

Enhancing COVID-19 Prevention at and through Workplaces

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List of Abbreviations

AJI	Independent Journalist Alliance (Indonesia)
APINDO	Indonesian Employers' Association
APKI	Indonesia Labour Inspection Association
ASEAN	Association of Southeast Asian Nations
BLK	Balai Latihan Kerja (Vocational Training Centres)
CO	Country Office
CPO	Country Program Outcome
CSO	Civil Society Organisation
CTA	Chief Technical Adviser
DAC	Development Assistance Committee
DG	Directorate General
DWCP	Decent Work Country Programme
DWT	ILO Decent Work Team
EA	Evaluability Assessment
EO	Employers' Organisation
FPRW	Fundamental Principles and Rights at Work
GEDSI	Gender equality, disability and social inclusion
GEEW	Gender Equality and Empowerment of Women
GOVERNANCE	Governance and Tripartism Department
IBDN	Indonesia Business and Disability Network
IDKI	Indonesian Professional Doctors Association
IJTI	Ikatan Jurnalis Televisi Indonesia, Indonesian Television Journalists Association
ILO	International Labour Organization
ILS	International Labour Standards
IPDN	Institute of Home Affairs Governance
ITC	International Training Center (ILO)
JETRO	Japan External Trade Organisation
KADIN	Kamar Dagang Dan Industri Indonesia - Indonesian Chamber of Commerce and Industry
K- SARBUMUSI	Indonesian Muslim Labor Union (Konfederasi Serikat Buruh Muslimin Indonesia)
K-SBSI	All Indonesian Trade Union Confederation
K-SPI	Confederation of Indonesian Trade Unions (CITU)
KSPN	Konfederasi Serikat Pekerja Nasional (KSPN)
K-SPSI CAITU	All Indonesian Trade Union Confederation (AITUC)
K-SPSI-Rekon-siliasi	Confederation of All Indonesian Trade Union (Reconciliation)
LABADMIN/OSH	Labour Administration, Labour Inspection and Occupational Safety and Health Branch
MoEC RT	Ministry of Education, Culture, Research and Technology
MOM	Ministry of Manpower (KEMNAKER)
NGO	Non-Governmental Organization
OECD	Organisation for Economic Co-operation and Development
OSH	Occupational Safety and Health (<i>in Bahasa Indonesia: Keselamatan dan Kesehatan Kerja - K3</i>)
P&B	Programme & Budget
PAC	Project Advisory Committee
PERDOKI	Indonesian Association of Occupational Medicine Specialists
PHRI	Indonesia Hotels and Restaurants' Association
PIC	Person in Charge (at the workplace)
PRODOC	Project Document
RBSA	Regular Budget Supplementary Account (ILO)
ROAP	Regional Office for Asia and Pacific
SDG	Sustainable Development Goal

SME	Small and Medium-sized Enterprises
SMK	Sekolah Menengah Kejuruan (Vocational Upper-Secondary School)
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Frameworks
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNSDCF	United Nations Sustainable Development Cooperation Framework
UN-SWAP	UN System-Wide Action Plan on GEEW
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USD	United States Dollars
WB	World Bank
WEP	Women Empowerment Principles (UN Women)
WHO	World Health Organization
XBTC	Extra-Budgetary Technical Cooperation (ILO)

Executive Summary

Background and project description

The present evaluation report is mandated by the Terms of Reference (ToR) for the Independent Final Evaluation of the project entitled “**Enhancing COVID-19 Prevention at and through Workplaces**” (Annex 1). It is an *emergence response project* and as such it was developed with *the purpose of saving jobs, as well as creating jobs*. It is financed by the Government of Japan with an amount of USD 1,636,363 and it is implemented in Indonesia. The Project had an initial duration of one year (1 April 2021 – 31 March 2022) but was extended at no cost with 6 months until 30 September 2022. The **overall objective** was to enhance COVID-19 prevention measures amidst the pandemic by improving safety and health for workers at their workplaces and this was laid down in a Theory of Change and a Logical Framework in the Project Document.

Purpose, Scope and Methodology of the Evaluation

The main *purpose* of this independent final evaluation is to provide accountability to constituents and donors and also for learning through evaluating the Project’s overall performance and to document good practices and lessons learned emerging throughout the project cycle. The *scope* of the Evaluation covers all interventions under the Project from its inception until the time that the evaluation is carried out in August-September 2022. The evaluation also examines the Project’s performance in relation to ILO’s *cross-cutting issues* including gender equality. The *main clients* include the Project team, the ILO management at country, regional, and headquarters levels, the ILO tripartite constituents, the Project partners, and the Government of Japan as the main financing partner of this Project. The *methodology* includes a desk study of the relevant documents, primary data collection through 20 online and offline interviews with 51 persons representing the key stakeholders, data analysis and reporting. It also includes a critical reflection process by the key stakeholders in particular through the online stakeholders’ workshop and the inputs by stakeholders to the draft report. Key deliverables are the inception report, the preliminary presentation of findings at the hybrid stakeholders’ workshop, the draft report, and the present final report taking into consideration the feedback on the draft report.

