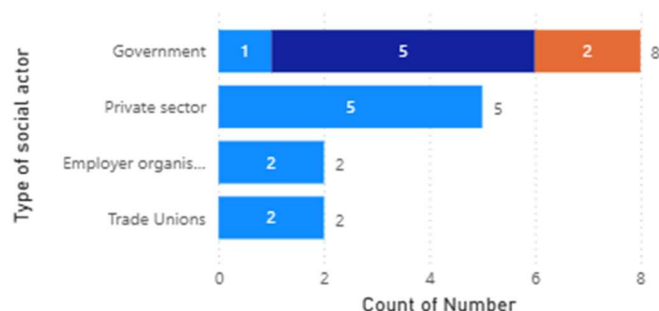
Level 2 Outcome 1.2. 2 Progress visualization

17

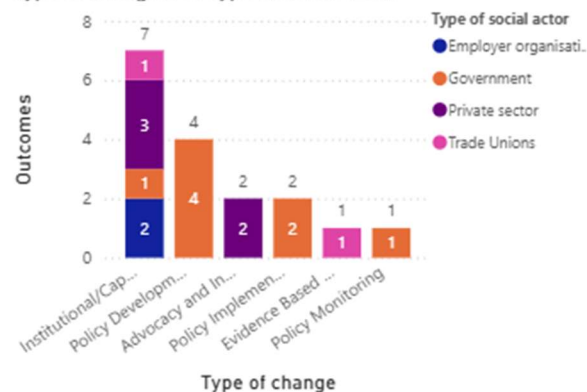
Count of Outcomes

Social actors driving change and significance level

Significance rating: Incremental (Blue), Reform (Dark Blue), Transformative (Orange)



Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2021	2022	2023	2024	Total
National			2	3	5
Unspecified		2	1	1	4
Fishing			1	2	3
Garment			1	1	2
Education		1			1
Palm oil			1		1
Rural economy				1	1
Tourism	1				1
Total	1	3	5	8	17

Type of contribution



Overview of findings:

- 17 outcomes harvested; Government dominated in bringing about changes, followed by the private sector/ enterprises (BWI companies). Employers and Workers registered the same number of outcomes (2 outcomes respectively).
- The government stands out as the social actor who led outcomes on OSH policy and system revitalising. Employers drove enterprise-level improvements, particularly in the palm oil and fishing sectors. Local governments played a crucial role in institutionalizing OSH governance at the provincial level. While trade unions involvement was small, the fact that they have now been included in OSH standard setting shows improvement in tripartite dialogue in OSH councils.
- Work spanned across 6 sectors and at the national level. Results in agricultural sector (fishing, palm oil, rural) made up 5 outcomes, followed by the garment sector (2).
- The outcomes show multi tiered and inclusive OSH system, that links multiple levels of government, from enterprise level, sectoral, provincial and national, extending OSH awareness to cover issues such as HIVAIDS, sexual harassment prevention, with OSH trainings extended to vocational schools to enhance the awareness of young people entering the labour market.

- Institutional capacity development and policy development were the dominant types of change. The harvested outcomes echo this trend by demonstrating significant progress in OSH systems development. The outcomes pointing to formation of OSH committees at enterprise levels (outcome 24) and implementation of respectful workplace programmes in factories (outcome 23) are important evidence that OSH culture is embedding at workplace levels.
- Given important policy development in this DWCP cycle, for the next, it would be desirable to see an increase in outcomes related to policy implementation and monitoring, which would deepen insights into how these systems are functioning.
- OSH training was also conducted for rural, farm workers (outcomes 14, 15, 109), which is another example of OSH policy implementation strengthening OSH culture widely in all sectors, including in the rural economy.
- The outcomes were primarily driven by contributions from DC projects, but one result was directly a result of technical assistance from ILO technical specialist without DC funds, and another one that was a result from constituents' own projects.

Key achievements

Between 2020-2024, Indonesia saw a revitalization of its Occupational Safety and Health (OSH) system through national policy revitalisation, enterprise engagement, digital innovation, and inclusive governance. These achievements, captured across multiple outcomes, seem to point to strengthened leadership and capacity of the Ministry of Labour in particular to operationalise an OSH system across sectors, levels of government, and modes of implementation. For example, an outcome led by the government considered transformative is the launch of the National OSH Programme 2024–2029, wherein April 2024, the Ministry of Manpower together launched it with over 20 partner ministries and agencies. (Outcome 8), which marked a significant renewal of national commitment after a long gap of 14 years since the previous programme (2007–2010), which lacked a monitoring system. The new Programme included a detailed implementation timeline, monitoring and evaluation framework, and coordination mechanisms to accelerate reforms on stalled agendas such as the revision of the Occupational Safety Law of 1970 and national OSH reporting systems. It was followed in August 2024 by the issuance of Ministerial Regulation No. 200 (Outcome 9) appointing a multi-ministerial task force to oversee implementation. ILO facilitated initial development, organized focus group discussions (FGDs), and supported finalization and translation of the Programme.

Subnational systems were revitalized in January–February 2024, when Maluku and North Sulawesi established Provincial OSH Councils (DK3P) (Outcome 12), as mandated by Ministerial Regulation No. 18/2016. These councils immediately took action on key OSH topics including violence prevention and OSH education. The council's introduction of university OSH education, the integration of e-OSH tools into youth education reflects a forward-looking system change targeting youth. This subnational strengthening complements the National OSH Programme (Outcome 8). Together, they build a multi-level governance architecture, which is key to sustaining change.

In November 2023, the Ministry of Manpower completed Sectoral OSH Profiles for the palm oil and fish processing industries (Outcome 18), helping local governments tailor their OSH responses using current data.

OSH application was extended beyond the formal sector. In 2024, smallholder farmers in East Kalimantan and fisher groups in Maluku and North Sulawesi launched strategic OSH action plans through participatory dialogue processes (Outcome 14). In Dusun Air Panas village, the success of an OSH intervention led the Marine and Fisheries Office of Maluku to invest in village infrastructure and social protection access—demonstrating scalable, local government buy-in (Outcome 15). In 2023–

2024, AP2HI member enterprises in North Sulawesi and Maluku received OSH training, which is reported to have led to improved productivity and gender awareness (Outcome 109).

Enterprise and industry-level involvement were also seen. The garment sector witnessed significant improvements, including through the Better Work Indonesia (BWI) programme:

- In 2022, 197 factories introduced COVID-19 OSH measures including screening, distancing, and PPE (Outcome 53), while 1,507 workplaces were equipped with a digital risk assessment system benefiting over 30,000 workers (Outcome 34), showcasing proactive OSH engagement even in crisis contexts.
- By 2023–2024, 199 of 231 garment factories had implemented the Respectful Workplace Programme (Outcome 23), focusing on sexual harassment prevention and handling at the workplace, aligned with Ministerial Decree No. 88/2023.
- By late 2024, 181 factories were assessed, with only 9 found non-compliant regarding OSH Committees, showing major progress in compliance and workplace dialogue (Outcome 24).

OSH was increasingly used to address health rights. In September 2023, the Ministry of Manpower launched a Gender-Sensitive Labour Inspection Guideline (Outcome 10), which by 2024 had been adopted by three Provincial Manpower Offices (Outcome 11). In parallel:

- A sustainable HIV prevention E-learning and coaching programme for companies was launched on 16 August 2024 (Outcome 175),
- A National Action Plan on HIV/AIDS at Work (2024–2028) was adopted in October 2023 (Outcome 176),
- And a web-based reporting system to track HIV prevention implementation was launched in December 2023, with 504 companies reporting spending over USD 2 million on workplace HIV prevention (Outcome 178).

In June 2023, the Ministry of Manpower launched NORMA 100, a self-assessment tool to help enterprises track working conditions and OSH compliance (Outcome 7). In education, between October 2021 and July 2022, over 10,000 vocational students accessed OSH content through an e-learning platform, which by February 2025 had reached over 46,000 users (Outcome 35).

In January 2023, the trade union was appointed as a committee member for establishment of national standard 13-1 on occupational safety and health. With this appointment union is involved in developing Indonesian standard on OSH, which is significant as prior to this, union was not part of committee member. The development indicates improved tripartite system in the OSH standard setting. (Outcome 50).

Furthermore, the DWCP at the outset expressed intention to raising awareness of OSH among young workers, as they tend to be more vulnerable to injuries and accidents compared to more experienced workers. Between 2021 and 2022, the Ministry of Education, in collaboration with the ILO and other stakeholders, introduced an e-learning platform on Occupational Safety and Health (OSH) targeting vocational high school students. The initiative successfully reached over 10,000 students across more than 200 vocational schools on Java Island. By February 2025, the platform had recorded 46,280 users, including 38,985 students, indicating the continued relevance and uptake of the tool beyond the initial project period.

The ILO played a central role in the development and promotion of the e-learning tool, working closely with the Ministry of Education, the Ministry of Manpower, and employer and worker organizations. This

initiative is reported to have not only equipped young workers with foundational knowledge on OSH but also demonstrated the potential of digital learning tools to foster a culture of safety and prevention from an early stage of workforce.

Level 1 Outcome 1.2: Findings and discussion points

Under the DWCP outcome area of “Increased labour compliance and the implementation of OSH”, strategic Compliance Planning (SCP) continued to be applied, and it appears to serve as a pivotal strategy in strengthening the labour inspection system—moving away from traditional, reactive enforcement models to a more data-driven, risk-based, and planned approach. Cross-ministerial integration in inspection (MoM–MMAF joint inspection in fisheries Outcome 29), digital self-monitoring (NORMA 100) and sector-specific inspection tools show evolution toward participatory compliance models, shifting roles from enforcement to partnership.

The advancement of labour inspection in the placement of Indonesia Migrant Worker; MoM’s E-learning and coaching programme on HIV prevention for enterprises (Outcome 175) and National Action Plan on HIV/AIDS Prevention at the Workplace 2024–2028 (Outcome 176) indicate the maturing of the labour inspectorate/ OSH systems towards an inclusive system which focuses on rights protection of vulnerable workers.

At the 12 August DWCP consultation meeting with the constituents, the government acknowledged the progress in inspection with the support of the ILO, particularly in fishery sector, however expressed challenges of the decentralised system, where despite national level developments, implementation at the regional level is patchy. In terms policy monitoring, they face challenges in obtaining data on violation of cases from the regional government and expressed that a stronger commitment from the local government to instruct the local offices to report to the central government was needed.

Recommended discussion points for the next cycle DWCP

- Given the successful implementation of compliance plans in palm oil and the effect it had on extending social security, which other sectors could this be extended to?
- It is encouraging that tools such as the e-learning platform on Occupational Safety and Health (OSH) targeting vocational high school students is growing in usage. What should a follow up be for such initiatives in the future?
- What methods should the ILO and its partners use to evaluate whether OSH system development and inspection reforms have led to meaningful improvements in workplace safety and compliance? Can there be innovative use data collected through means such as NORMA 100?
- What indicators should be tracked by Provincial OSH Councils or Manpower Offices to monitor progress toward DWCP and national OSH targets? Is there a way ILO can access data collected through digitized platforms to create meaningful information system?
- How can tripartite review platforms be strengthened or institutionalized to support continuous learning and improvement in OSH implementation that links local government and the central government?

- Projects played a major role in achieving outcomes. What are the resource mobilisation strategy going forward, particularly to sustain or scale up work in the Palm Oil, fisheries and rural economy?

Level 1 Outcome 1.3: Effective wage policies that promote fair and decent wages

Context

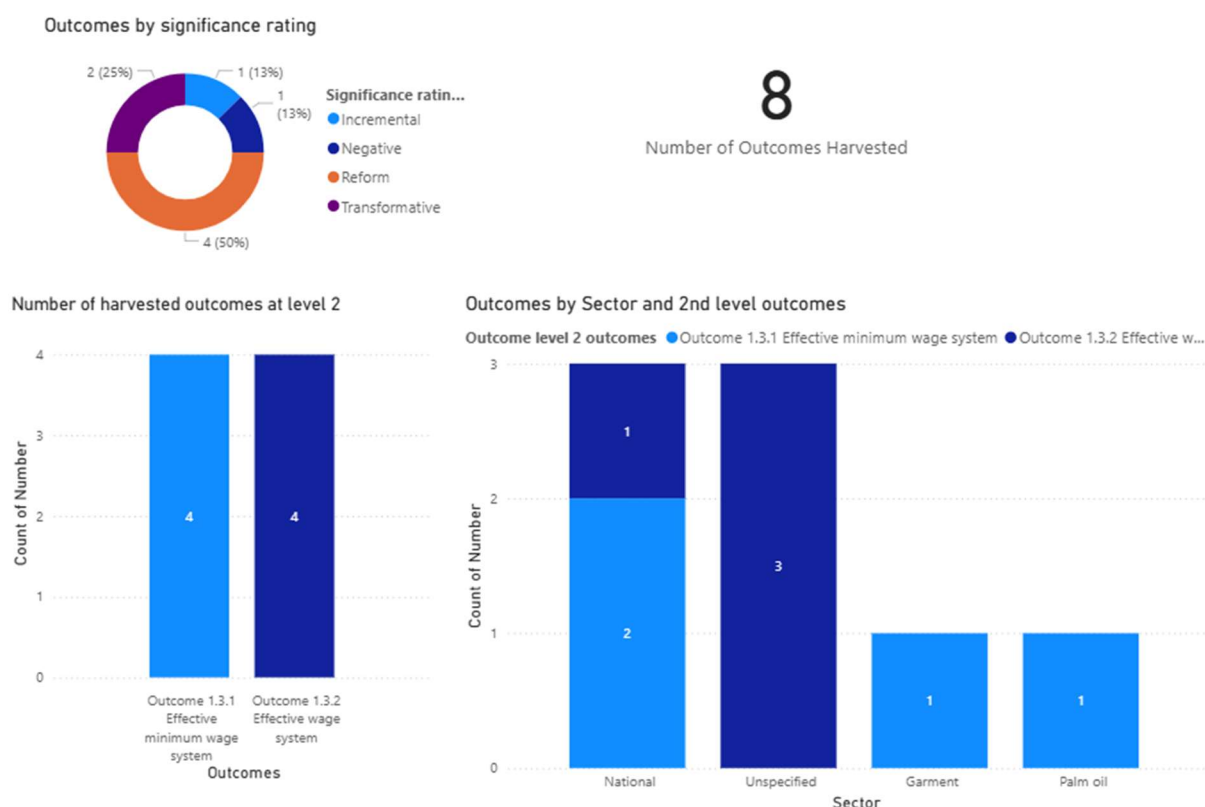
Indonesia is committed to strengthening its wage-setting mechanisms at the national, sectoral, and enterprise levels by enhancing the capacity of tripartite constituents—particularly wage council members- to monitor wage trends, engage in evidence-based social dialogue, and negotiate fair and decent wages. The DWCP aimed to establish an effective minimum wage system. In addition, given that many workers in Indonesia currently earn close to the minimum wage, DWCP aimed to explore a more advanced wage-setting practices beyond the minimum, namely a national wage system that will allow the social partners to shape inclusive and balanced wage policies that reflect Indonesia’s evolving economic context.

Theory of Change and Intervention Logic

- 1.3.1 Effective minimum wage system
- 1.3.2 Effective wage system

Progress at Level 1 Outcome “1.3. Effective wage policies to promote fair and decent wages through improving minimum wages setting and wage setting practices”

Level 1 Outcome: 1. 3 Progress visualization



8 outcomes harvested in this outcome area, with 4 outcomes contributing to effective minimum wages; and 4 outcomes to an effective wage policy.

Progress was largely classified as reform oriented with transformative elements. It is notable that there was one negative outcome (outcome 212, change in formula of the minimum wage and downward adjustment implication for some sectors).

Three outcomes were changes at the national levels, followed by changes in the garment and palm oil sectors. Three outcomes could not be determined for their sector (one related to wage subsidies during COVID, another two concerned inclusions of wage structure in CBA in the In Batam industrial hub – presumably electronics or shipbuilding).

The outcomes indicate that the DWCP partially achieved its intended output. The original plan to support develop a wage monitoring tool could not be achieved.

Progress at the 2nd level outcome 1.3.1 Effective minimum wage system

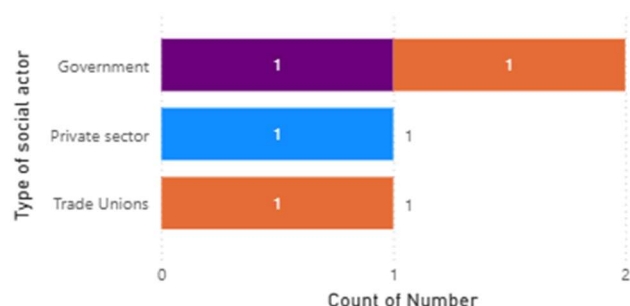
Level 2 Outcome 1.3. 1 Progress visualization

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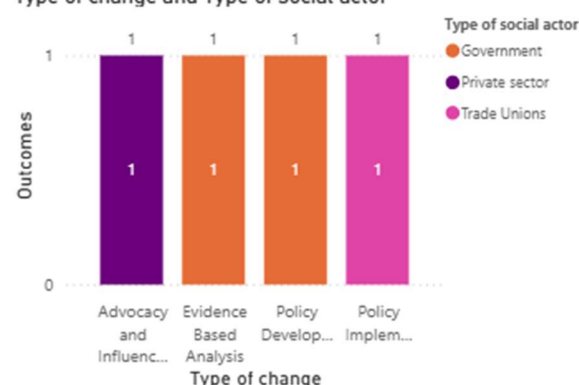
Count of Outcomes

Social actors driving change and significance level

Significance rating: Incremental (blue), Negative (purple), Transformative (orange)



Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2021	2023	2024	Total
National	1		1	2
Garment		1		1
Palm oil			1	1
Total	1	2	1	4

Type of contribution



Overview of findings

- 4 outcomes harvested; although the numbers of outcomes are modest, 50 percent (2 out of 4) were transformative.
- The government, (2 outcomes), trade unions (1 outcome) and the private sector (1 outcome) generated outcomes. Employers did not generate an outcome related to effective minimum wages.
- Sector specific outcomes include those in palm oil and garment sectors.
- One outcome addressed vulnerable workers (Palm Oil)
- The outcomes were primarily driven by non-project funds. Constituents' efforts as well as ILO's specialists' technical assistance played an important role.

Key achievements

The Government enacted Regulation No. 36/2021 in early 2021 (Outcome 212), reforming the minimum wage calculation. The new Wage Regulation introduces various changes to the minimum wage calculation incorporating evidence-based methodologies for setting wages, however one that could potentially lead to a more variable and lower minimum wage in some areas. While technically progressive, this reform was perceived by some stakeholders as a negative outcome due to its potential to constraint to wage growth.

While government-led reforms provided the structural foundation, trade unions played a pivotal role in reviving decentralized wage dialogue. In 2023, the Constitutional Court Decision No. 168/PUU-XXI/2023 reinstated the possibility for sectoral minimum wage negotiations at provincial and district levels. Trade unions in the palm oil sector seized this opportunity to initiate and successfully conclude wage negotiations in Kalimantan and Sumatra, resulting in tangible wage increases for workers (Outcome 38). This development not only reversed previous restrictions under the Omnibus Law but also demonstrated the unions' strategic capacity to mobilize legal frameworks for improved wage outcomes. However, not all actors agreed with the significance with the use of sectoral minimum wage. In the substantiation, the member of the wage council considered the reinstated sectoral minimum wage will increase dependency on minimum wages, instead of negotiated wages. This demonstrates the complexity involved in finding an agreed solution particularly to the issue of wage policies (see box 5 for more deliberation).

A major legislative breakthrough spearheaded by the government occurred in 2024 with the adoption of Law No. 6/2023, which introduced a new minimum wage-setting formula designed to reduce ambiguity and increase predictability in wage adjustments (Outcome 36). The new mechanism limited discretionary interventions and preserved room for social partner bargaining, marking a significant improvement in Indonesia's wage governance framework.

Private sector enterprises participating in global supply chains, influenced wage-setting practices through voluntary compliance mechanisms. In 2023, within the Better Work Indonesia Programme, eight of the top ten international buyers sourcing from Indonesia instructed their suppliers to apply wages above the legal minimum, in accordance with Minister Regulation No. 05/2023 (Outcome 28). This initiative led to higher wage adoption in factories supplying these brands, reflecting the growing influence of buyer requirements in shaping local wage practices and mitigating reputational risks related to labour conditions.

Progress at the 2nd level outcome 1.3.2 Effective wage systems

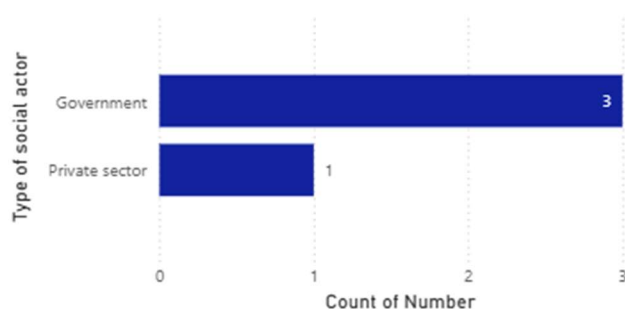
Level 2 Outcome 1.3. 2 Progress visualization

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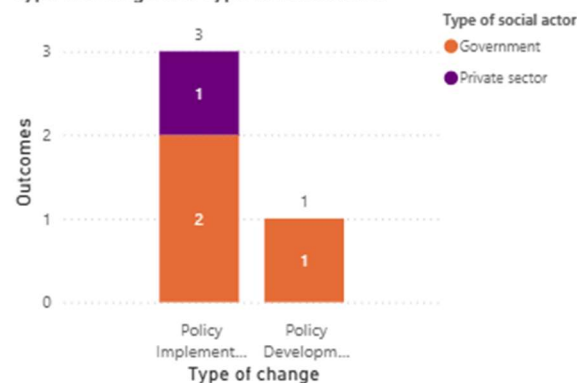
Count of Outcomes

Social actors driving change and significance level

Significance rating: ● Reform



Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2020	2021	Total
Unspecified	2	1	3
National	1	0	1
Total	3	1	4

Type of contribution



Overview of findings:

- 4 outcomes harvested; although the numbers of outcomes are low, all of them are deemed to have brought about a reform in wage setting mechanisms.
- The government initiated most of the changes (3 out of 4) and one at the enterprise level. Employers did not generate direct change in this outcome
- Sector specific outcomes could not be identified.
- The outcomes were driven by non project funds. Constituents' efforts as well as ILO's specialists' technical assistance played an important role.

Key achievements

During the 2020–2025 period, Indonesia made important strides in reforming and strengthening wage-setting mechanisms to promote fair and decent wages. A range of legal, institutional, and practical measures were introduced or improved, involving key national and international stakeholders (international buyers for enterprise level change), and targeting both sectoral and national-level wage practices.

The Ministry of Manpower, played a central and sustained role in advancing national wage policy

In 2020, the government introduced Indonesia's first regulation on hourly wages through the Omnibus Law on Employment Creation (Outcome 43). This regulatory innovation responded to emerging work arrangements and represented an effort to adapt wage policies to new forms of employment.

Also in 2020, the Ministry mandated the integration of wage structures and scales into collective labour agreements to address internal pay equity and reduce over-reliance on statutory minimum wages (Outcome 41). This measure was elevated to a national priority programme, with over 65,000 companies expected to be trained by 2025.

In 2021, during the COVID-19 crisis, the Government implemented a wage subsidy programme (Outcome 42), providing monthly payments to affected workers based on social security registration data. This intervention helped maintain income stability and avoid mass layoffs during lockdowns.

The private sector, especially local companies, also contributed to wage-setting improvements at the enterprise level. In Batam, a major industrial hub, 104 companies integrated structured wage scales into their collective bargaining agreements (Outcome 128). This change helped reduce wage-related disputes and fostered more transparent and constructive dialogue between employers and workers, especially around annual wage negotiations. These efforts, while localized, demonstrated how enterprise-level reforms could complement national wage policies and contribute to broader industrial relations stability.

Together, these actors—government institutions, trade unions, employer organizations, and private companies—contributed to a more robust and inclusive wage policy environment in Indonesia. Their respective roles reflect a maturing tripartite system capable of navigating both regulatory reform and workplace-level implementation. The ILO's technical support, sustained since 2020, played a facilitative role across all these levels, enhancing the capacity of social partners and aligning reforms with international labour standards.

Throughout the period, the **ILO played a catalytic role** by providing continuous technical support and capacity-building to the government, employers, and unions. It supported reforms in wage legislation, offered guidance on gender pay equity, and promoted best practices in wage determination based on international labour standards.

The outcome area may not have had large DC project involvement, like other outcome areas and instead financed primarily by ILO's own RBTC.

Box 5: Progress in wage policies: balancing technical and political matters

During the OH workshop, ILO-Jakarta staff expressed progress in this area being somewhat unsatisfactory. According to their original results framework their original plan was to (a) support and train constituents to develop the minimum wage system, supported by a training of national and provincial wage council members; (b) develop (minimum) wage monitoring tool and guidelines, which will lead to minimum wage monitoring by the wage council members; (c) support provided to the tripartite constituents to develop wage structure and scale; issuance of an annual report based on an impact assessment of minimum wages made possible through the wage monitoring system.

A critical examination of ILO's contributions and role reveals meaningful but varied influence across different reform areas, with its value highest where social partners were actively engaged and policymaking was still in formative stages. Its greatest impact occurred where reforms were **technically complex but politically open**—notably in the adoption of structured **wage scales** within companies and the development of a **new minimum wage-setting formula** under Law No. 6/2023. In these areas, ILO guidance directly informed policy design and implementation (outcomes 36, 38).

While ILO's technical inputs were provided they were **partially integrated** in earlier regulations. The 2021 wage regulation, for example, was seen by some stakeholders as restrictive and insufficiently consultative, despite ILO recommendations. This mixed uptake suggests that while the ILO had **access to decision-making spaces**, its influence was **moderated by political and economic considerations** within government and employer circles. Nevertheless, the consistent engagement ensured that international standards remained visible in policy discourse, and the 2024 reforms reflected a better balance between economic predictability and social dialogue. Nevertheless, the developments point to **limits of normative influence** where political and economic imperatives diverge from ILO principles.

Level 1 Outcome 1.3: Findings and discussion points

Technical assistance in wage policies is highly technically and politically complex area of work, which the DWCP navigated with important and significant progress during this turbulent period of labour law reforms. The progress made under this outcome must be viewed in relation to the (a) politically charged context with labour law reform, which often places the workers and employers at the opposite ends of the policy debate; (b) limited donor financing in this area of work, hence limited staff resource on the part of the ILO to technically and operationally “backstop” the work. Nevertheless, important results were achieved using ILO's core resources, as well as cost sharing by existing DC funds.

Participants at the CO-Jakarta Outcome Harvesting workshop felt progress in creating a MW monitoring system stalled, and for the ILO to continue providing support in this critical work area, CO-Jakarta will need to devise a financing plan; much in the way that it has done through cost sharing from existing DC and own funds. A concrete implementation plan will be needed with dedicated staff to backstop, particularly to ensure the DWCP stays on track on this complex topic.

ILO's strongest influence was where reform was technically complex but politically open: Successes were greatest where ILO provided evidence, platforms, and standards, and technically driven. To this end, there is a need to steer discussion on wages to an evidence-based orientation.

However, the priority for establishing an effective wage setting mechanism is high among the constituents' agenda. At the 12 August DWCP consultation meeting with the constituents, the workers organization expressed that the tripartite wage board was not working well. The employers expressed the need for a minimum wage setting practice that can be accepted widely and implemented.

Recommended discussion points for the next cycle DWCP

- Consider the reasons MW monitoring system, and a national wage system development could not be delivered in the current phase. Consider what will be done differently if this item is to be pursued in the next cycle DWCP
- To energize “evidence based” discussion for the issue of wage policies, are there technical groups that can be mobilised to become an “ally” in manoeuvring the politically charged space more strategically?

Priority 2: Job Creation and Youth Employment



Priority 2:

Job Creation and Youth Employment

OUTCOME 2.1. Enhanced skills development programme & policy, and labour market governance for improved employability of youth

2.1.1. Improved labour market information and skills development systems that respond to challenges in the world of work

2.1.2. Skills development programme and policies that are inclusive and better targeted

OUTCOME 2.2. Promotion of sustainable enterprises through better access to resources, higher productivity, and improved workplace practices

2.2.1. Improved capacities of tripartite constituents and related stakeholders in providing support to MSMEs in terms of productivity, good workplace practices, environmental sustainability and linkages to large enterprises and MNEs.

2.2.2. Improved capacity of tripartite constituents and related stakeholders in providing support to MSMEs in terms of access to financial and non-financial services, and social performance management

Under this Priority, ILO contributed to advancing a more demand-responsive skills and enterprise ecosystem, with 68 harvested outcomes across skills governance (2.1) and sustainable enterprises (2.2). Skills development reforms concentrated on system building: presidential/ministerial decrees established Sector Skills Councils, curricula were updated with stronger industry input, and TVET institutions piloted digital tools and work-based learning—especially in the maritime “blue economy.” Results show clear movement toward agile, industry-linked training; however, a future oriented labour-market information system did not materialize, and inclusive pilots for youth, women in STEM, persons with disabilities, and rural learners remain localized and loosely connected to the broader TVET reform.

MSME support was scaled through government and constituent leadership. Financial inclusion deepened (OJK roadmaps; rural banks’ digital products), entrepreneurship and management practices spread (APINDO academies; SCORE via BEDO), and sector Employer Organizations like AP2HI linked small producers to premium markets (traceability/MSC certification). Yet many wins are project- or locality-bound, with limited tracking of productivity gains, formalization, or social-protection uptake. In the future, DWCP would benefit to tighten

the skills–employment–productivity chain, support outcome monitoring; scale inclusive pilots through social-partner partnerships; and adopt a productivity-ecosystem approach that couples finance and advisory services with measurable gains in productivity, quality, formalization, and decent work.

The following sections unpack the progress by each of the first level outcomes and second level outcomes, followed by findings and recommendations.

Level 1 Outcome 2.1: Enhancing skills development programme and policy, and labour market governance for employability of youth

Context

According to the DWCP 2020-2025, despite improvements in skills attainment of the labour force, a large portion still remains low skilled; 41 percent have either never attended school, or have only completed primary school. DWCP Outcome 2.1 aimed to address this gap by targeting reforms in the skills development systems offer relevant skills development to jobseekers that are aligned to future

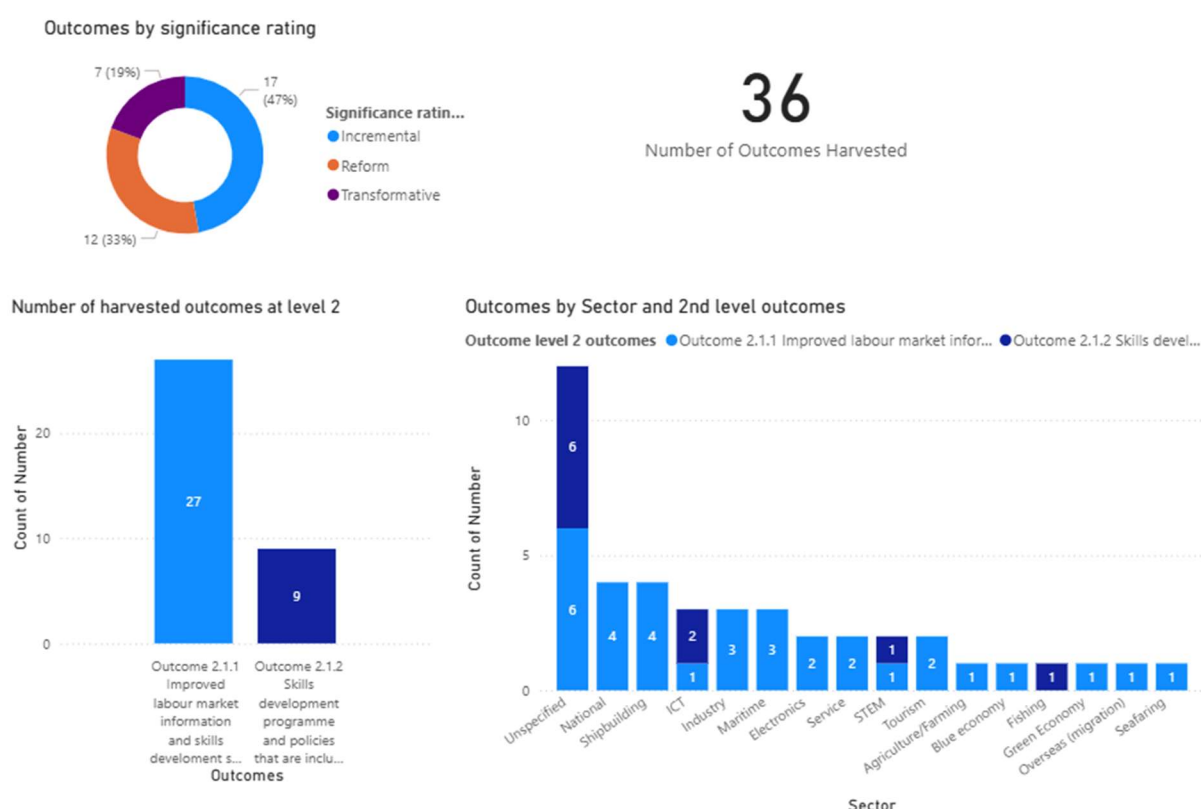
skills needs, with a focus on disadvantaged groups (youth, women in STEM, and rural populations). DWCP set out to build reliable labour market information systems that could capture labour market skills needs. The aim was to reform TVET's agility and flexibility to adjust their skills training in line with changes in skills needs. Deepening industry-TVET partnership and facilitating access for disadvantaged groups to skills development and employment were important objectives under this outcome area.

Theory of Change and Intervention Logic

- 2.1.1 Improved labour market information and skills development systems that respond to challenges in the world of work
- 2.1.2. Skills development program and policies that are inclusive and better targeted

Progress at Level 1 outcome “Enhancing skills development programme and policy, and labour market governance for employability of youth”

Level 1 Outcome 2. 1 Progress visualization



A total of 36 outcomes were harvested under DWCP Outcome 2.1, with 27 outcomes aligned to improved labour market information and skills system development (2.1.1), and 9 outcomes on improving the inclusivity and targeted reach of skills programmes (2.2.1).

There is a significant difference in numbers of outcomes achieved under 2.1.1 and 2.1.2, which indicates the DWCP made significant contribution to TVET reforms (outcome 2.1.1.) including the creation of sector skills councils which would bringing industry involvement in creating a market relevant skills delivery system. However, outcomes aligned with 2.1.2 to improve inclusivity of skills system did not seem connected to the reformed system.

Progress was largely incremental (47%) with elements of reform (33%) with transformative elements (19%).

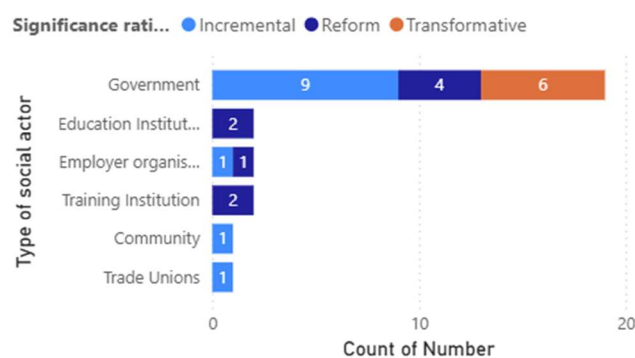
Outcomes disaggregated by sectors reveal that the changes brought by the social actors were largest in the maritime sector (a total of 11 results-blue economy, maritime, fishing, shipbuilding, seafaring), services (a total of 4 results- services and tourism), STEM/ICT/electronics (4 results).

Progress at the 2nd level outcome 2.1.1 Improved labour market information system and skills development systems that respond to challenges in the world of work

Level 2 Outcome 2.1. 1 Progress visualization

27

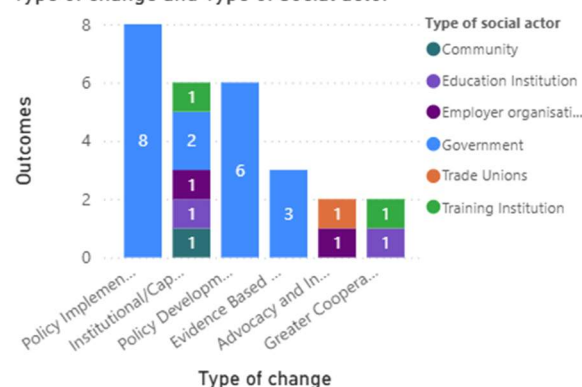
Count of Outcomes
Social actors driving change and significance level



Outcomes achieved by Sector and Year

Sector	2020	2021	2022	2023	2024	2025	Total
Unspecified	3	1	2				6
National		1		1	2		4
Shipbuilding		1	1	1	1		4
Industry			2	1			3
Maritime		1		1	1		3
Electronics				1		1	2
Service		1	1				2
Tourism			1	1			2
Agriculture/Farming					1		1
Blue economy				1			1
Green Economy				1			1
ICT	1						1
Overseas (migration)	1						1
Seafaring			1				1
STEM					1		1
Total	5	4	6	6	5	1	27

Type of change and Type of social actor



Type of contribution



Overview of findings:

- 27 outcomes harvested under this second level outcome area 2.1.1 demonstrate that the DWCP partially achieved what it set out to do. Harvested outcomes align with the objective to stimulate a reform of the skills development system, however there were no concrete and sustained outcome that suggested the ILO succeeded in building a reliable labour market information system that could capture early signs of change in the labour market.
- Nevertheless, skills development reforms deepened industry-TVET partnership and industry relevant skills were integrated in TVET (see Box 6). TVET benefited from capacity building to adopt flexible skills development systems such as through digital means.

- Government took lead in introducing incremental, reform and transformative changes in this outcome area. This was to some extent expected, as the government holds the key in implementing TVET reforms.
- Harvested outcomes (see Box 6) offer significant evidence of ILO's contribution to improving training and skills development system especially in the maritime sector, which is a sector of vital importance for the archipelagic country, contributing significantly to the country's economy, trade and national identity.
- However, there are no outcomes (yet) that point to the reformed system benefiting job seekers secure jobs, and industry satisfaction with the workforce. Subsequent monitoring of the effectiveness of the TVET reform and outreach may be an area to explore in the next DWCP.
- Only a few outcomes were initiated by the workers' and employers' organizations. This was already observed at the CO-Jakarta Outcome Harvesting workshop, where the participants highlighted that ILO worked mostly with Business Associations at the sectoral levels, sectoral bodies, as well as skills development at vocational committee headed by KADIL, and that it would be beneficial to expand with APINDO in the next cycle.
- Trade Unions had one outcome contribution. They played a constructive advocacy role in promoting inclusion, decent work, and worker perspectives, notably through advocacy and participation in apprenticeship reforms. Given the respective roles of the social partners, this could be considered as "appropriate" and an example of tripartite partnership, where the trade unions engage in influencing policy direction, but leave technical implementation of skills development systems to those with direct implementation and follow up responsibilities. The question, then becomes, have they influenced policy enough?
- The factors leading to registered changes were largely due to availability of DC projects, but technical advice and ILS driven support were important factors too. Given critical DC contribution, what is the strategy going forward for sustaining DC funding stream?

Key achievements

During 2020-2025, the focus was on laying institutional foundations, initiating demand-responsive, industry involved reforms, and introducing new tools to support inclusive and job-relevant training. While many initiatives remain at early stages, they signal a shift toward a more modern and coordinated approach to skills governance.

The outcomes demonstrate Government entities led efforts to reform the skills development system by introducing key policy frameworks, such as Presidential Decree No. 68/2022 (outcome 59) and Decree No. 2/2024 (outcome 80), and launching digital platforms and curriculum updates to better align training with labour market needs.

Employers, through associations like APINDO and sectoral skills councils, contributed to standard-setting and curriculum design, though sustained engagement remains a work in progress. The outcomes demonstrate that Employers began to take a more structured role in shaping vocational content and governance, especially in targeted sectors (outcomes 63, 65). Constituents at the 12 August DWCP consultation meeting expressed that developments such as the Decree 68 and the establishments of the Sector Skills Councils have been effective in narrowing the skills mismatch with industry needs. They further pointed out that in the next 5 years, similar progress needed to be pursued at the regional levels, with the committees and advocacy teams established at the decentralised level, emphasizing the influence that resides in the regional administrations in sustaining political will and progress.