Findings

The conclusions of the present independent final evaluation are below analysed according to the seven evaluation criteria used throughout this report. The first criteria, **Relevance and Validity of Design**, consists of two elements. The evaluation found that the **Relevance** of the emergency project dealing with the COVID-19 response at and through workplaces has been very high throughout the project period which was marked by waves of COVID-19 infections and changing government regulations. All stakeholders underlined this high relevance, although the interest of enterprises in prevention measures waned quickly when the volume of infections decreased. As an emergency response the project has very directly responded to the needs and priorities of the beneficiaries, implementing partners and donor, and was closely aligned to the policies and programmes of the ILO and of the UN. The project has further been strengthening the implementation of government regulations in particular the *new Fundamental Convention C.187* ratified by Indonesia in 2015; the other new Fundamental Convention (C.155) has not yet been ratified. Considering its nature as an emergency response at one of the heights of the pandemic (notably the Delta variant), the **Validity of Design** was very appropriate with a straightforward LogFrame and a concise Theory of Change. It was found that it was a very timely and important programme in view of the pandemic.

In terms of **Coherence**, the project had synergies and some ad hoc collaboration with the DWCP and in particular with seven other projects implemented by ILO CO Jakarta which also deal with OSH issues. The project is further firmly embedded in the ILO Global Flagship Programme “Safety & Health For All” based in ILO HQ Geneva which is currently implementing and/or monitoring about 20 projects focused on OSH. By monitoring these projects and by sharing feedback and good practices/lessons learned among those projects, synergies and collaboration are enhanced.

In terms of **Effectiveness**, an impressive series of **Activities** with many different implementing partners were undertaken by the project (Annex 8). The Activities listed in the original LogFrame (Annex 4) were changed substantially at the time of the request by the project to the Government of Japan (in January 2022) for a *no-cost extension* of six months beyond March 2022. In fact, while the outputs and the outcome remained the same, most of the six activities of **Output 1** were changed with a more important role in contacting enterprises for the OSH Doctors (recruited through the IDKI) and for several employers’ organisations in socializing their member enterprises. By necessity, the (inspection) visits to the workplaces and the monitoring of the actual improvement of prevention measures were left out of the revision which was logical considering that site visits were for long periods not allowed during the pandemic, and that it was at one point difficult to motivate enterprises to register as COVID-19 seemed ‘under control’. With respect to **Output 2**, the main activities stayed more or less the same, but a number of new *sub-activities* were introduced including the development of an E-OSH learning programme for vocational high school students (SMK) and first-year university students. The evaluation found that the additional project time span has indeed helped the project to effectively utilize the then remaining funds to the best interest of stakeholders. Considering the impressive figures provided through creative monthly infographics (Annex 9), it is concluded that both **Outputs 1 and 2** were at least in part achieved. However, in how far the situation at the workplaces has actually *improved* is difficult to say as the visits to the registered enterprises were cancelled, and generally it is difficult for the OSH doctors to determine in how far the action plans had been implemented. The efforts in capacity building on OSH by the project ranged from in-depth quality level, through various types of targeted trainings, to E-training with a giant outreach. In short, Output 2 has been fully achieved. At the **Outcome** level we can conclude that the COVID-19 transmission prevention measures were indeed enhanced but since there was no specific target it is difficult to quantify this achievement.

The project cooperated closely with the various **tripartite constituents** and provided grants for agreed activities. Three strategies were developed collectively with the various *trade union confederations*. Although these three strategies are still in the process of being implemented, as such it was important that this project raised the awareness on OSH issues within the Trade Union Confederations. Cooperation with the constituent employers’ organisation, *APINDO*, has also been considered intensive with different activities conducted. Cooperation with the *Ministry of Manpower (MoM)* was channelled through the *Indonesia Labour Inspection Association (APKI)* and focused on strengthening and involving labour inspectors in preventing COVID-19 in the workplace. Through the cooperation with another ministry, *MoEC RT*, the project had a great outreach through promoting E-OSH Learning and board games. The SMK teachers are certainly interested to use the E-OSH learning course in the next academic year as well.