Box 6: TVET reforms

The **TVET reform in Indonesia** is a **multi-year, multi-actor initiative** aimed at improving the quality, relevance, and governance of technical and vocational education and training (TVET) to better align with labour market demands. Below is a concise overview of **what happened, when, why, and who was involved**, based on evidence from the matrix (especially Outcomes **55, 59, 80, 68, 69** and related entries).

Why Was TVET Reform Needed?

Challenges Before Reform:

- TVET training was **supply-driven**, not aligned with industry demand.
- Private sector participation was **limited and unstructured**.
- Skills mismatches led to **low graduate employability**.
- There was **no formal mechanism** for sectoral coordination or competency standard development.
- Curriculum and qualification frameworks lacked industry relevance, particularly in fast-evolving sectors like logistics, shipbuilding, and ICT.

When Did the Reform Happen?

2020–2021	Early steps toward industry involvement: Industry Advisory Boards (IABs) piloted in polytechnics (Outcome 68).
2021–2022	Pilot Sector Skills Committees and stakeholder consultations took place in tourism and other sectors (Outcome 59).
2022	Presidential Decree No. 68/2022 issued to reform TVET via a sectoral approach (Outcome 59).
2022	Four Sectoral Skills Councils (SSCs) formally developed for tourism, logistics, shipbuilding, and seafaring (Outcome 55).
2023	Industry Advisory Boards (IABs): contributed to new Diploma 4 programs aligned with industry needs (Outcome 69).
2024	Government issued Decree No. 2/2024 , establishing operational guidelines for sectoral skills committees (Outcome 80).

The harvested outcomes demonstrate that Education and Training Institutions are driving Sector-Specific Innovation. Higher education institutions are becoming key partners in applied skills development and work-based learning innovation. Polytechnics (e.g., Polibatam): Introduced digital tracking tools (MyInternship, Talent Hub) and contributed to curriculum co-design with Industry Advisory Boards (Outcomes 68, 69, 203, 204).

While the DWCP set out to build a reliable labour market information systems that could capture early signs of change in the labour market, there were no outcomes that indicated ILO was able to contribute to sustained systemic change in this area.

The fact that systemic progress did not materialise for labour market information was also already pointed out by the participants in the CO-Jakarta DWCP workshop. Discussions revealed that work on labour market information systems was overshadowed by the entry of other funding agencies in this area of work, with significant resources. It would be valuable to unpack whether ILO could have collaborated with such agencies on this area, whether this was pursued, and what was the result.

Furthermore, the evaluation found that BAPPENAS is implementing a comprehensive data system “[SATU Data Indonesia](#)”, and there is a system SIAPKerja which seems to be a LMIS system operated by the government, with support from external international donors. Statistical system development and LMIS projects are extremely resource intensive. It is therefore worth considering whether ILO would have been the best placed to take on such endeavour, and what the opportunity cost would be, particularly when the ILO is able to demonstrate significant contribution towards skills system development through reforming national systems, bringing industry involvement, aligning curriculums.

Nevertheless, two outcomes related to labour market information system suggest important contributions ILO makes to establishing statistical definitions, influencing the way data is collected or used. For example in 2020, the government (Ministry of Planning (Bappenas) and National Statistics Office (BPS)) developed the Government Guideline on standard concepts and definition on labour migration statistics for the One Data Indonesia on International Migration (SDMI), an online platform. As a result, standardized data and metadata is available, frequently updated and easily accessible. ILO’s contribution was essential, as prior efforts to include migration platform with migration statistics in One Data Indonesia did not materialise due to lack of common definitions and concepts on labour migration statistics. ILO supported the National Statistic Office (BPS) to develop the Government Guideline on ILMS standards concepts and definition based on the ILO statistical standard.

This example showcase that ILO’s inputs may not be financially substantive but targeted to bring international standard, internationally agreed statistical definitions, new concepts, and the know-how to establish implementation mechanisms to operationalise complex concepts. ILO does not have scalable funds to influence massive data infrastructure systems, but it targets strategic nodules, at source (in the case of migration statistics) to influence systems that follow.

Progress at the 2nd level outcome 2.1.2. Skills development programme and policies becoming better targeted and inclusive

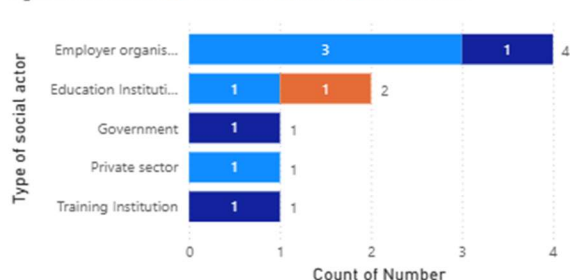
Level 2 Outcome 2.1. 2 Progress visualization

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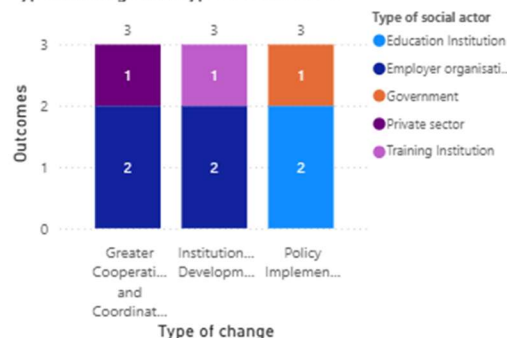
Count of Outcomes

Social actors driving change and significance level

Significance rating: Incremental Reform Transformative



Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2020	2021	2022	2023	2024	Total
Unspecified		1	2	2	1	6
ICT	2					2
Fishing				1		1
STEM	1					1
Total	2	1	2	3	1	9

Type of contribution



Overview of findings:

- 6 outcomes were harvested under this second level outcome area that aimed to facilitate access of certain groups, namely on youth, women in STEM, and rural populations to skills development. Outcomes show transformative change that benefited youth groups through the “MyInternship” roll-out, as well as glimpses of measures that have taken place to improve participation of women in ICT /STEM, skills development for people with disabilities and migrant workers. The harvested outcomes, however, do not show a clear connection with the overall TVET reform reported under outcome 2.1.1.
- Education institutions (such as Polibatam) and Employers organizations brought about the most change.
- Overall, outcome harvested under 2.1.2 demonstrates a constructive collaboration between government TVET, education institutions (such as Polibatam) and Employers organizations, who engaged in important pilots that show promise to expand skills development service to women, youth and rural population, and people living with disabilities.
- The harvested outcomes demonstrate that majority of inclusive skills development efforts show strong design and potential, but the scale of implementation is still limited or localized—indicating that while important progress were made, it did not seem to be linked to the nationwide TVET reform that took place under 2.1.1. It is also important to note that outcome 2.2.1 had more substantive involvement of EO such as APINDO, instead of sectoral bodies. Hence there is

significant merit in better linking the initiatives between the second level outcome areas 2.1.1. and 2.1.2 in the next DWCP.

- A relatively high percentage of 33% (3/9) of the outcomes were achieved through constituents' own projects. DC projects contributed to 55% (5/9) of the outcomes.

Key achievements:

The outcomes demonstrate women's access to skills development improved in one training provider, BBPVP Bekasi (Agency for Training and Development of Human Resources in Industry) in Bekasi, Indonesia (outcome 84) which revisited their bias that led them to automatically direct women to sewing classes and men to electronics. Their reformed approach led to increase in female participation in 2020-2021. Furthermore, mandatory boarding house stays were also removed, which was a barrier to women's participation.

Furthermore, an innovative collaboration between TVET and APINDO could be seen to have had promising prospects to improve employability of youth, women and rural residents (Outcome 202). Under a framework of Public-Private-Partnership, TVET institutions implemented an on-the-job training scheme for the graduates of selected TEVT institutions. This collaboration enabled the design and implementation of on-the-job training schemes for TVET graduates and offer quality apprenticeship opportunities in 20 enterprises. The initiative expanded access via digital learning, where distance and online learning initiatives were piloted and promoted, significantly improving access to training for rural residents, including women, who face mobility constraints due to geographic or caregiving responsibilities. While this was a pilot phase, the approach show promise to serve youth and female particularly in rural areas. A wider implementation coupled with monitoring of beneficiaries, career trajectory, and scaling will be key to achieving system-level transformation. At the 12 August DWCP consultation meeting, the Government participant welcomed substantive engagement of Employers and Workers' organizations at the sectoral level to monitor and identify sectors and workforce issues that lead to productivity constraints with a view to adjust skills development systems.

In total the outcomes make it clear that ILO action helped improve the functioning of 3 employment service centres to enhance its capacity to be better targeted towards specific groups.

In parallel, the **apprenticeship system** underwent reform. The Ministry of Manpower revised relevant regulations to enhance monitoring and evaluation, informed by ILO Recommendation 208 (Outcome 76). These reforms are intended to improve the quality and inclusiveness of work-based learning.

Year	Name/Location	Focus	ILO Contribution
2023	National Employment Services	Counselling system reform, staff training (outcome 107)	Designed and implemented large-scale training plan
2020-21	BBPVP Bekasi	Gender-inclusive ICT course access (outcome 84)	Gender training, promotional reforms
2022	Central Java (unnamed)	Services for persons with disabilities (Outcome 201)	Feasibility study, guideline development

Level 1 Outcome 2.1: Findings and discussion points

TVET system reform was well sequenced, brought industry involvement. The creation of Skills Sector Councils via Presidential and Ministerial Decrees (Outcomes 59, 80), with industry involvement, indicating policy-level change, demand side relevance, which is an early predictor of sustainability. skills development reforms deepened industry-TVET partnership and industry relevant skills were integrated in TVET (see Box 6). TVET benefited from capacity building to adopt flexible skills development systems such as through digital means.

However, outcomes (so far) concerns progress to the reform and system development. It is yet to demonstrate the “impact” of the reform on its ability to flexibly adapt to changing skills needs, as well as effectiveness in skilling the labour force to market needed skills. To this end, the PPP arrangements between TVET and APONDO shows promise, where collaboration ensures that TVET graduates are able to access apprentice positions in key industries. This seems an initiative with potential to strengthen the reform.

Despite DWCP intended output, ILO did not realise the Labour Market Information Systems development. However, ILO’s strength came through in its role to establish conceptual and definitional clarity on labour statistics, as well as demonstration of evidence based analysis using LMIS that demonstrated application of statistics for policy and programme development. Outcomes demonstrated that ILO’s inputs may not be financially substantive but targeted to bring international standard, internationally agreed statistical definitions, new concepts, and the know-how to establish implementation mechanisms to operationalise complex concepts. ILO does not have scalable funds to influence massive data infrastructure systems, but it targets strategic nodules, at source (in the case of migration statistics) to influence systems that follow. Future engagement may focus on standards integration rather than system ownership.

While Employers’ organization APINDO contributed actively in facilitating access of job seekers to skills training opportunities, including through an innovative PPP modality to match TVET graduates to apprenticeships, their roles in sectoral TVET reform was limited.

Trade union roles was captured in one outcome which was to develop a position paper on skills development, with limited operational involvement.

Majority of inclusive skills development efforts for women and rural youth show strong design and potential, but the scale of implementation is still limited or localized—indicating that many of these initiatives happened in “pockets” rather than being nationwide in reach.

Constituents at the 12 August DWCP consultation meeting expressed that developments such as the Decree 68 and the establishments of the Sector Skills Councils have been effective in narrowing the skills mismatch with industry needs. They further pointed out that in the next 5 years, similar progress needed to be pursued at the regional levels, with the committees and advocacy teams established at the decentralised level, emphasizing the influence that resides in the regional administrations in sustaining political will and progress. To capture impact of skills development and positive effect in productivity, the Government suggested future substantive engagement of Employers and Workers’ organizations at the sectoral level to monitor and identify sectors and workforce issues that lead to productivity constraints with a view to adjust skills development systems. Industry leaders such as the Garment Association remarked that positive progress in the number of labour market entrants that pass through the skills development institutions, but there were still gaps in required skills level given the quality of skills development. They emphasized ILO involvement in upgrading the education-skills

linkage, emphasizing that the curriculum is still behind in technological advances. The Job Training Centres have witnessed the proliferation of skills training institutions in recent years, set up by those without the requisite expertise, which also impacts the quality of skills development offered. The job centres emphasized the roles that Trade Unions can play in collaborating and supporting Community BLK Job Training Centres to ensure labour market entrants are directed to appropriate institutions. On LMIS and statistical definitions, an industry employer organization pointed out the issue of underemployment, particularly the national definition of unemployment may mask the fact that underemployment is significant. Official, authoritative statistic on that is required to draft appropriate investment strategies.

Recommended discussion points for the next cycle DWCP

- In the next DWCP, consider strengthening the synergy between national and regional Sector Skills Councils, in both curriculum improvement through targeting existing productivity constraints. Such efforts should include measures to strengthen skills delivery mechanisms in national, regional and local centres aligned with quality assured curriculum. Address proliferation of skills training centres at the local levels.
- Consider establishing a mechanism involving national, sectoral (private and public) entities, employers and workers' organizations to monitor TVET's impact on employability, equity, and industry responsiveness. This will require ILO to access LMI data more effectively and incorporate them in regular monitoring of effectiveness of system development in TVET.
- Instead of establishing an LMIS system, consider improving the "use and reporting" of such data. Examples include establishing knowledge exchange system, including a mechanism to consult constituents on the "evidence-based analysis" they require to better capture effective use of labour force and productivity, or to develop investment and other strategies in existing industries (manufacturing, agriculture) and future areas such as platform, gig economy, AI and the care, blue and green economy.

Level 1 Outcome 2.2: Promotion of sustainable enterprises through better access to resources, higher productivity and improved workplaces

Context

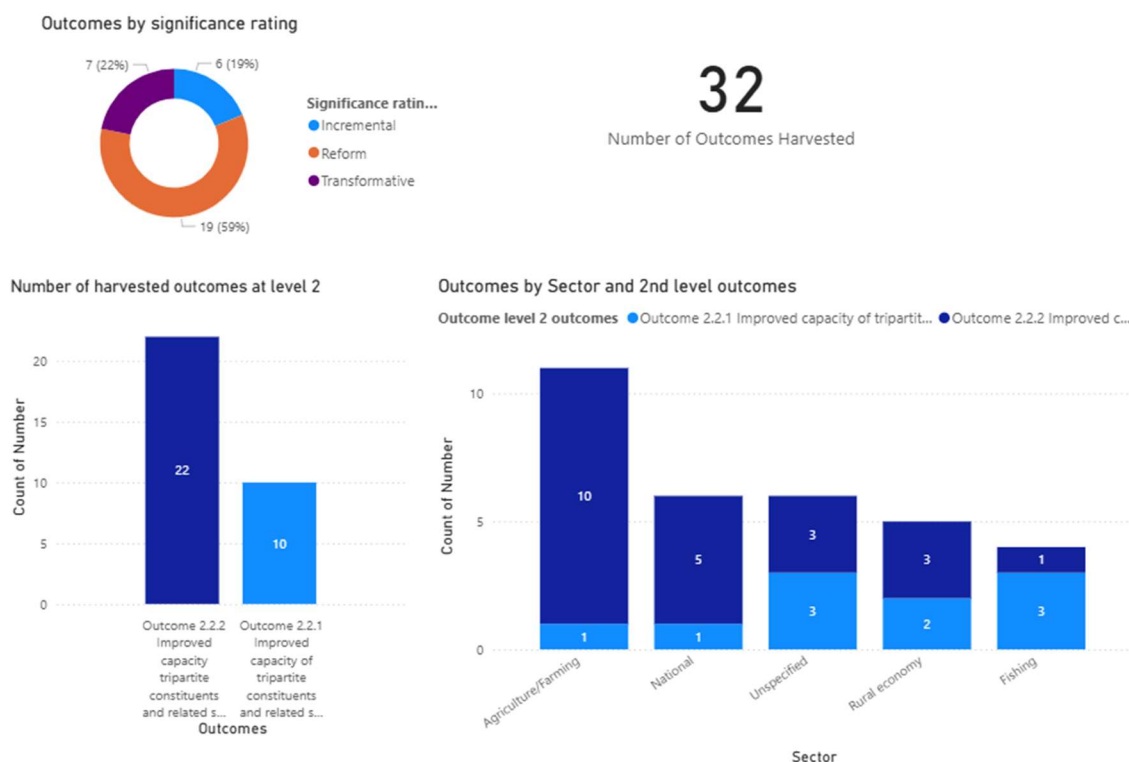
The DWCP committed to support constituents strengthen enterprises, especially MSMEs and cooperatives, in priority sectors, primarily in the rural economy, by diffusing sustainable good business practices and improving access of MSMEs to resources and services. Addressing youth employment, as well as decent work creation in the rural economy was an important focus under this outcome. The DWCP aimed to build capacity of tripartite constituents and stakeholders to offer effective management practices to boost productivity, enhance access to market, reduce environmental impact of business operations, and assure safe and healthy work places to MSMEs and cooperatives. Further, the DWCP aimed to support access to suitable financial and non-financial services to meet the needs of business start-ups, as well as working capital and investment of existing enterprises.

Theory of Change and Intervention Logic

- 2.2.1. Improved capacities of tripartite constituents and related stakeholders in providing support to MSMEs in terms of productivity, good workplace practices, environmental sustainability, and linkages to large enterprises and MNEs
- 2.2.2. Improved capacity of tripartite constituents and related stakeholders in providing support to MSMEs in terms of access to financial and non-financial services, and social performance management.

Progress at Level 1 Outcome “Promotion of sustainable enterprises through better access to resources, higher productivity and improved workplaces”

Level 1 Outcome 2. 2 Progress visualization



32 outcomes were collected, with greater number of outcomes (22 outcomes) aligned with capacity of tripartite constituents and stakeholders in providing financial and non-financial services, and social performance management to MSMEs (2.2.2.), compared to (10 outcomes) services to improve productivity, good workplace practices, environmental sustainability, and linkages to large enterprises and MNEs (2.2.1).

Outcomes indicate that progress was 59 percent of a reform nature, with transformative elements at 22 percent. The relatively high numbers of reform outcomes were registered by government entities, particularly in enhancing financial products to MSMEs, and most of those were (5 outcomes out of 8) were achieved through constituents' own projects.

A higher number of results being achieved in agriculture (rural economy, dairy farmers) and national level developments, indicates that the DWCP generated outcomes in prioritised area.

Progress at the 2nd level outcome 2.2.1. Improved capacities of tripartite constituents and related stakeholders in providing support to MSMEs in terms of productivity, good workplace practices, environmental sustainability, and linkages to large enterprises and MNEs

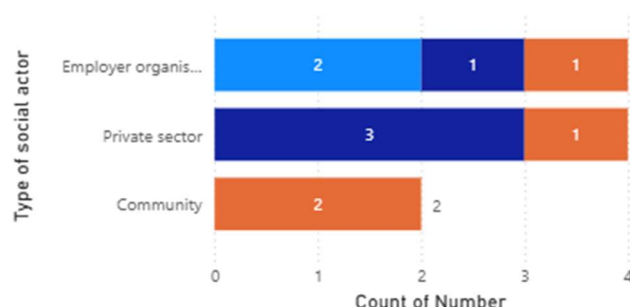
Level 2 Outcome 2.2.1 Progress visualization

10

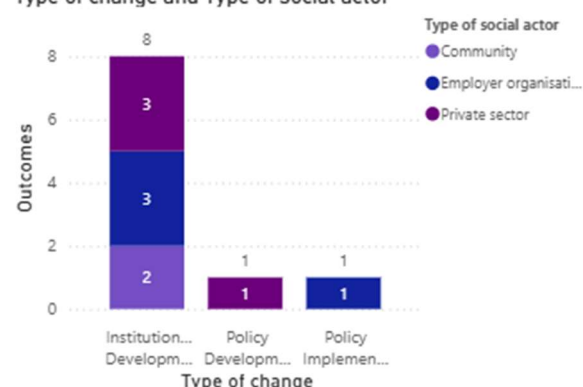
Count of Outcomes

Social actors driving change and significance level

Significance rating: Incremental Reform Transformative



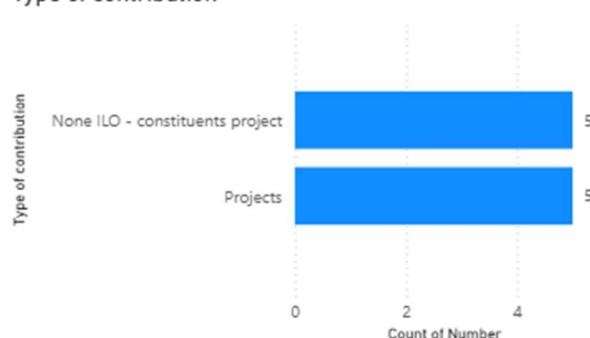
Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2021	2023	2024	2025	Total
Fishing		1	1	1	3
Unspecified	2	1			3
Rural economy	1	1			2
Agriculture/Farming		1			1
National			1		1
Total	3	4	2	1	10

Type of contribution



Overview of findings

- 10 outcomes were harvested in this level 2 outcome area.
- Outcomes were generated by the Employers' Organizations (4 outcomes), the private sector, (4 outcomes) followed by the community organizations (2 outcomes). There were no outcomes by the Trade Unions, which is most likely due to their limited access to MSMEs on issues related to productivity and workplace practices. These issues, are instead addressed by employers' organizations, which shows an appropriate balance of roles based on proximity to beneficiaries/ target groups.
- The outcomes primarily related to institutional capacity building, with one on policy development (outcome 13, roadmap for digital transformation for MSMEs), and policy implementation (outcome 113, accessing the KALAJU scheme).
- Most changes emerged in the rural economy / agriculture, indicating that the DWCP responded well to the Indonesia's priority sector for job creation.

- The types of contribution shows outcomes were generated in equal parts by constituents' projects and DC projects. Employers' organizations such as AP2HI played an important role in linking MSMEs / fishers' groups to international markets, through their own projects.

Key achievements

Concrete institutional capacity building took place, for example (with contributions from the ILO SCORE programme) 598 SMEs developed enterprise improvement plans, established OSH committees, conducted risk assessments, and implemented the 5S methodology⁵, which is reported to have resulted in enhanced productivity, reduced rework, and improved worker-management relations (outcome 104). A positive outcome of this also included the institutional capacity development of BEDO (Business & Export Development Organization), which since 2021 has been independently implementing the ILO "SCORE training" and expanded its reach to over 2,000 MSMEs. BEDO has secured independent funding and has institutionalized training services, demonstrating strengthened private sector business development service capacity for improving productivity and workplace practices.

Further complementing this capacity to promote competitive and responsible enterprises, are efforts to promote entrepreneurship to youth by APINDO, for example in 2020, APINDO's UMKM Academy trained 51,000 participants in entrepreneurship, soft skills, and marketing—supporting independent business creation and labour market integration (Outcome 136). Efforts continue with results seen in 2023, where APINDO managed to integrate structured entrepreneurship training to university students and micro-MSMEs through the Ministry of Education's Independent Learning Program, improving business skills and employment readiness (outcome 136), and further launching the *Teaching Entrepreneur Program* in 2024 which reached nearly 10,000 participants, including students and teachers, helping them consider entrepreneurship as a viable career path (outcome 137).

As an example of support to MSMEs to advance environmental sustainability and make linkages to large enterprises, sector specific Employers' Organizations, such as Association of Pole and Line and HandLine Indonesia (AP2HI) played an important role in promoting environmentally sustainable operations and access to premium international markets. For example, they supported fishers in Central Maluku implement sustainable fishing practices which led them to obtain Marine Stewardship Council (MSC) certification in 2024, promoting environmentally sustainable operations and access to premium international markets (outcome 112). This was accompanied by efforts to improve their working conditions / earnings through negotiating collective agreements (outcome 16 reported under priority 1, second level outcome 1.1.2). Initially, fishers resisted adopting sustainable fishing standards, believing that the new methods would complicate their traditional practices. However, through a localized approach facilitated by community-based staff by AP2HI, they gradually recognized the long-term benefits of sustainable fishing. With MSC certification, fishers now have access to broader markets, stable prices, and even premium rates, enabling them to penetrate global markets such as Europe and the United States.

Furthermore, in 2025 AP2HI developed the *Blue Catch* digital platform in partnership with a fintech company. This platform facilitates product traceability, enhances access to finance, and establishes a digital forum connecting fishing workers, government agencies, and processing companies on broader market information and financial services—an essential mechanism to meet international buyers'

⁵ 5S methodology is a workplace organization and management system focused on creating a clean, efficient, and safe environment

audit requirements. Although this initiative was achieved by constituents' projects without ILO DC support, it aligns with broader ecosystem efforts to enhance compliance and competitiveness (outcome 114).

The outcomes generated by AP2HI were mainly initiated by them without a dedicated development cooperation project support. The ILO contributions included an ongoing partnership where AP2HI benefited from ILO's technical support and awareness building on responsible business conduct and decent work principles.

While harvested outcomes demonstrate important institutional capacity development of constituents' organizations to provide services to improve working conditions and productivity, there were no outcomes that indicated success in monitoring impact on improved productivity or sustainability. This seems an area that requires further attention.

Progress at the 2nd level outcome **2.2.2 Improved capacities of tripartite constituents and related stakeholders in providing support to MSMEs in terms of access to financial and non financial services, and social performance management**

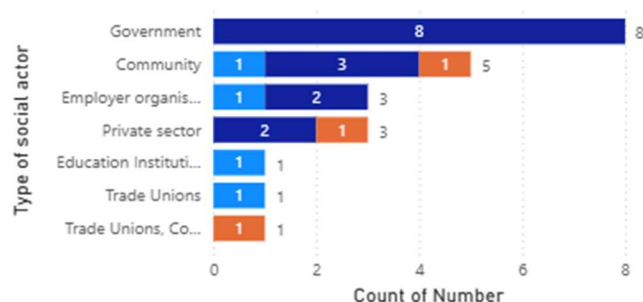
Level 2 Outcome 2.2. 2 Progress visualization

22

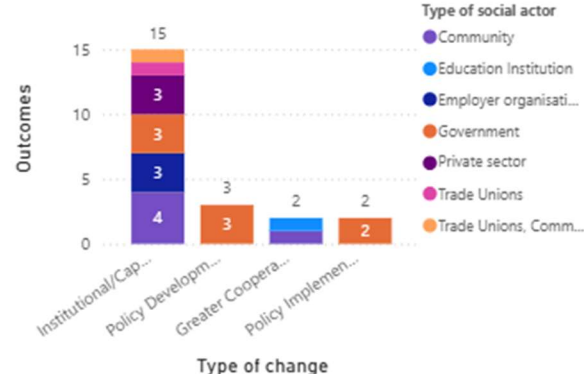
Count of Outcomes

Social actors driving change and significance level

Significance rating: Incremental Reform Transformative



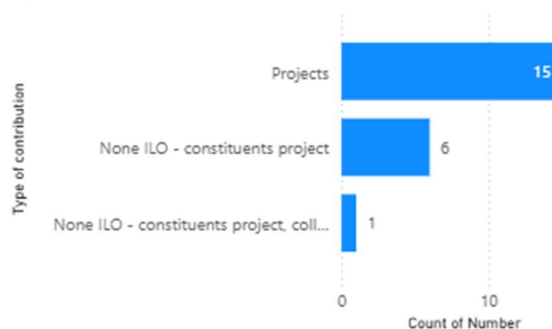
Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2020	2021	2022	2023	2024	2025	Total
Agriculture/Farming	1	1		3	3	2	10
National			1	1	3		5
Rural economy					3		3
Unspecified	1			1	1		3
Fishing				1			1
Total	2	1	1	6	10	2	22

Type of contribution



Overview of findings:

- 22 harvested outcomes demonstrate that 6 different social actors supported MSMEs access financial and non financial services, predominantly in the priority sector or agriculture/ rural economy.
- The government, particularly the OJK (Financial Service Authority) advanced the greatest number of outcomes (36%) spanning institutional capacity building, policy development and implementation. Community and private sectors combined advanced 8 outcomes (36%) which led primarily to institutional development. Employers Organizations (3 outcomes) strengthened their institutional capacity as did trade unions (2 outcomes).
- Significant numbers of outcomes emerged from constituents' own projects (7 out of 22), with little to no direct ILO involvement. While this is welcome sign of strengthened capacity and autonomy leading to sustained results, it seems to be calling for the need to recalibrate ILO's approach to MSME development. In doing so, it would be important to recall ILO's unique approach, which is to operationalise complex concepts, often rights based, into balanced strategies to be implemented by social actors.

Key Achievements

12 outcomes related to financial inclusion, and another 10 outcomes related to business development and entrepreneurship training.

Between 2023 and 2025, there was progress in financial inclusion for MSMEs. For example, through financial education, over 850 farmers opened savings accounts and accessed better loan products and migrated to mobile banking (outcomes 89, 90) and in 2024 (Outcome 87, 88), four rural banks (private sector) across West Java, Central Java, and East Nusa Tenggara, supported by the OJK and ILO, began offering digital-based loan and savings products to 1,292 MSMEs, including 300 women-led firms. Government entities, in particular OJK played a significant role in launching and implementing policies that expanded MSMEs, access finance. The significance lies in their potential to reshape access to finance, protect vulnerable borrowers, and embed financial resilience into Indonesia's MSME ecosystem (outcomes 117, 118, 119, 120).

Stakeholders across government, education, trade unions, and the private sector scaled business development and digital tools to reach MSME. ILO materials such as SIYB, Get Ahead tool were incorporated into the national Good Agricultural Practices (GAP) curriculum of the Ministry of Manpower (BPVP) and KPBS field assistants in 2024 (Outcome 94, 95). Outcomes also show successful change by APINDO, the employers' org, which during 2020 to 2024 (Outcome 133, 136, 137), implemented entrepreneurship academies and school-based teaching programs that trained over 60,000 MSMEs and students, illustrating long-term private sector leadership in MSME skills development.

Trade unions (KSBSI), despite the small number of outcomes contributed positively towards a model that can expedite much needed rural economic diversification by providing productive farming as a livelihood option outside overseas migration. Through efforts spanning 2020 and 2023, KSBSI engaged with residents in 3 villages demonstrating agri-business potential in the village. This led to young people (under 30 years old) in Betak, Tunggangri, and Pagersari villages to take up farming, cultivating melon, avocado, and shallots. KSBSI (with the support from SafeFair project) facilitated the young farmers to connect with the Coordinating Ministry for Human Development and Culture to advance their agriculture farming practices. As a result, the three Pilot Villages received assistance from the Ministry of Human Development and Culture. This is a marked change from previous times where, young people

in the villages were not engaged in farming. Further, it was significant because it expanded opportunities among the youth in these villages, and demonstrated that there were alternatives to overseas migration for employment.

These efforts are complemented by the Trade Unions Confederation, with ILO support, to promote entrepreneurship to their member who have become laid off. In 2023, 109 laid-off workers were trained in digital entrepreneurship demonstrating capacity that entrepreneurship could play in times of economic change. Twenty participants have started to run businesses and generating income. Although the number of beneficiaries is small, this was considered an important reform of the trade union approach, where it could offer laid off workers alternative income source, while at the same time promoting the spirit of entrepreneurship and resilience.

Level 1 Outcome 2.2: Findings and discussion points

The ILO succeeded in demonstrating diverse successful time bound interventions, which serve as snapshots of the positive change through MSMEs in the rural economy. The rural economy is a vast canvas, hence the DWCP would do better in the next cycle to narrow its focus, for example by province or sector, possibly with a focus on an “productivity ecosystem” approach so that a tighter narrative can be woven that connects financial inclusion, entrepreneurship, youth employment and productivity in a certain sector or village, demonstrating upward integration to larger domestic and/or international value and supply chain.

High number of constituent-led outcomes that were achieved after direct ILO supported interventions ended signals sustainability of ILO’s original contribution. In particular, outcomes by AP2HI stands out for sophisticated sectoral leadership (MSC certification, traceability). Successful examples like Blue Catch and integrated traceability systems (by AP2HI) show replicability and alignment with international standards, making them high-leverage models for scale-up.

Apart from the SCORE project, which applies an ILO methodology across SMEs, there was no coordinating strategy that united ILO’s approach, leading the outcomes to appear as “sprinkles of success” as described by the Country Office. In addition, formalization and social protection linkages were weak. Despite gains in finance, digital inclusion and access to various trainings, few outcomes show progress in MSME formalization, labour compliance, or access to BPJS. This seems to call for a recalibration of the DWCP’s approach to MSME development. In doing so, it would be important to recall ILO’s unique strength, which is to operationalise complex concepts, often rights based, into balanced strategies to be implemented by social actors. To this end, the use of “productivity ecosystem approach” or “Employment Intensive Infrastructure Programme” could be considered.

Digital tools introduced by rural banks and OJK Road Map (Outcome 93) have created policy enabling environments. MSMEs now access fast approval loans and savings (e.g., Outcome 88). However, going forward, there is a need to link financial access to productivity improvements as many outcomes focus on access (loans/savings) but lack performance monitoring (business growth, profitability). Integration of financial and technical services is needed.

Trade union involvement in MSMEs remained limited: but Outcome 94 showed potential for cooperative-led financial education, especially for farmers and informal workers—suggesting scalability through social partners if systematized.

In the 12 August DWCP consultation meeting, constituents expressed that challenges confronting MSMEs are complex. Trainings are important, but there is a need to focus on the supply chain and the roles of “parent companies”. The constituent highlighted the role, for example of Panasonic, which is responsible to support small supplier companies implement Responsible Business Conduct and decent work. This constituent felt this was an area Trade Union involvement could transform future outcomes.

Recommended discussion points for the next DWCP cycle

- Reassess the DWCP’s strategy for MSMEs support, especially streamline the existing strategies deployed for institutional capacity building of service providers. This will call for tightening focus of activities by region, or sectors to drive purposeful transformation of MSMEs in certain sectors, with attention to upward linkage to larger enterprises (domestic supply chain).
- Related to the above, strengthen efforts to monitor effectiveness of ILO contribution in the impact it had on productivity enhancements, formalisation, access to social protection. Consider a mechanism to institutionalize tripartite oversight or convergence in MSME support strategies, with tripartite engagement.
- Consider introducing the “productivity ecosystem approach” with a sectoral focus with the aim to develop a composite social performance indicator that integrates productivity, workplace practices, digital transformation, and inclusion.

Priority 3: Enhancing protection for vulnerable groups of workers



Priority 3:

Enhancing protection for vulnerable groups of workers

OUTCOME 3.1. Inclusive and better managed social security system for all workers

3.1.1. Increased accessibility of social security for vulnerable workers

3.1.2. Enhanced tripartite capacities to effectively improve workers protection and rights provision

OUTCOME 3.2. Inclusive social protection and enhanced services accessibility

3.2.1. Effective inclusive social protection for all workers

3.2.2. Enhanced quality and quantity of accessible protection services for vulnerable workers

Under this priority, the DWCP contributed to Indonesia's steps toward broader, future-ready social protection. Reforms expanded benefit scope and coverage—strengthening maternity/paternity leave, unemployment and employment-injury protection, and charting a long-term course for pensions and long-term care—while tripartite dialogue elevated the care economy and safer workplaces to national priorities.

Crucially, progress touched the groups most at risk. Migrant workers gained stronger protection and easier access to services through one-stop employment and migration platforms and better local support networks. Women benefited from extended maternity entitlements, early moves on enterprise-based childcare, and mandated workplace measures to prevent and address violence and harassment. Children saw renewed national efforts to tackle child labour, complemented by creation of safe spaces in high-risk supply chains. Informal and rural workers, including fishers and plantation workers, entered clearer pathways to registration and benefits as sector initiatives linked decent-work compliance with access to social insurance. Persons with disabilities were supported through employer guidance on inclusive hiring and workplace adaptation, while people living

with HIV gained better access to testing, prevention and workplace health services. Youth and new labour-market entrants were served through improved counselling and job-readiness supports integrated with social protection touchpoints. The next DWCP would benefit to align financing and adequacy of social protection with ILO standards; further replicate sector good practice (palm oil) into other sectors; and set measurable targets on coverage, uptake and enforcement—especially for migrants, women, children, informal/rural workers, persons with disabilities, PLHIV, and youth.

Level 1 Outcome 3.1: Inclusive and better managed social security system for all workers

Context

Indonesia has made significant progresses in promoting social protection for workers in the last 2 decades, but coverage of vulnerable workers, particularly those in non-standard and informal employment arrangements, is still limited. Persistent informality coupled with the changing nature of employment poses continuous challenge to a social security system that presupposes employer-employee relationships. The DWCP aimed to extend effective social security coverage to vulnerable groups (women, children, migrant workers, domestic workers, people with disabilities, fishers, and rural workers) to facilitate the transition from informal to formal economy. This will be done through the expansion of social security coverage in both scope (e.g. inclusion of maternity and employment

insurance) and scale (more workers covered, including non-wage earners) (second level outcome 3.1.1.) and strengthening the capacity of tripartite constituents to understand and respond to the implications of Industry 4.0 on social protection, and evidence-based policy dialogue, as well as institutional capacity building to ensure Indonesia's social security system becomes inclusive and future-ready (second level outcome 3.1.2.)

Theory of change and intervention logic

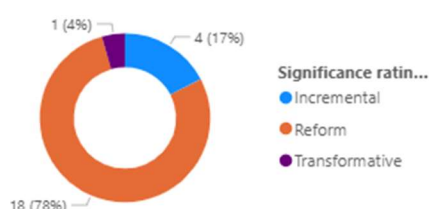
3.1.1. Increased accessibility of social security for vulnerable workers

3.1.2. Enhanced tripartite capacities to effectively improve workers protection and rights provision

Progress at the Level 1 Outcome “Inclusive and better managed social security systems for all workers”

Level 1 Outcome 3. 1 Progress visualization

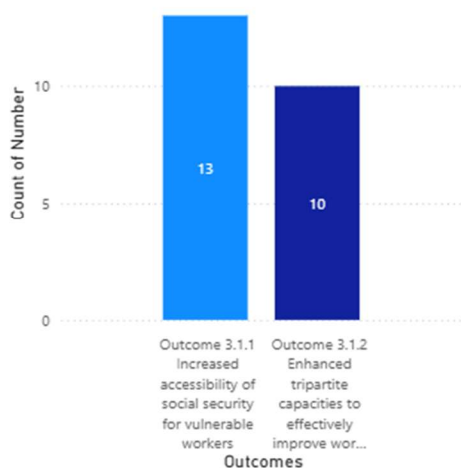
Outcomes by significance rating



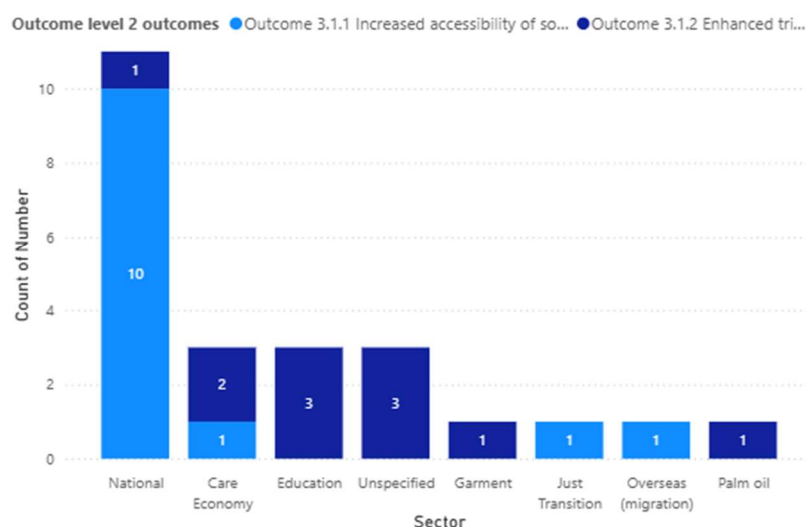
23

Number of Outcomes Harvested

Number of harvested outcomes at level 2



Outcomes by Sector and 2nd level outcomes



23 Outcomes were harvested, of which 13 outcomes related to increasing access to social security for vulnerable workers (3.1.1) and 10 outcomes for enhancing the capacity of constituents to improve protection and rights provision (3.1.2).

Progress during 2020-25 was mainly of reform nature.

Many outcomes were non specific to a sector, but also included progress in garment, fishing, palm oil, agriculture sectors, which are those that employ vulnerable workers, as intended under this outcome.

The emergence of care economy, just transition, overseas employment also signals that constituents are engaged in issues that are central to being “future ready”.