The project encountered a number of **Challenges** during the implementation of which the waves of the COVID-19 pandemic and the resulting changing government regulations had the greatest impact, but the project quickly designed adequate adjustment strategies. The progress of the project was facilitated by several pertinent **Success Factors** such as the timeliness of the project, the support of the MoM; effective engagement and communication with the stakeholders, the

skilled and well-balanced project team, the credibility provided by the involvement of the OSH doctors, and support of the Government of Japan and of the ILO Country Office. The *management arrangements* were generally solid. In terms of oversight and financial and administrative management the project has been very well embedded in the structures of the ILO Country Office. The Project Team was relatively large with seven national staff members, but it was well-balanced although an M&E expert could at times have helped in monitoring. Reporting has been conducted on time and complete following the requirements of the Embassy of Japan. *Communication* activities by the project team have been extensive in this COVID response emergency project and has been appreciated by the interviewed stakeholders. Lastly, the *Risk Register* has been used well as a monitoring instrument.

The financial resources and other inputs have been strategically allocated and *Efficiently* used to achieve the expected outputs and outcome with the necessary adjustments in activities. There were relatively substantial *savings* due to reduced costs for travel as a result of lockdowns and due to economizing on the website development. These savings were re-allocated and used for the additional activities at the time of the no-cost extension. At first, the delivery rate was very slow but in the early part of 2022 spending quickly accelerated, and by the end of the project most of the funds will have been spent. In terms of budget categories, the largest amount (over 38%) was spent on Output 2, followed by Output 1 while the expenditures for the project team were quite modest also considering the size of the team.

The PRODOC does not include a comprehensive *Exit Plan* to ensure the *Sustainability* of the results; this is understandable as it concerned an emergency project developed at very short notice. Nevertheless, a number of *positive inroads* into the sustainability of results were made. The Risk Assessment Service through the website is here to stay and can be used by partners and enterprises, although the involvement of the OSH Doctors is crucial and needs to be guaranteed either through government channels, or through a follow-up project phase. Several steps have been made to start changing the Culture of OSH in terms of awareness raising, understanding and knowledge of OSH measures. The capacity building efforts are certainly durable, and the E-OSH Learning course can be used by different partners independently (e.g. BLKs). Significantly, the project has engaged with two other ministries (than MoM) to include E-OSH learning in some of their curricula which have enormous potential for outreach and sustainability (MoEC-RT and IPDN/MoHA). The strategies implemented with the Union Confederations as well as those with APINDO also include elements of sustainability. A different element of Sustainability is *Ownership* of the ILO tripartite constituents, enterprises, and other relevant stakeholders. Despite some drawbacks in this respect, the evaluation found some signs that ownership has been enhanced among selected partners in particular among MoM, trade union confederations and employers' organisations, in particular APINDO and PHRI.

In order to enhance the sustainability of the results of the project, a proposal was developed for a follow-up project and submitted to the Government of Japan of which the result is expected in early 2023. This is quite important since selected project results, such as the continuation of the risk assessment service and the implementation of the strategies developed jointly with APINDO and with the Confederations, are generally only likely to be durable *if* a follow-up phase or project can solidify and continue activities that were already initiated. All stakeholders indicated that they would very much value if the cooperation with ILO can be continued after the present project ends.

In terms of *Impact*, the project has certainly contributed to achieving the ILO Country Programme Outcome, the ILO P&B 2020-21 and SDG Target 8.8 as shown by the fact that many enterprises

have registered with the risk assessment service or have even developed and implemented action plans, and that the awareness and capacity building activities of the project have enhanced the readiness of workers and employers alike to consider OSH as important at the workplace. The communication activities and the sharing of knowledge and of good practices have further engrained OSH issues in the society at large. A number of *intended changes* have been observed and following the Theory of Change, the impact has been to a certain degree on the following three areas: Certain enterprises have enhanced COVID-19 transmission prevention; Many workers have adapted their behaviour to reduce the spreading of the virus; and OSH measures at certain workplaces have been improved. In addition, the project has contributed substantially to the strengthening of the capacities of the Ministry of Manpower/APKI and the employers' and workers' organisations to develop policies and measures that promote OSH at the workplace and as a culture. *Unintended changes* apply to changes unforeseen in the original design and these were often caused by the unexpected waves in the COVID-19 pandemic, and concerned the additional activities included by the project team at the time of the no-cost extension. It was found that these resulted in enhanced awareness of OSH among broad groups in the society. The project did not make a significant direct impact on the *re-opening* of Indonesian enterprises but, indirectly, through enhancing COVID prevention measures, it may have been stimulated.