Progress at the 2nd level outcome 3.1.1. Increased accessibility of social security for vulnerable workers

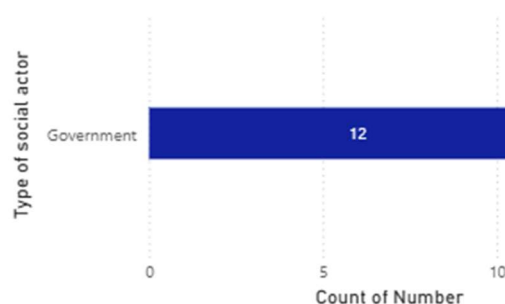
Level 2 Outcome 3.1. 1 Progress visualization

13

Count of Outcomes

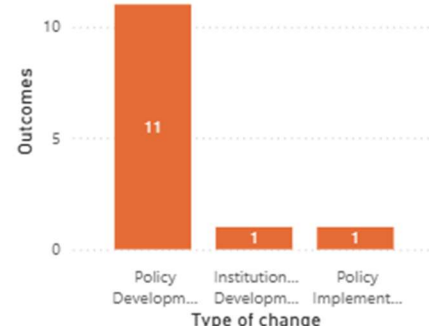
Social actors driving change and significance level

Significance rating... ● Reform ● Transformative



Type of change and Type of social actor

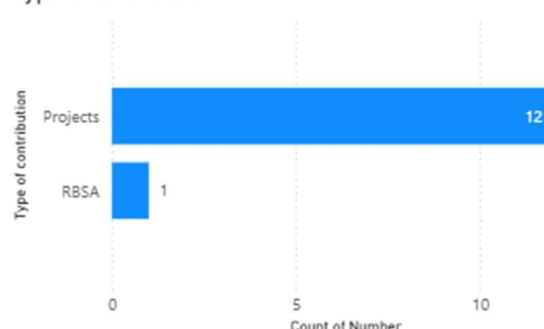
Type of social actor ● Government



Outcomes achieved by Sector and Year

Sector	2021	2023	2024	2025	Total
National	2	5	1	2	10
Care Economy			1		1
Just Transition			1		1
Overseas (migration)		1			1
Total	2	6	3	2	13

Type of contribution



Overview of findings

- 13 outcomes were harvested.
- The government was the only social actor registering change, which is explained by the fact that social security policies are heavily contingent on government’s commitment and action. However, extensive technical tripartite dialogues were held in designing the instruments.
- The change was primarily in policy development. Namely, 11 policy instruments were developed, which expand the scope, coverage, and accessibility of social protection across diverse worker groups, particularly starting in the post pandemic period from 2023.
- On the contrary, there is only outcome for policy implementation and none concerning policy monitoring.
- DC projects, including RBSA was key to bringing about the change.

Key achievements

Between 2020 and 2025, Indonesia made significant strides toward building a more inclusive and adaptive social security system. A total of eleven national laws and regulations were enacted to expand the scope, coverage, and accessibility of social protection across diverse worker groups. These policy developments collectively addressed both scale—by including more workers—and scope—by introducing or strengthening new benefit types such as maternity and employment insurance.

Box 7: Expansion of social security coverage

The government is regularly collecting statistics of social security coverage, which shows substantial gains in coverage are demonstrated according to national statistics (outcome 194)

- **Employment injury benefits:** increased from 29.98 million in 2020 to 41.56 million in 2023 (+38.6%).
- **Unemployment benefits:** expanded from 0 to 13.45 million participants.
- **Old-age, disability, and survivors' benefits:** grew from 12.93 million (2019) to 14.42 million in 2023 (+11.5%).
- **Maternity coverage:** data not available

Further, the legislative and regulatory changes brought previously not covered workers into the social security system:

- **Migrant workers** are now included in employment injury protection (Outcome 188).
- **Previously excluded unemployed workers** gained access due to relaxed eligibility rules, including removal of the 6-month consecutive employment requirement and mandatory health contribution (Outcome 183).
- **Vulnerable informal and non-wage workers** were recognized in the 2024 National Long-Term Development Plan, with a vision to achieve universal coverage (Outcome 193).

The scope of social protection benefits was expanded:

- **Maternity leave** was extended from 3 to 6 months, with wage replacement of 100% for four months and 75% for the remainder; **paternity leave** was expanded from 2 to 5 paid days (Outcome 147). However the maternity leave financing continues to be employer-liability based rather than through a pooled **social insurance mechanism**, contrary to ILO Conventions C183 and C102 (Outcome 147).
- **Unemployment insurance** was made more adequate and accessible, raising benefits to 60% of wages for 6 months (Outcome 183), however the instrument retained punitive restrictions: benefits can only be claimed **three times in a lifetime**, with a **five-year wait period** between claims, limiting support for workers in precarious or informal jobs (Outcome 183).
- **Employment injury** benefits were increased in adequacy and expanded to migrant workers (Outcomes 186, 187, 188).
- **Long-term care and universal pension coverage** were embedded in national development strategy under Law No. 59/2024 (Outcome 193). However, the **pension reform** was postponed

in 2025 despite the ILO submitting a comprehensive set of parametric and structural reforms (Outcome 190)

The DWCP supported a significant amount of tripartite dialogue which is believed to have contributed to the development of tripartite capacities and evidence-based policymaking, all of which resulted in the following.

- The ILO facilitated over **40 tripartite dialogues** across themes such as unemployment insurance, maternity protection, and pension reforms (Outcomes 147, 183, 190, 192).
- **Legal and actuarial studies** shaped legislative proposals (Outcomes 147, 190), including six policy options for maternity and two for paternity leave financing.
- Indonesia joined the **UN Global Accelerator on Jobs and Social Protection for Just Transitions** and produced a national roadmap as the first Asian pathfinder country (Outcome 192).
- The creation of the **Labour Market Centre (PASKER ID)** and “Siap Kerja” one-stop services improved service delivery and access for unemployed workers (Outcome 185).

Outcomes also show that further alignment with ILO standards—especially in financing models and benefit adequacy—is necessary to achieve the goal of a truly universal and inclusive system. The groundwork laid during this period provides a strong platform for continued progress in the next DWCP cycle.

Progress at the 2nd level outcome 3.1.2 Enhanced tripartite capacities to effectively improve workers protection and rights provision

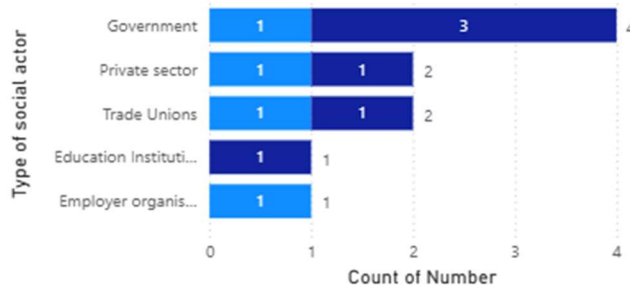
Level 2 Outcome 3.1. 2 Progress visualization

10

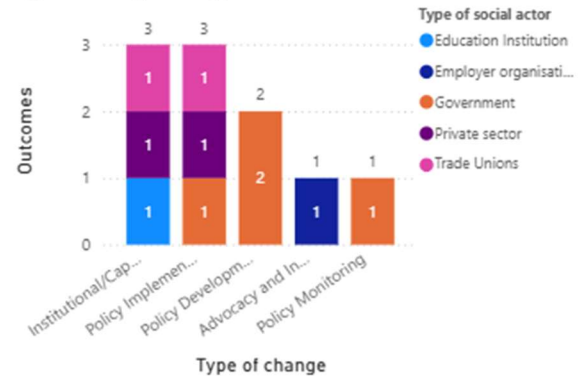
Count of Outcomes

Social actors driving change and significance level

Significance rating... Incremental Reform



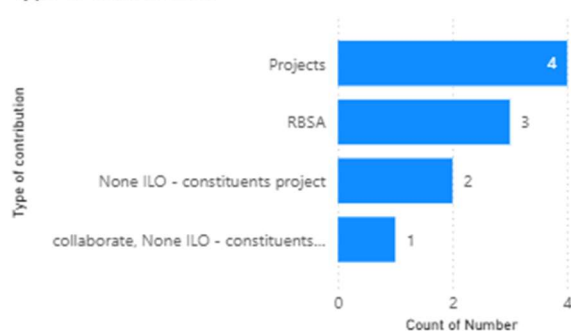
Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2020	2021	2023	2024	Total
Education			2	1	3
Unspecified	1	1	1		3
Care Economy				2	2
Garment		1			1
National			1		1
Palm oil		1			1
Total	1	2	4	3	10

Type of contribution



Overview of findings

- 10 outcomes were harvested under this second level outcome “Enhanced tripartite capacities to effectively improve workers protection and rights provision”.
- Outcomes indicate significant headway in strengthening the capacity of tripartite constituents to understand and respond to the implications of Industry 4.0 on social protection; and hold evidence-based policy dialogue and institutional capacity building to towards a future -ready social security system. These focused particularly in the demographic changes, an ageing workforce and society and the care economy.
- The outcomes were generated mostly by the government, followed by the Trade Unions, private sector, employers’ organizations and educational institutions, which demonstrate strengthened institutional capacity to advance future-ready social protection and implement policies.
- DC projects and RBSA (7/10) combined played an important role in generating the outcomes. There were however significant number of constituents own projects (3 out of 10)

Key achievements

Indonesia's efforts to reform its social security protection system during 2020–2025 reveal progress in institutional capacity and tripartite awareness of emerging labour and social protection challenges. The implications of Industry 4.0, demographic shifts seem to have manifested into policy commitment to invest in the care economy, improve labour force participation of women, namely through creating a safe and violence free world of work.

Throughout 2022-2025, ILO facilitated evidence-based dialogue on the evolving labour market and social protection, highlighting issues such as female labour force participation, the care economy, care workers, care services, ageing, long term care, and population ageing, which elevated constituents' capacity to engage in policy development. The formulation of the National Long-Term Development Plan 2025–2045 (Law No. 59/2024) reflects a future-ready approach to social protection. For the first time, the care economy was recognized as a strategic pillar, with social insurance positioned as a driver for inclusive employment, long-term care, and just energy transition. This milestone (Outcome 149) was informed by ILO-supported technical studies and national consultations involving the Ministry of National Development Planning (BAPPENAS), line ministries, employers, and workers.

Tripartite constituents were also engaged in capacity-building sessions and advisory support in advancing enterprise-based childcare service models under the new Law No. 4/2024 on maternal and child welfare. APINDO members, for example, developed a cooperative-based childcare service in East Java as part of their compliance and innovation response to the law (Outcome 150).

Furthermore, the ILO facilitated dialogue on the care economy has also awakened important debate for recognition of community childcare workers, who are currently outside the scope of labour protections. In December 2024 with the Association of preschool teachers and childcare workers (HIMPAUDI) adopted a structured programme focusing on ways to include child care workers in the definition of teachers (Outcome 199). Supported by the ILO, this shift reframed early childhood caregivers as workers entitled to fair wages, social security, and safe working conditions. Although child care workers are still not recognized as workers, the ILO's 5R framework gave it much needed "language" to advocate for their rights and recognition.

The fourth industrial revolution has reshaped employment models as well as composition of the labour force, particularly women's labour market participation, amplifying the need for updated protections. In response, social partners began adapting institutional mechanisms to tackle violence and harassment at work—challenges often amplified in digital or non-standard workplaces. A major policy advancement was the issuance of Ministerial Decree 88/2023 (Outcome 123), which mandated the formation of workplace-level task forces on sexual violence prevention and integrates employer-union cooperation in grievance handling. Supported by the ILO, this decree institutionalized protections previously left to informal practice.

By 2024, 50 companies had formed task forces for prevention and early response to workplace harassment, promoting safer, gender-sensitive environments and catalyzing management-union collaboration (Outcome 124). These developments were mirrored in the education sector, where four polytechnics implemented standard operating procedures (SOPs) for sexual harassment response, enabled through ILO-supported manuals and training (Outcomes 70 and 73).

Trade unions enhanced their contributions to workplace well-being and inclusive health protection. For example, in collaboration with the ILO, unions extended the VCT@WORK HIV/AIDS initiative to new workers and union members, integrating self-testing models (Outcome 205). This reflects growing tripartite recognition of workplace health as a social protection issue.

Meanwhile, APINDO demonstrated early leadership in disability-inclusive employment by issuing workplace inclusion guidelines in 2021, later refined in collaboration with the ILO (Outcome 197). These contributions illustrate how employer organisations are adapting human resources policies to reflect the evolving concept of decent work in Industry 4.0.

Level 1 Outcome 3.1: Findings and discussion points

Impressive progress was made in policy reforms in multiple social protection branches, namely unemployment insurance, maternity/paternity leave, employment injury, and pensions. Social protection policy expanded in both scope and scale, notably through:

- Employment injury coverage increased by 38.6% (29.98M to 41.56M workers).
- Unemployment insurance introduced, reaching 13.45M workers (Outcome 194) – a transformative, nationally scaled change.
- Old-age and disability pensions rose 11.5%—indicating gradual system

Social protection policy reforms were achieved through a government-led progress with ILO playing a strategic technical advisor role, especially through legal and actuarial studies, and High-level policy dialogue translated into multiple regulations and laws (e.g. Laws No. 4/2023, 6/2025, 7/2025). ILO's greatest value was precision of technical delivery aligned with requirements: Inputs on maternity costing (6 models), unemployment design, actuarial viability, and pension reforms shaped policy content. Where ILO advice was adopted (e.g. temporary injury premium cut), it ensured fiscal sustainability. However, final provisions of these instruments were not always alignment with ILO recommendations.

The formulation of the National Long-Term Development Plan 2025–2045 (Law No. 59/2024) reflects a future-ready approach to social protection. Constituents affirmed ILO's role in advancing national awareness and policy formulation on the care economy, where for the first time, it was recognized as a strategic pillar, with social insurance positioned as a driver for inclusive employment, long-term care, and just energy transition.

The DWCP made important inroads in advancing the concept and embedding the care economy policy elements in the National Long-Term Development Plan 2025–2045, supplemented by independent developments such as the passing of the maternity legislation, workplace child care innovation by APINDO and advocacy by HIMPAUDI to give due recognition to child care workers as workers in relevant laws. These are currently separate initiatives driven by separate social actors but form strategic “footholds” to further advance the care economy in the next DWCP.

DC projects (notably RBSA) were instrumental, suggesting high dependency on project-based support for systemic reforms.

Recommended discussion points for the next DWCP cycle

- The significant expansion of social protection in terms of scope is a major achievement under this DWCP cycle. There are two areas that require concerted action, which is (a) how can policy reforms better align with ILO standards in financing and benefit adequacy to achieve

- universality; (b) What innovations or platforms could facilitate stronger tripartite implementation—not just dialogue—in expanding social protection?
- Are sectoral and informal workers now systematically covered, or are further targeting and enforcement needed?

Level 1 Outcome 3.2: Inclusive social protection and enhanced services accessibility

Context

The Outcome 3.2 aims to strengthen social protection and services accessibility for vulnerable groups—child labourers, informal workers, rural workers, and migrant workers. The DWCP aimed to advance and institutionalise tailored interventions to address the distinct needs of each group. For child labourers, the focus is on advancing withdrawal models that will be validated through national tripartite dialogue, contributing to the implementation of Indonesia’s Child Labour Roadmap. For informal and rural workers, the programme aimed to promote a transition to formal employment in line with ILO Recommendation No. 204, while also supporting local economic development through capacity-building initiatives such as training on employment-intensive infrastructure development to expand decent work opportunities. In the area of labour migration, the DWCP aimed to strengthen governance by building the capacity of national and local actors and enhancing the role of Migrant Resource Centres (MRCs), with activities focused on promoting fair and safe migration through policy support and training for tripartite stakeholders.

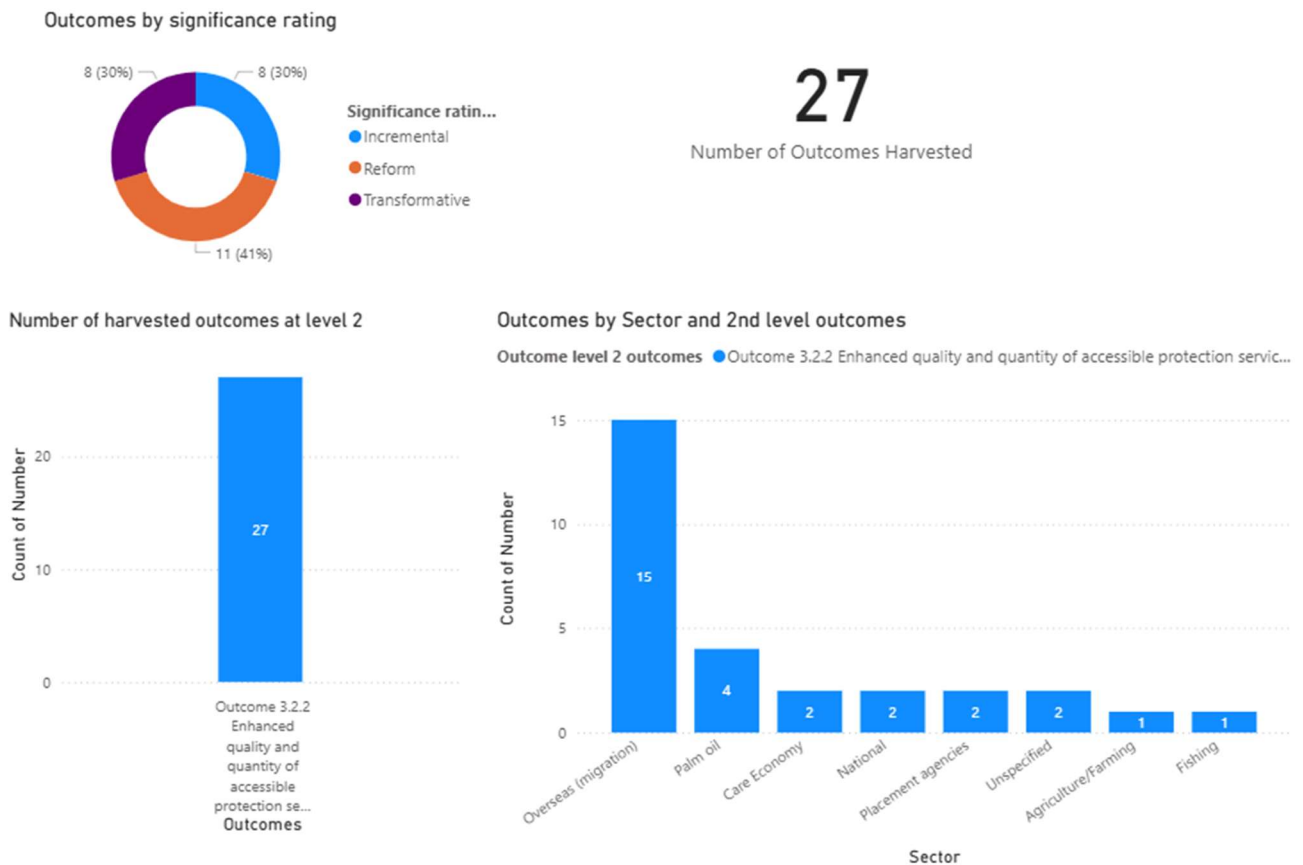
Theory of change and intervention logic

3.2.1. Enhanced quality and quantity of accessible protection services for vulnerable workers⁶

⁶ The DWCP contains another second level outcome “Effective inclusive social protection for all workers”, however the outputs and indicators were no different to those provided for the other second level outcome “3.2.1. Enhanced quality and quantity of accessible protection services for vulnerable workers”. For this reason, we have chosen to align outcomes only to one second level outcome listed here as 3.2.1.

Progress at the 1st level outcome “Inclusive social protection and enhanced service accessibility:

Level 1 Outcome 3. 2 Progress visualization



27 outcomes demonstrating that the change during the period was primarily of reform nature (11 outcomes or 41%), transformative (8 outcomes or 30%) and incremental change (8 outcomes or 30%).

Harvested outcomes demonstrate the DWCP generated results consistent with the intended target group, which were on child labour, migrant worker, informal workers, rural workers. In addition, the outcomes also included people living with HIV, workers with disabilities and women who face heightened risk of violence and harassment.

However, the outcome formulation both at the first level, and the second level could be reformulated to identify what concretely constitutes “accessible social protection services”. In this section, it is interpreted as social policies for the defined vulnerable categories of workers, apart from labour protection (OSH, inspection, wages), livelihood promotion, entrepreneurship (covered under priority 2). Hence, under this DWCP second level outcome, results that related to basic protection, such as from violence and harassment, rights promotion with a view to counteract forces that can exploit workers’ fundamental principles and rights were registered.

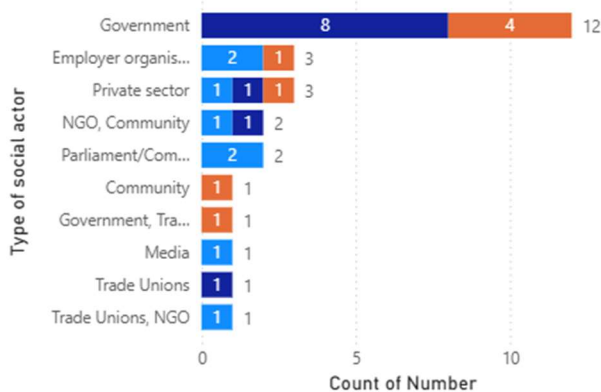
Progress at the 2nd level outcome 3.2.1. Enhanced quality and quantity of accessible protection services for vulnerable workers

27

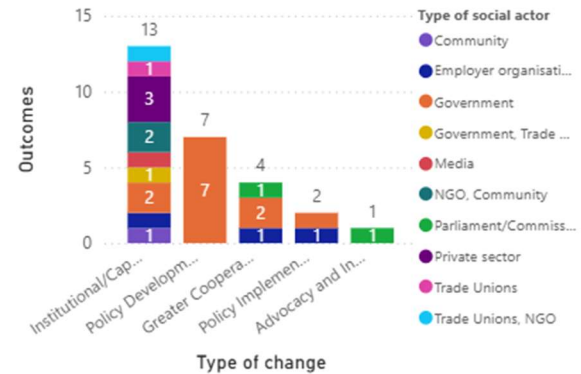
Count of Outcomes

Social actors driving change and significance level

Significance ratio... Incremental Reform Transformative



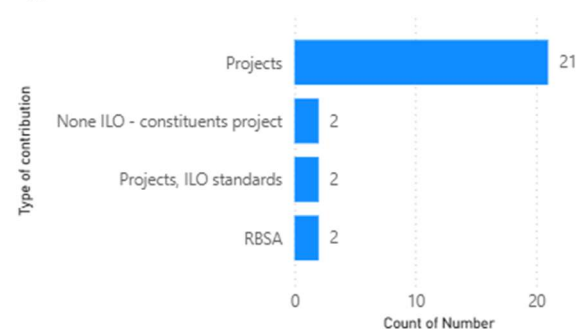
Type of change and Type of social actor



Outcomes achieved by Sector and Year

Sector	2020	2021	2022	2023	2024	2025	Total
Overseas (migration)		4	4	4	2	1	15
Palm oil		1		1	2		4
Care Economy					2		2
National		1	1				2
Placement agencies					2		2
Unspecified	1			1			2
Agriculture/Farming					1		1
Fishing					1		1
Total	1	6	5	6	8	1	27

Type of contribution



Overview of findings:

- Government entities produced the greatest number of outcomes, with 33% of those marked as transformative change (4 out of 12 outcomes). Many of the outcomes related to policy development relating to the care economy, migrant workers' rights, child labour roadmap, people living with HIV.
- Employers' organizations and private sector respectively generated the second highest number of results combined (3 respectively), followed by NGO/Community based organizations, which demonstrates that the DWCP is expanding its partnership to wider base than the social partners, which is a strategic and required move when advocating for the rights of vulnerable workers. For example, the media played an important role to spread broader awareness on the vulnerability of migrant domestic workers and the role of migrant resource centres (outcome 67).
- The trade unions also achieved three outcomes, in partnership with other social actors. Government and Trade Unions achieved a joint change (replicating the One-Roof Integrated Service to new locations, outcome 63). The trade unions expanded membership to migrant workers, which was considered an important reform (outcome 57).

- Informal workers, namely agricultural workers were among the groups targeted, however the outcomes did not demonstrate an explicit approach following R204 (which was originally aimed at in the DWCP).
- The DWCP aimed for the rural population to be supported in local economic development through capacity-building initiatives such as training on employment-intensive infrastructure development to expand decent work opportunities. Important outcomes were generated on local economic development which were reported in under Priority 2, first level outcome 2.2. However, there were no outcomes that indicated that training on employment-intensive infrastructure development happened.
- Results by sectors show that most of the change that happened involved migrant workers (15 outcomes or 56%) followed by palm oil and other agricultural sector (agriculture, fishing, 6 outcomes or 22%).
- DC projects, along with RBSA and a rights based approach guided by ILS played a significant part (25/27) in generating the outcomes.

Key achievements

During the 2020–2025 period, there was progress in extending social protection services to disadvantaged groups explicitly targeted in the DWCP, namely child labourers, informal workers, rural workers (including palm oil and fisheries), and migrant workers. In addition to the aforementioned, the outcomes demonstrate the emergence of important special protection services for people living with HIV/AIDS, workers with disabilities, women and youth.

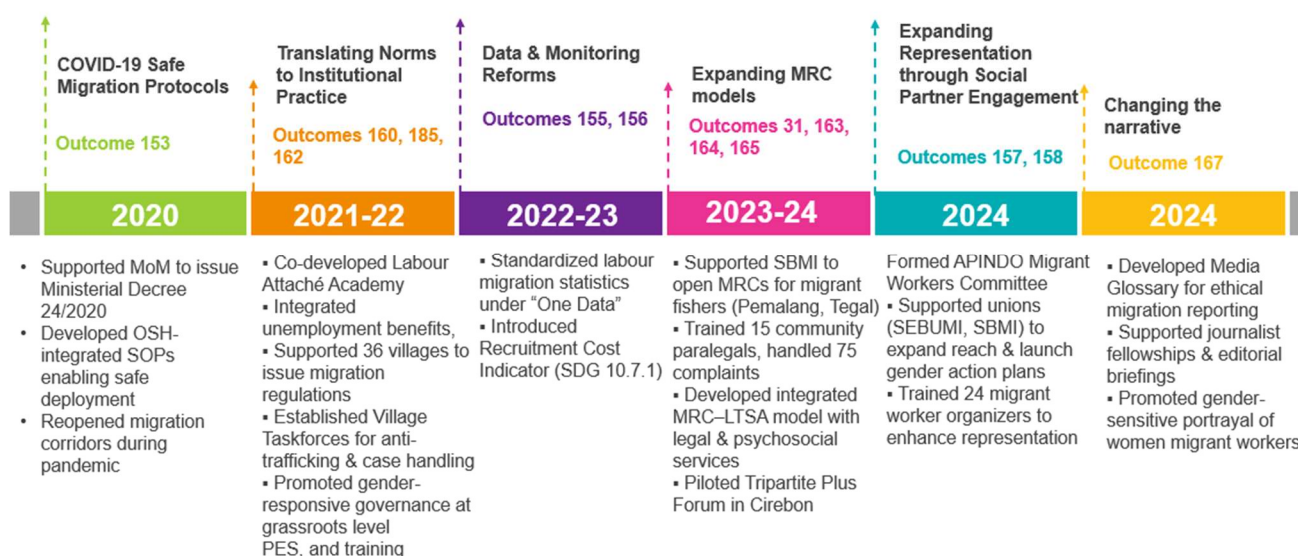
Overall, this 2nd level outcome demonstrated ILO's unique strength, namely to bring to light the factors and phenomenon that plunge workers into a vulnerable status, most prominently due to their invisibility or lack of recognition as workers, and apply an integrated decent work approach – as highlighted in ILO international labour standards- to systematically transform national systems to realise their.

Overall, this 2nd level outcome demonstrated two distinct strategies. First one is quite notable, where ILO's unique normative role is leveraged to influence national systems to create policy mechanisms to bring previously excluded workers into policy coverage, and henceforth provide visibility, recognition and protection as workers. In particular, the ILO uses International Labour Standards to influence policy development in relevant areas, targeting labour market systems to address specific vulnerabilities including organization and representation. Where the ILO leveraged the ILS and influenced policy and implementation landscape, coherent and progressive systemic transformations can be observed, such as in the case of migrant workers and addressing violence and harassment at the workplace across vulnerable workers (see box 8 for migrant workers).

For example, the DWCP's efforts to protect migrant workers—particularly women—were robust and far-reaching. Guided by International Labour Conventions on Migration for Employment Convention (Revised), 1949 (No. 97), and Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), ILO has provided technical assistance towards the formulation and adoption of policies, as well as provided support to capacitate unions, employers' organizations and civil society organizations to provide services for safe and fair migration, including facilitation for migrant workers to form and join unions. (see box 8)

Box 8: Decent work for migrant workers

Decent work for migrant workers



All constituents used their respective vantage points to establish mechanisms aimed at eliminating child labour which was also propelled by a renewed commitment to implement ILO C.190 on the prevention and elimination of harassment and violence in the world of work, with a particular focus on sectors known for high risks, such as palm oil and fisheries.

In 2020, HINDOLI, part of the Cargill group and a member of the Indonesian Palm Oil Association (GAPKI), pioneered the establishment of a safe house for women workers on palm oil plantations. This facility provides vital protection for women and support for children impacted by exploitation, including child labour; building on earlier efforts, by **2023**, GAPKI expanded its protection infrastructure by establishing **five additional safe houses** across palm oil plantations. These spaces support women and children affected by violence, harassment, and child labour risks (Outcome 140).

This initiative was the first of its kind in Indonesia's plantation sector, addressing long-standing gaps in protection for women and children living in isolated rural communities where access to services is limited.

On **23 June 2022**, Indonesian union leaders launched a **joint network of trade unions to promote decent work and eliminate forced labour and child labour in the fishing sector** (outcome 37). This initiative resulted from earlier consultative meetings facilitated by the ILO, which highlighted the need for coordinated union action in sectors where workers, including children, face extreme vulnerabilities. Fishing was prioritised due to:

- High incidences of forced labour and child labour.
- Prevalence of unorganised, isolated workers vulnerable to exploitation.
- Lack of mechanisms to reach and support child labour victims.

The new union network established a unified platform for advocacy, awareness-raising, and direct engagement with government actors to strengthen labour protections in the fishing sector. It represents a critical step towards tackling child labour in one of Indonesia's most challenging sectors.

The launch of the **Child Labour Roadmap in July 2024** (Outcome 151) renewed national commitment to eradicate child labour in high-risk sectors such as palm oil, fisheries, and agriculture. It also clarified institutional responsibilities, creating a stronger policy foundation for future enforcement and programmatic responses. COVID-19 pandemic derailed the previous national efforts to end child labour, and in fact it is believed that child labour has increased due to COVID-19. This development is a reflection of the government demonstrating a stronger commitment to responsible business conduct in the supply chain.

The second strategy concerns addressing specific categories of vulnerable workers, namely people with disabilities, people living with HIV/AIDS, informal economy workers by mainstreaming into workplace awareness programme (this is the case for HIV/AIDS programme see box 9), skills development, job placement and entrepreneurship development programmes. For these approaches to have scalable systemic transformative impact, it would require predictable and sustainable development cooperation financing.

Box 9: HIV prevention and workplace rights for PLHIV

- In 2022, the **Indonesian Women Positive Network (IPPI)** began incorporating workplace-related violence—including sexual, verbal, and psychological harassment—into its national data collection systems (Outcome 177). This shift allowed HIV-related workplace abuse to be documented and reported annually to the National Commission on Violence Against Women. The ILO supported this advancement by building IPPI’s capacity on the linkages between ILO **Convention No. 190** and HIV-related stigma and violence in the world of work.
- In 2022 the ILO also collaborated with unions and CSOs to introduce workplace HIV prevention tools in sectors such as maritime and seafaring. These initiatives reflect growing institutional awareness that **HIV prevention must be integrated into broader occupational safety, anti-violence, and gender equality frameworks**.
- In the area of HIV prevention and workplace rights for PLHIV, the Ministry of Manpower adopted a **National Action Plan on HIV/AIDS at the Workplace (2024–2028)**, institutionalizing partnerships with unions, employers, and CSOs (Outcome 176).
- In August 2024, a national e-learning and coaching programme was launched (Outcome 175), alongside a **web-based monitoring platform that enabled over 500 companies to report on HIV prevention measures** (Outcome 178).

Important demonstration of scalable initiative is demonstrated by AP2HI for rural fishing groups. In 2024, AP2HI supported a fisher group in Maluku secure additional funding from the village of Maluku to further improve their workplace and OSH infrastructures, while expanding social protection through the workers’ social security program and the fishermen card program (such as BPJSTK and the Kusuka card). The initiative won recognition, which earned the Dusun Air Panas Village a place in the “Kalaju” (Advanced Fishing Village) list of Ministry of Marine and Fishery National Program (outcome 15, reported under priority 1.2.2)

Furthermore, Trade Unions played a strategic role in promoting entrepreneurship and facilitating mindset change to adopt farming as a productive livelihood option, rather than opt for labour migration (outcome 122). In another initiative, the trade unions successfully transitioned 20 of 109 laid off workers (members of their union) to running businesses and generating income. Although the number of beneficiaries is small, the strategy was considered an important reform of the trade union approach,

where it could offer laid off workers income substitution, while at the same time promoting the spirit of entrepreneurship and resilience.

While these outcomes demonstrate important scalable examples, they remain at this stage fragmented. For these approaches to demonstrate sustained incremental change that could lead to reforms and transformations, there is a need to draw on a larger International Labour Standard of reference, such as R204 on the Transition from the Informal to the Formal Economy Recommendation, 2015 to ensure every intervention is aligned with a purposeful strategy and secondly to attract sustained financing.

12 August DWCP consultation with the constituents, a Trade Union participant expressed the need to look specifically at garment sector workers, citing specific decent work deficits that still plague the sector. A government participant expressed difficulties for government entities alone to reach vulnerable workers and highlighted the importance of partnerships with associations and social partners to extend government programmes and services to vulnerable workers. Others highlighted the importance of effective labour inspections in addressing child labour, and especially the coordination between the central and regional levels as well as cooperation between Ministries and agencies.

Level 1 Outcome 3.2: Finding and discussion points

Significant measurable gains were made on policies, systems and structures, grievance mechanisms, financial inclusion for disadvantaged groups identified in the DWCP, including migrant workers, informal workers, rural communities, child labourers, and people living with HIV.

ILO's contribution was most significant when it involved translating International Labour Standards to national practice for specific groups or phenomena (migrant worker, prevention of violence and harassment), where the ILS was used to guide the process, including introducing methodologies; defining regulations/ guidelines, curriculum development, standard operating procedures and bringing multiple actors and multiple levels of governance.

As a DWCP outcome, the success criteria were unclear, and some target groups (rural workers, palm oil) were prone to duplication with other outcomes. There needs to be further consideration of the root cause of vulnerability of the targeted population, place their vulnerability in the specific industrial context and establish specific success criteria. To this end, this could offer ILO's version of a root cause analysis leading to identification of the population "Furthest Behind" in the world of work.

Recommended discussion points for the next DWCP

- Leverage ILO's normative identity and ensure there is an explicit link between the action for vulnerable workers and relevant ILS.
- For the next cycle of DWCPs, if retaining a specific outcome on vulnerable / target groups, ensure it is based on "Leave No One Behind" (LNOB) approach, articulate the vulnerable factors in a root cause analysis, and establish specific success criteria that expresses progress in "inclusion" in labour market systems. That would strengthen the demonstration of ILS and impact on LNOB.
- Ensure to consider the vulnerable groups mentioned in the DWCP consultations (Palm Oil, garment, finance industry workers were mentioned).

- Consider the role that national and regional coordination in labour inspection can play in improving targeting the enforcement to reduce workers' vulnerability. A good example that can be scaled up is found in the Palm Oil sector. (see Annex 5 on good practices)

Findings: Evaluation Questions # 6,7,8

Question 6: Do the outcomes demonstrate a commitment towards gender equality and non-discrimination?

Question 7: Do the outcomes demonstrate a link to vulnerable workers (women, people with disabilities, youth)? Should it have? Is there an indication of what makes them vulnerable

Question 8: What are the indications that the processes of change that ILO contributed to, will sustain beyond the lifetime of the programme?

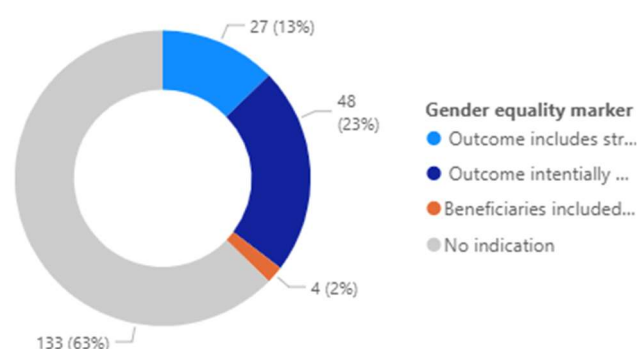
Do the outcomes demonstrate a commitment towards gender equality and non-discrimination?

The dataset paints a picture of insufficient attention to mainstream and narrate gender equality concerns across the outcomes influenced by the ILO's DWCP in Indonesia.

To understand the level of commitment towards gender equality, gender markers (modelled on the ILO gender markers with levels 1, 2,3) were developed by the international evaluation team, which were used to categorize the outcomes:

- Level 1: Beneficiaries included women as recipients of service/ beneficiaries
- Level 2: Outcome includes strategic interests of women
- Level 3: Outcomes intentionally address root causes of women's disadvantage
- No indication

Figure 10: Outcomes by gender marker



The gender marker was applied by the internal evaluation team once the outcomes were collected, based on the description of the outcome statement. During the harvest, we did not ask specific questions on gender equality mainstreaming. Had we done so, this may have reduced the number of outcomes that resulted in the marking as “no indication”.

Outcomes intentionally address root causes of women's disadvantage

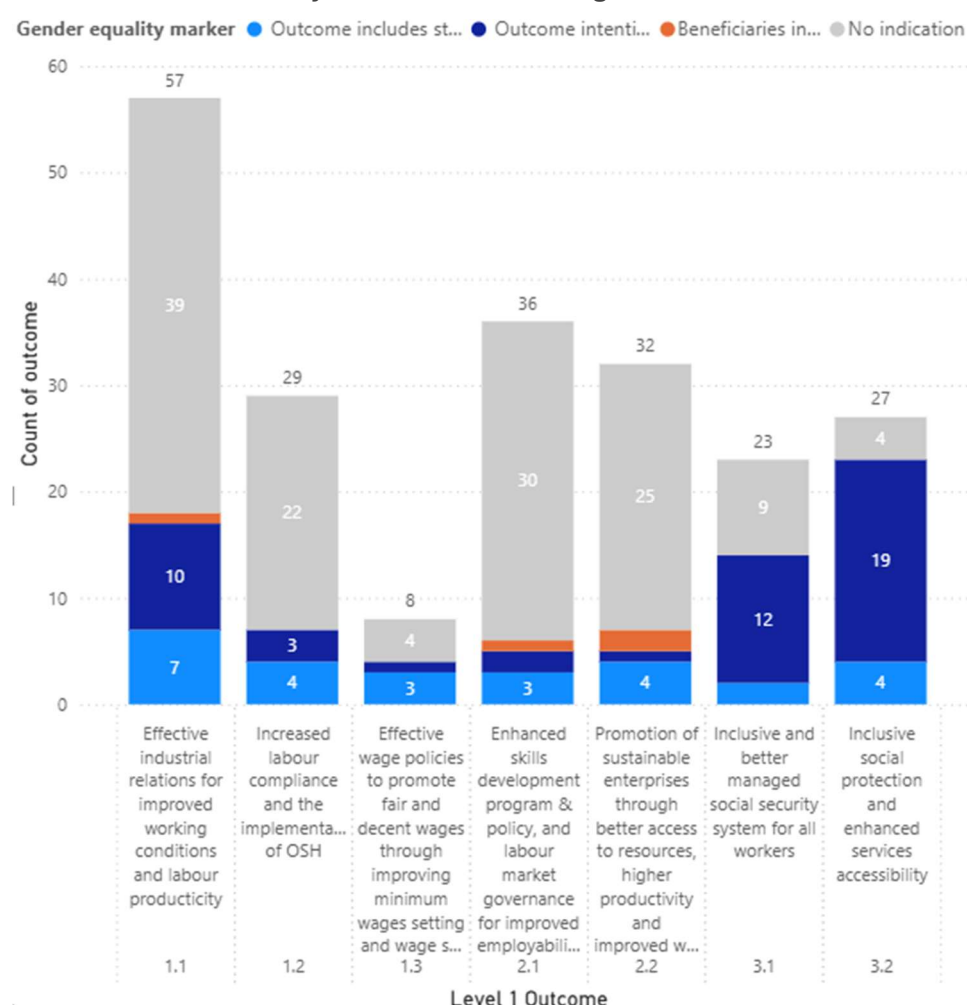
Strong commitment to gender equality is observed in 23% of the outcomes. Figure 12 shows that these outcomes were most significantly observed in the level 1 outcomes “3.2. Inclusive social protection

and enhanced service accessibility”, and “3.1. inclusive and better managed social security system for all workers”. These outcomes reflect:

- Institutional measures to protect and prevent women from sexual harassment violence at the workplace, including for vulnerable groups such as people living with HIV
- Policies and workplace measures to rebalancing of care responsibilities of women
- Adoption / revision of legislation that allows women to participate equally in the labour market, such as through the revision of the Equal Employment Opportunity Guidelines, maternity and paternity legislations, prevention of sexual harassment.
- Address women’s specific vulnerabilities in labour migration
- Eliminating gender bias in TVET course allocation for women and men

The fact that these outcomes are concentrated in Priority 3 area indicates the compartmentalized approach adopted in the DWCP where gender equality are “boxed in” as a social protection and a vulnerable worker issue. A better balance to mainstream gender equality in access to employment (Priority 2) would be desirable.

Figure 11: Outcomes classified by level 1 outcomes and gender markers



Outcome addressed strategic interests of women

13% of outcomes demonstrate that they address strategic interests of women. These include measures that support women to improve their position or working condition in the labour market. These include outcomes that:

- Improving inspection and OSH compliance in female dominated sectors
- Enhancing access to services for female entrepreneurs, job seekers, for services to improve their skills, and access to credit
- Strengthen transparency and stronger involvement workers' orgs in minimum wage setting

Beneficiaries included women

This classification indicates a preliminary approach to gender equality where there is a conscious attempt to disaggregated data collection, include women in exiting "mainstream" programmes. Only 4 percent of the outcomes showed this approach. Examples include SME training that count of female participants, count of women who are beneficiaries of collective bargaining agreements. While disaggregation is important, it is not enough. At the time of the outcome harvest, more probing questions ought to be asked (in the future) to identify whether there was a larger strategy related to the disaggregation efforts. The fact that this indicator registered the lowest number of outcomes among the three-gender marker is a positive finding, however the overall "gender neutrality" which is tackled in the next classification needs to be addressed.

High proportion of Outcomes with no indication of commitment to gender equality

63 percent of the outcomes report "no indication" as a gender marker indicator, and figure 12 illustrates that the share of no indication is highest in Level 1 Outcome 2.1 on "enhanced skills development program and policy...", where 30 out of 36 outcomes, or 83 percent of the outcomes reports "no indication". As stated in the beginning, gender marker was assessed based on the collected outcome statement, and should probing questions have been asked, the gender marker could have been different. Furthermore, the high instance of "no indication" could be explained by the fact that skills system development benefits both men and women, hence the outcomes were stated in neutral terms. However, given the very fact that women were identified in the DWCP2020-25 as important target group in the Level 1 Outcome on skills development, it would have been more reassuring if the harvested outcomes reflected the "intention" to promote women increased skilled participation.

Conclusion

Outcomes do not demonstrate that gender concerns have been consistently mainstreamed throughout the DWCP. However, there is high concentration of commitment under Priority 3 where significant attention has been placed to address root causes of women's disadvantage and strategic interests particularly in addressing vulnerable workers (care economy workers, migrant workers). This contrasts with DWCP outcomes that concern institutional reform, for example TVET reform, where most of its outcomes could not be assessed for relevance to gender equality, despite the fact that skills development was picked up as an important strategy to improve women's STEM access. While including more probing questions to gather gender related information during the outcome harvest would most likely have improved the scoring on the gender marker, the high prevalence of "no indication" points to the fact that gender equality is not centre stage when reporting on results and

outcomes, unless specifically targeted. In going forward, a more intentional strategy, with a sectoral focus that cuts across the three DWCP priorities is recommended.

Do the outcomes demonstrate a link to vulnerable workers?

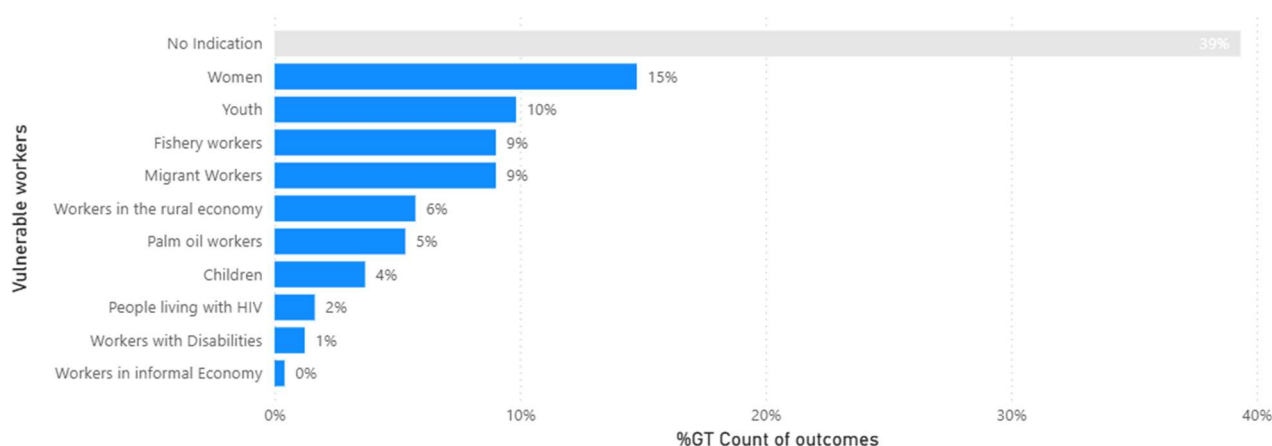
The DWCP referred to the following groups as vulnerable.

- Women
- Children
- Migrant workers
- Domestic workers
- People with disabilities
- Fishers
- Rural workers
- Young people

In addition to these groups, there was significant cross cutting attention to Palm Oil workers. See Annex 5 for consolidated achievements.

The collected data set demonstrates that the DWCP successfully generated outcomes that related to all the vulnerable workers intended in the DWCP.

Figure 12: Outcome classification by vulnerable workers

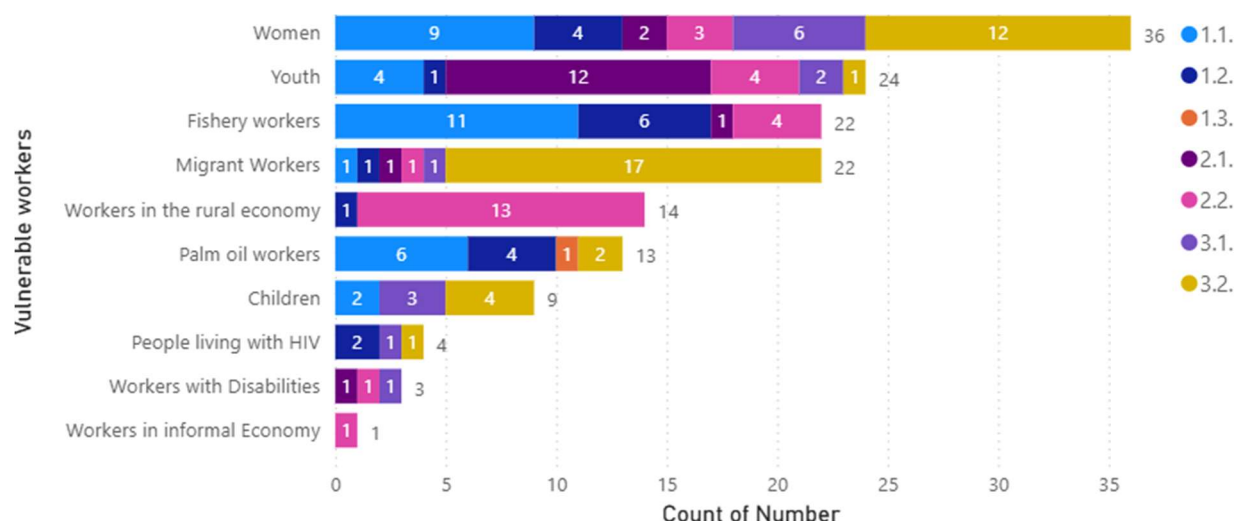


Out of all the outcomes, 39 percent did not have a specific focus on vulnerable workers, and these include general policies development or implementation, for example on minimum wages, or strengthening of TVET institutions, etc that are not specific to a target group.

Vulnerable workers were an explicit focus in Priority 3 “enhancing protection for vulnerable groups of workers. An analysis of (harvested) outcome distribution by vulnerable worker category and DWCP level 1 outcomes (figure 14) show the presence of integrated decent work strategy that goes beyond social protection. Judging by the classification, several aspects stand.

- Workers in palm oil sector, rural and informal economy and people living with HIV do not show outcomes related to skills development.
- The approach to workers in the rural economy is dominated by the promotion of sustainable enterprises through better access to resources, higher productivity and improved workplace practices. There is scope to introduce more DWCP approaches.
- The outcomes achieved for workers with disabilities, albeit limited in numbers, demonstrate a strategic mix of skills development, MSME services and social security coverage.

Figure 13: outcome distribution by vulnerable workers and Level 1 Outcome⁷



Conclusion

In summary the outcomes provide a picture of how the DWCP benefited different vulnerable workers through a combination of strategic approaches spanning different Priorities. On an aggregate level, there is a good mix of strategic approaches spanning different DWCP priority areas. However, more analysis is needed at the outcome level to see how these outcomes connect. Hence at the moment, the outcomes still present a fragmented picture of progress. The ILO is encouraged to continue connecting and articulating the outcomes, with the aim to create a powerful impact narrative of ILO's inseparable, interrelated and mutually reinforcing decent work agenda.

What are the indications that the processes of change that ILO contributed to, will sustain beyond the lifetime of the programme?

The dataset provides evidence of varying degrees of sustainability across the outcomes influenced by the ILO's DWCP in Indonesia.

To understand the level of sustainability of the outcomes we used the following criteria to categorize the outcomes:

- Legally binding (Law issued)
- Institutional integration
- Implementation of law

⁷ 1.1. Effective industrial relations for improved working conditions and labour productivity

1.2. Increased labour compliance and the implementation of OSH

1.3. Effective wage policies to promote fair and decent wages through improving minimum wages setting and wage setting practices

2.1. Enhanced skills development program & policy, and labour market governance for improved employability of youth

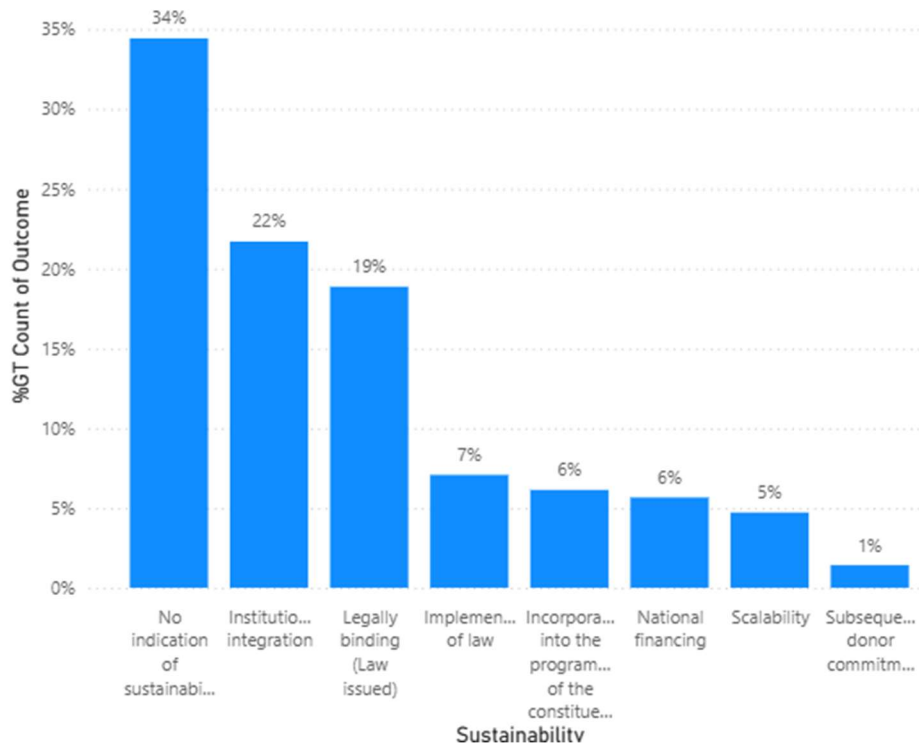
2.2. Promotion of sustainable enterprises through better access to resources, higher productivity and improved workplace practices

3.1. Inclusive and better managed social security system for all workers

3.2. Inclusive social protection and enhanced services accessibility

- National financing
- Scalability
- Subsequent donor commitment
- No indication of sustainability

Figure 14: Outcome by sustainability classifications



Institutional Integration

A strong sign of sustainability is observed in 22% of the outcomes categorised under “*Institutional integration*.” This suggests that changes promoted by the DWCP have been adopted into the routine functioning, strategic and programming frameworks of organisations or government bodies.

Institutional integration reflects:

- A shift from ad hoc interventions to systemic change.
- Ownership by national actors, increasing the likelihood of continuity.
- Enhanced potential for scaling and replication within existing structures.

These outcomes are predominantly associated with employer organisations (30%), government institutions (34%), and trade unions (15%), often working in collaboration. This reflects a strong focus on fostering institutional mechanisms like social dialogue platforms and strategic partnerships.

For example, the creation of JAGA SAWITAN, a sectoral social dialogue forum in the palm oil sector, illustrates this well. Initiated by JAPBUSI and GAPKI, with long-term ILO support, it now provides a structured mechanism for dialogue between workers and employers aimed at improving working conditions and strengthening industrial relations (Outcome 1).

This cluster is a positive indicator of the ILO's success in fostering long-term commitment among implementing bodies.

Legal Frameworks

Another promising category includes 20% of the outcomes classified as “*Legally binding (Law issued)*.” The institutionalization of changes into national or subnational law by governmental actors demonstrates a deeper embedding of changes promoted by the ILO. These reforms often address regulatory gaps or align sectoral governance structures. For example, the issuance of the Ministerial Decree 88/2023 concerning Guidelines for Preventing and Handling Sexual Harassment and Violence in the Workplace formalized what was previously a circular letter with no binding obligation. The issuance of a decree now provides clear guidance for implementation and a recourse for non observance.

When legal frameworks are adopted:

- They institutionalise the rights or practices in question.
- They create obligations for compliance, often with enforcement mechanisms.
- They survive changes in personnel or short-term political shifts, lending longevity.

However, the sustainability of legal outcomes still depends on enforcement and the capacity of institutions to implement them — a point that links to the next category.

Movement Towards Implementation of Laws

7% of the outcomes show evidence of the “*Implementation of law*.” This is a critical transition from the existence of a legal or policy framework to the application of those frameworks in practice. It signals:

- Governmental or institutional willingness and capacity to operationalise reforms.
- Likelihood of behavioural changes at scale.

These outcomes demonstrate a strong commitment to implement laws through the development of guidelines and tools, capacity building and training, stakeholder collaboration, institutional support and promotion of inclusive practices.

This subset of outcomes reflects the success of ILO interventions in not only securing formal commitments but also catalysing action.

Financial Commitment

6% of the outcomes report “*National financing*” as a sustainability indicator. The allocation of domestic financial resources is a strong sign of local ownership and commitment. It reduces reliance on external funding and increases the feasibility of continued impact. This also implies that these processes are valued by national stakeholders enough to justify budgetary support.

High Proportion of Outcomes with no Indication of sustainability

Out of the analysed outcomes, 42% are marked with “No indication of sustainability.” which represents the largest segment. This does not mean that these outcomes are per definition not sustainable, but suggests that, for many outcomes, there is currently no visible sign of formal

integration, legal entrenchment, implementation mechanisms, or financial backing. This could indicate:

- Outcomes that are too recent for sustainability indicators to manifest.
- Smaller outcomes that are connected to bigger, sustainable outcomes
- Interventions that achieved isolated or short-term behavioural changes.
- A need for follow-up engagement to reinforce and embed the outcomes institutionally.

This lack of indication does not necessarily imply failure but does flag the need for strategic attention to embed these outcomes in lasting frameworks.

Conclusion

In summary, the outcomes provide mixed but insightful signals about the endurance of change processes supported by the ILO DWCP in Indonesia. While a significant portion of outcomes currently lacks visible signs of sustainability, a substantial and strategically significant number show signs of institutionalisation, legal formalisation, implementation, and financial commitment. These are all critical levers of durability.

The data thus suggest a two pronged scenario: outcomes at the early or underdeveloped end require continued nurturing, while a growing cohort of mature outcomes are well-positioned to continue delivering impact beyond the programme's duration. For maximum effect, future strategies could focus on bridging the gap between these two groups — deepening sustainability where it is nascent and consolidating it where it is emerging.

There was no predefined definition or categories from the programme on what would constitute sustainability. Therefore it was agreed in the evaluation design to work with the categories that emerged from the outcomes. It would be good for the programme staff to discuss the categories and agree on a common definition for the next phase of the programme.

Annexes

Annex 1: List of participants

ILO Jakarta

Office/Program Officers (based on their portfolios):

- 1- Lusi (Industrial relations, social dialogue, ILS, labour inspection)
- 2- Dina (Digitalization and AI, Disability)
- 3- Abdul (OSH)
- 4- Lita (Observer)
- 5- Diego (Youth employment, labour market)
- 6- Wianto (observer)

Project/Thematic areas:

- 7- Garment: Pipit (BWI/SIRI)
- 8- Fishing: Bona (S2S/Accelerator Lab 8.7/Rural workers)
- 9- Palm Oil: Mega and Gah (Rural workers/workers' rights)
- 10- Electronic: Tauvik (RISCC)
- 11- Skill: Dede (METI/UKPF/INSIGHT)
- 12- Social Protection: Ippei (all projects related to socpro)
- 13- Care economy/HIV: Early (all projects related care economy and HIV)
- 14- Migration: Sinthia (Safe and Fair/Protect)
- 15- Just transition: Muce and Ananda (IKI JET)
- 16- Enterprise/SMEs/Digital wages: Djoe/Tomas (P2I)

Constituents (Day 4):

- 1- Ministry of Manpower (6 pax)
- 2- MOFA (1 pax)
- 3- CMEA (1 pax)
- 4- Bappenas (1 pax)
- 5- Kementrian PPMI (1 pax)
- 6- OJK (1)
- 7- Apindo (2)
- 8- Kadin (2)
- 9- TU Confederations (6 pax)
- 10- Federations (6 pax)

Annex 2: List of substantiators

Substantiator name	Substantiator organisation	Substantiator position
Mr. Fahrurozy and his colleagues	Ministry of Manpower, Labour Inspection	Acting Director General - Labour Inspection
Mr. Andriko Otang	Trade Union Rights Centre	Executive Director
Djoko Wahyudi	FSPPG	President of FSPPG
Elly Rosita Silaban	KSBSI	President of KSBSI
Hani Lorens Singa	BUMDES	Former Chair of BUMDES
Mr. Andri	KPBS	Manager for administration, human resources, and
Matther Johnson - Idan	UNRCO	Head of Residence Coordination's Office
Faisal Tjandraatmadja	PHRI	Chair of Hotel Business Certification
Ms. Trisna	Directorate of Placement MOM	Staff member
Mr. Iwan	Directorate of Job Expansion MOM	Staff member
Ms. Anggun	Directorate of Special Worker	Staff member
Ms. Manda	Directorate of Special Worker	Staff member
To confirm	UNRCO's office	Staff member
To confirm	BAPENAS	Director and staff member

Annex 3: The allocation of resources by Priority area

In total, 212 outcomes were harvested across three priority areas for the period of 2020 to 2025 March. The greatest number of outcomes were registered under Priority 1 (94 in total) “Effective social dialogue that promotes sustainable business and workers’ welfare”, followed by Priority 2 (68 in total) “Job creation and youth employment” and Priority 3 (50 in total) “Enhance protection of vulnerable groups of workers”.

The pattern of resource availability also follows a similar trend. Budget for Priority 1 were pretty much the highest for all years combined, followed by Priority 2 and Priority 3.



	2020	2021	2022	2023	2024	2025
Priority 1 Effective social dialogue that promotes sustainable business and workers’ welfare						
Outcomes	10	5	11	22	36	2
Budget	3,041,044	2,476,501	3,644,183	2,369,593	3,485,257	2,405,059
Priority 2 Job Creation and Youth Employment						
Outcomes	10	10	8	22	19	4
Budget	2,106,025	3,630,345	3,257,956	2,464,191	1,589,025	3,930,632
Priority 3 Enhancing protection for vulnerable groups of workers						
Outcomes	3	9	7	17	14	3
Budget	768,296	2,758,262	1,591,290	1,673,378	1,774,762	2,611,414

Most outcomes emerged from 2023 onwards. The fact that the “harvest” was lower during 2020 to 2022 is most likely due to the COVID 19 pandemic lock down which lasted until the first half of 2022. Moreover, the low level of outcomes in 2025 is due to the timing of the review, which took place at the beginning of 2025 (March 2025) and results were yet to manifest.

On the resources, Priority 1 shows an interesting zig zag pattern. Overall, the DWCP implementation shows robust achievements across all priorities, which sustained despite the pandemic and political tensions such as those caused by the Omnibus Law.

Annex 4: Description of achievements against the pre-determined targets

The harvested outcomes were mapped to the pre-established indicators and their targets to understand how the programme did in relation to pre-established targets.

Priority 1: Effective social dialogue that promotes sustainable business and workers' welfare		
Outcome 1.1 Effective industrial relations for improved working conditions and labour productivity		
Level 2 outcome 1. Increased quality and quantity of good faith bargaining agreement 2. Enhanced tripartite roles to effectively carry out their roles in creating sound industrial relations 3. Effective dispute resolution system		
Output: 1.1.1. Improved capacities in formulating and implementing industrial relations policies and strategies	Indicator 1.1.1. Number of adopted action plan and or guidelines (national or sectoral level) on industrial relations implemented and monitored by tripartite constituents	
	Targets: 1.1.1. Three action plan and/or guidelines (national or sectoral level) on industrial relations implemented. 3 monitored by tripartite constituents	At least 7 items (roadmap, decrees, plans, declaration, etc) are operational. However, it is not clear from the harvested outcomes whether the plans are monitored by the tripartite constituents • JAGA SAWITAN forum created by JAPBUSI and GAPKI. • Joint Monitoring Team and Harmonization Team for fisheries sector. • Sectoral Recommendation Paper signed by 27 constituents. • Joint inspection agreement signed between MoM and MMAF. • Early Detection Team created for industrial risk assessment. • Industrial relations assessment app launched for 1925 companies. • Mediator competency certification regulation issued. • Declaration on Business and Human Rights by MoM, CMEA, APINDO, KADIN. • Circular Economy Roadmap launched by Bappenas with ILO support.

Output: 1.1.2. Tripartite enhanced capacities in negotiation skills and dispute settlement	Indicator 1.1.2. Increased quantity and quality of collective labour agreement based on good faith bargaining	
	Targets: 1.1.2. 10% increase in number of CLA from baseline in 2017 (13,829) by 2025 This means an increase of 1383 target was established in the DWCP which was a 10% increase in number of CLA from baseline in 2017 (13,829) by 2025, hence an increase of 1383 agreements.	A total of 11 outcomes aligned with this result area. According to a government document submitted to the CAECR, the number of CBA in 2021 was 17,495 and in 2022 it was 18,144. In short, there was a 31% increase by 2022, thus the target was exceeded by far
	Targets: 1.1.2. Pool of trainers functioning effectively	3 outcomes harvested which relate to the existence of a new rule for testing the competency of mediators in resolving cases, settling of industrial disputes by BW Indonesia.
Outcome 1. 2. Increased labour compliance and the implementation of OSH		
Level 2 outcome 1. Effective labour inspection system 2. Strengthened programmes of prevention of work accidents and occupational disease		
Output 1.2.1. Enhanced capacity of tripartite constituents in preventing occupational accidents and diseases, and improved evidence-based OSH policy-making	Indicator 1.2.1. Number of strategic compliance plans adopted at the provincial level with the involvement of the social partners National OSH programme adopted and implemented to reduce the frequency of fatal and non-fatal occupational injuries	
	Target 1.2.1. Three strategic compliance plans adopted at the provincial level with the involvement of the social partners	Achievements West Kalimantan Palm Oil SCP, as well as establishment of a Task Team for SPC Palm Oil, as well as issuance of a guide that is now active in West

		Kalimantan, South Sumatra, Riau and North Sumatra 3 outcomes harvested exclusively for the Palm Oil sector, which demonstrates significant inspection progress has been made in the area of fishing but not clear if this involved a Strategic Compliance Plans. • MoM launched guide for palm oil labour inspection. • 10,000 palm oil workers registered with BPJS after SCP. • SCP task team launched; 131 workplace inspections conducted. • National OSH Programme 2024–2029 launched by MoM.
ILO contribution to output 1.2.2. Increased capacities of labour inspectors for OSH services	<u>Indicator 1.2.2.</u> Number of inspectors trained on inspection skills and OSH Numbers of workers and employers trained on OH and its implementation at the workplace	
	Target 1.2.2. Around 200 inspectors trained at the selected provincial level	Achievements and comments 4 outcomes harvested, which relate to trainings, exact number are unclear, but it seems training covered more than 200 inspectors. The indicator includes workers and employers to be trained, however the target is not established. Gender-sensitive inspection guideline launched; training module developed. Three provinces adopted gender-sensitive inspection; 50 inspectors trained.
Outcome 1.3 Effective wage policies to promote fair and decent wages through improving minimum wages setting and wage setting practices Sub-outcome 1. Effective minimum wage system 2. Effective wage system		
<u>Output 1.3.1.</u>	Indicator 1.3.1. Impact of the minimum wages is analyzed through the monitoring system set up by the tripartite constituents	
	1.3.1. targets	Achievements and comments

Strengthen capacity of national constituents in monitoring wage trends vis a vis socio-economic indicators and formulating appropriate wage policies based on social dialogue	Tripartite monitoring system is available and functioning Impact assessment report on minimum wages through the monitoring system available at least once a year	1 result related to Wage regulations that was based on the use of evidence based methodologies, however there is no evidence that there is a tripartite monitoring system
Output 1.3.2 Enhance social partners' capacity to negotiate and determine fair compensation and benefits	Indicator 1.3.2. Issuance of wage-setting policy that promote bipartite negotiation Target 1.3.2. At least two regulations issued and / revised that promote the non-discriminatory wage setting through tripartite negotiations at the company and the sectoral level	Constitutional Court enabled sectoral MW negotiations in palm oil sector post-Omnibus Law. MoM mandated companies to include wage structures in CBAs; 65,000 companies trained. 104 companies in Batam included wage scales in CBAs, reducing wage-related tensions. Government introduced hourly wage calculation in Omnibus Law 2020.
Priority 2: Job Creation and Youth Employment		
Outcome 2.1 Enhanced skills development program & policy, and labour market governance for improved employability of youth Level 2 outcomes 1. Improved labour market information and skills development systems that respond to challenges in the world of work 2. Skills development program and policies that are inclusive and better targeted		
ILO contribution output 2.1.1.	Other indicator 2.1.1. Skills development centre and employment service centre are functioning	
Improved demand-relevance of skills development system	Reliable and timely LMI for policy and programme development is available	
Enhanced inclusiveness of training programmes in order to promote decent work, especially among youth	Target 2.1.1. At least 2 employment service center is improved and good practice guideline is produced	5 outcomes attest to various service enhancements by PES MoM upgraded employment counseling service aligned with global good practices. (107) MoM facilitated core skills training for over 50 PES officers. (86)

		APINDO promoted SIAP KERJA platform among members (132) SIAP KERJA promotion expanded to employers via APINDO gatherings. (134) MM2100 facilitated physical space and support for SIAP KERJA booth. (135) MoM developed capacity building system for PES staff using ILO toolkit (209).
	Technical assistance in producing employment projection is provided	No result
	Inventory and analysis of labour market policies available for policy maker	No result
	Sectoral LMI for ICT and maritime sectors are available	1 outcome that relates to designing and delivering training to 683 female students but it is not clear that LMI has been developed
Output 2.1.2. Access to employment, especially to disadvantaged groups of people (such as women, youth, disabilities), is improved through reduced skills mismatch Employment opportunity for marginal group is improved, including for person with disabilities	Indicators 2.1.2. Quality apprenticeship model is implemented Employment opportunity for marginal group is improved, including for person with disabilities	
	Target 2.1.2. National quality apprenticeship model (supported by ILO) implemented at least in 3 sectors	6 outcomes spanning 2020 to 2024 demonstrating social partner involvement, government policy revision and institutional development around internship and apprenticeship MoM revised apprenticeship regulations based on ILO Recommendation No. 208. FSPPG trade union supported apprenticeships and facilitated grievance procedures at Panasonic. PT Diamond Electric revised SOPs to include grievance channels for apprentices.

		BBPVP Bekasi improved ICT course access for women via gender-sensitive reforms. KSBSI developed position paper on quality internships aligning with decent work standards. Polibatam developed MyInternship platform to improve learning in apprenticeships. Polibatam created Talent Hub for student-employer matching in TVET sector.
	Target 2.1.2. Information on skills demand in ICT sector is available and analyzed	No outcomes
	Target 2.1.2. At least 2 inclusive job fair are conducted, that could be replicated by the Government)	Somewhat a match APINDO promoted SIAP KERJA platform among members. (132) SIAP KERJA promotion expanded to employers via APINDO gatherings. (134) MM2100 facilitated physical space and support for SIAP KERJA booth. (135)
	Target 2.1.2. Access for people with disability is improved in at least 3 public training centre	MoM piloted disability-inclusive employment services and produced guidelines. (201)
	Target 2.1.2. At least 200 women receive training for STEM-related jobs	One outcome attests to this target being achieved (683 students trained) MoM and public TVETs developed ICT training programs with private sector collaboration.
Outcome 2.2 Promotion of sustainable enterprises through better access to resources, higher productivity and improved workplace practices		
Level 2 outcomes		

1. Improved capacities of tripartite constituents and related stakeholders in providing support to MSMEs in terms of productivity, good workplace practices, environmental sustainability, and linkages to large enterprises and MNEs 2. Improved capacity of tripartite constituents and related stakeholders in providing support to MSMEs in terms of access to financial and non-financial services, and social performance management		
Output 2.2.1.	Indicator 2.2.1.	
Improved access to resources in promoting sustainable enterprises	Improved access to financial resources, especially for MSMEs	
	Working condition is improved, especially for MSME	
	Target 2.2.1. At least 1 program or project to improve the capacity of MSMEs in financial management	14 outcomes 300+ women-led MSMEs adopted financial records and tech. (98) Field assistants trained to deliver FE/SIYB to dairy farmers. (94) Four rural banks adopted digital tools to support MSMEs. (87) Rural banks offered digital financial services to 1,292 MSMEs. (88) Farmers accessed mobile loans and savings via FSPs after training. (89) Farmers diversified income through new business initiatives. (90) 2,600+ farmers and FSPs adopted digital ERP tools and forums. (96) AP2HI trained fisher families in financial literacy and processing. (173) Financial services and literacy introduced to 81 rural EKI villages. (115) ILO collaborated with OJK and financial industry to expand EKI program. (116)

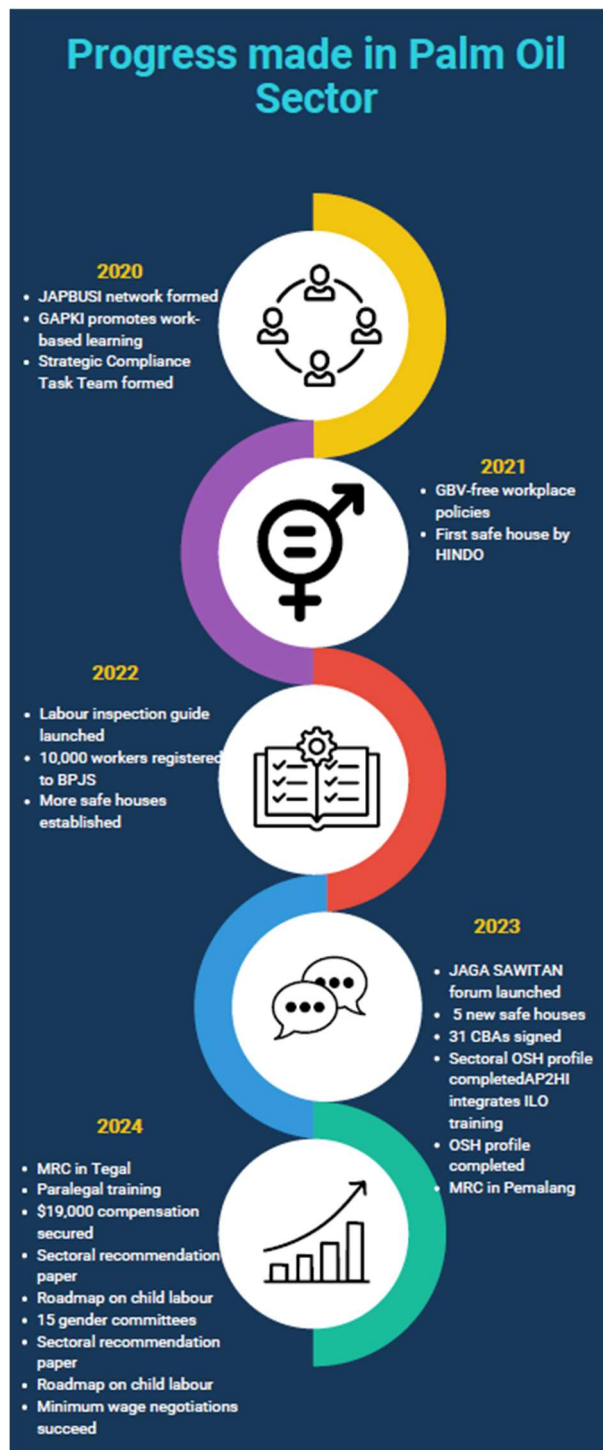
	Target 2.2.1. MSME SCORE training for 200 SMEs, 700 workers and managers	598 SMEs adopted enterprise improvement plans under SCORE (104)
	Target 2.2.1. Pilot program for productivity measurement in company, company coaching and consultations are conducted	Transgender entrepreneurs accessed business coaching in Jogja via CSO. (180) BLFA adopted SiYB modules for training agri-retailers nationwide. (97)
	Target 2.2.1. At least 1 pilot program or project to improve the compliance and work safety in plantation sector is implemented sectors	Although not plantation ... Farmer/fisher groups implemented action plans with GAPKI/AP2HI support; workers were equipped to identify key challenges at their respective workplaces related to labour standards, gender equality and OSH. (14)
DWCP Priority 3: Enhancing protection for vulnerable groups of workers		
Outcome 3.1 Inclusive and better managed social security system for all workers		
Level 2 outcomes 1. Increased accessibility of social security for vulnerable workers 2. Enhanced tripartite capacities to effectively improve workers protection and rights provision		
Output 3.1.1. Improved stakeholders capacities to formulate and implement social protection policies and programs Enhanced tripartite capacities to improve workers' protection	Indicator 3.1.1. Recommendation on unemployment insurance and maternity benefits submitted to national stakeholders based on consultative inputs from tripartite constituents Number of wage- and non-wage earners covered by BPJS Employment increased Number of policies of programs to promote the transition from informality to formal	
	Target 3.1.1. Output 3.1.1. Policy paper on maternity benefit is available	maternity policy discussed and led to fruition; Law No. 4/2024 extended maternity and paternity leave provisions (147)
	Target 3.1.1. A review on unemployment insurance is available	Gov. Regulation No.6/2025 improved unemployment benefits eligibility and adequacy. (183)
		Law No.11/2020 and Regulation No.37/2021 launched new

		unemployment insurance scheme (184). BPJS-TK expanded coverage in employment injury and unemployment benefits (194).
	A position paper on roadmap on transition from informality to formal economy is available	No result
	Target 3.1.1. BPJS Employment's target: 70 million workers by 2019 and 80% formal workers by 2021	
Outcome 3.2 Inclusive social protection and enhanced services accessibility Level 2 outcomes 1. Effective inclusive social protection for all workers 2. Enhanced quality and quantity of accessible protection services for vulnerable workers		
ILO contribution 3.2.1. Enhanced quality and quantity of accessible services for vulnerable workers Reduced the prevalence of child labour with the active participation of tripartite constituents Improved policies in promoting decent work in rural area	Other indicators:	
	Number of labour migration policies to promote safe and fair migration, including women migrant workers, domestic and fishers	
	Number of reduced child labours	
	Number of government officials and social partners trained on effective policies and programs on village/rural development	
	Output 3.2.1. At least 4 policy instruments/ implementing regulations to the new migrant workers law issued	MoM launched gender-responsive migrant worker service guidelines.(152)
		MoM issued Decrees on New Normal migrant placement and SOPs. (153)
		Labour Inspectorate issued guideline for inspecting placement agencies. (154)
		Gol issued Government Regulation No.59/2021 on migrant worker protection.(161)
		36 village regulations adopted on migrant worker protection and services. (162)

		Tripartite Plus Forum launched in Cirebon for migrant worker coordination. (165)
	Target 3.2.1. Two migrant resources centers established	SBMI established MRCs in Pemalang and Tegal for migrant fishers. (31) LTSA services integrated with MRCs to support gender-responsive migration services. (163)
	Output 3.2.1. At least a review on existing child labour withdrawal models is available	MoM launched Roadmap on Child Labour with time-bound targets (151)
	Output 3.2.1. An updated child labour statistic is available	
	Output 3.2.1. At least 4 capacity building sessions for rural economic empowerment are conducted	BPVP integrated ILO's SIYB and GET AHEAD into GAP curriculum. (95) BLFA adopted SIYB modules for training agri-retailers nationwide. (97) AP2HI trained women fishers in Maluku in financial literacy.(173) And more under outcome under MSMEs

Annex 5: Good practices

Through a coherent approach combining policy development, institutional capacity building, gender-responsive protection, and tripartite social dialogue, the ILO and the constituents' engagement transformed



the palm oil sector from one of fragmented compliance and vulnerability into a sector anchored in dialogue, safety, and inclusion. These progressive outcomes reflect Indonesia's broader journey toward a sustainable and rights-based labour governance model in its key export industry.

This path to transformation can be traced back to 2020, when workers **established the Palm Oil Workers' Union Network (JAPBUSI)**. With Trade Unions established, the Employers' Organization, GAPKI could engage in establishing collective agreements.

Trade unions and GAPKI, supported by the ILO, integrated gender-responsive provisions into company policies and collective agreements. In 2023, GAPKI **established five safe houses** across plantations, offering shelter and services to women workers and children at risk of exploitation—the first such initiative in Indonesia's plantation sector. These efforts were reinforced by the Ministry of Manpower's Decree No. 88/2023 on preventing and handling sexual harassment at work.

The ILO supported the Ministry of Manpower in producing Indonesia's first **Labour Inspection Guide for the Palm Oil Sector** (2021–2022), which standardized inspection methods and improved enforcement in West Kalimantan, Riau, and Sumatra. This was linked to **Strategic Compliance Planning** training, which enabled inspectors to coordinate with social security agencies, resulting in the **registration of over 10,000 palm oil workers** under BPJS by 2023.

In 2023, JAPBUSI and the Employers' Association established **JAGA SAWITAN, a sectoral social dialogue forum** that shifted the sector from fragmented engagement to a sustained mechanism for dialogue.

Propelled by stronger social dialogue mechanisms, in 2024, a **new minimum wage for the palm oil sector** was established in 2024 through negotiations between trade unions and employers, supported by the

reactivated Wage Councils (Dewan Pengupahan). Constituents also prioritised palm oil sector for eliminating child labour, as reflected in **the National Roadmap on Child Labour**. The explicit recognition to improve FPRW in the palm oil sector demonstrates the concerted action by all constituents to ensure this important sector for domestic job creation and export revenue lives up to international labour standards.