Among the *Cross-cutting issues*, the project design lacked a clear *Gender Equality* strategy, and only one of the 12 activities in the original LogFrame specifically targeted women. However, the project team itself is clearly gender sensitive as well as gender balanced, figures on project achievements are often sex-disaggregated, and gender issues were included in the risk assessment service survey. An important achievement of the project was that out of the 14,815 people reached through various outreach dialogue events on OSH issues no less than 42 % were female. *Culturally sensitive strategies* were included in the project activities, for example in the risk assessment survey, in the E-OSH learning course and through the large number of different partners involved in the project, as well as through the outreach to provinces and districts/cities (important in a vast country like Indonesia). In addition, the project really enhanced the culture of OSH through these activities. *Non-discrimination and disability inclusion* and *Environmental concerns* did not receive much specific attention. Lastly, *International Labour Standards (ILS)*, *Tripartism and Social Dialogue*, as well as *constituent capacity development* were all key concerns in the present project and have received prime attention throughout the present evaluation report.

Recommendations

The recommendations formulated on the basis of the findings of the present independent final evaluation are as follows:

1. Because the project would require a follow-up phase in order to make the project results genuinely sustainable and to have more impact in the future, **monitor the approval procedure of the Government of Japan with respect to the proposal submitted by the project team for a follow-up project**. As the result of this procedure is expected only in early 2023 due to the budget cycle in Japan, the ILO Country Office (CO) should investigate and/or monitor also other development partners/donors concerning their interest in a similar project. Such a follow-up project design should include the promotion of the ratification and the subsequent implementation of **ILO Convention No. 155** especially since it has been considered recently by the ILC (June 2022) as one of the Fundamental Conventions.
2. **Consolidate the outcomes and outputs of the present phase by discussing long-term strategies with the key stakeholders**. Investigate ways to **bridge the gap** to a new project in early 2023 and to keep the momentum going and investigate ways to maintain a part-time core team (of 1 or 2 team members) to maintain the interest of the stakeholders. This will also

depend on the ability of the ILO Country Office to continue supporting selected stakeholders even without specific Development Cooperation projects.

3. **Create a Repository of all documents as a legacy of the project, including the digitisation of training modules.** This should, for example, refer to the project website, the Risk Assessment Service, the E-OSH Learning, the Dashboard, and include links to key implementing partners as well as to the ILO Global Flagship Programme “Safety & Health for All” based in ILO HQ Geneva.
4. While in the present project a relatively large number of very different partners have been involved going well beyond ILO’s traditional tripartite constituents, this useful and creative experience has created the important opportunity now to **focus on the most promising partners and/or activities in the design of a follow-up phase.**
5. **Partners and activities with a broad societal outreach to make OSH issues more widely known should be considered with priority.** This applies to the tripartite constituents, including the Ministry of Manpower’s Vocational Training Centres (BLK), but also to two other ministries. **Firstly**, the project cooperated with the **Ministry of Education, Culture, Research and Technology (MoEC RT)** to include the E-OSH learning in the teaching programme of the Vocational High School students (SMK) and first-year university students. While the SMK teachers are planning to use the E-OSH learning course in the next academic year as well, it would be sustainable if it could perhaps be included in that part of the Curriculum called “Project based learning”. Some specific suggestions were made for the improvement of the E-OSH learning in Section 4.2. **Secondly**, the **Institute of Home Affairs Governance (IPDN)** under the Ministry of Home Affairs (MoHA) trains 6,000 students per year who will become potential leaders in the provinces and districts/cities, and thus has a significant impact and a vast outreach throughout the country. IPDN is interested to include the OSH learning in the curriculum, and it could be inserted into their “extra-curricular” (awaiting the time-consuming inclusion in the curriculum itself).
6. **Include a Gender Equality Strategy in a follow-up action from the design stage in order to mainstream gender and to allocate dedicated resources to this strategy.** Pay thereby attention to: Promotion of ILO Convention 190 (2019) on Violence and Harassment; Promotion of Convention 156 on Workers with Family Responsibilities, taking into account the plight of Unpaid Care Workers; and Promotion of Women in Leadership and/or Entrepreneurship, including the involvement of organisations that specifically represent women entrepreneurs. If possible, consider elaborating in the project design on aspects of *disability inclusion*.
7. In a follow-up phase, **make sure that one of the project staff members will have specialised M&E skills.**
8. Since the perception of trade union members about OSH measures does not often have their priority attention and is certainly secondary to the issue of wages increases, **continue the awareness raising activities with the Trade Union Confederations** through the three strategies developed in the present project which would benefit the Collective Bargaining processes.
9. **Explore the innovative policy in the Philippines of the Department of Labour and Employment (DOLE) of having the requirement of a safety-seal, including OSH requirements, before a company can re-open again** for a possible implementation in Indonesia in the future.
10. **In an emergency project design, with a relatively short preparation time (mandated by the donor) the procedures within the ILO should be somewhat relaxed to accommodate the speed of having to start the activities earlier rather than later**, and this includes human resources procedures and procedures notifying other ILO Departments and Offices.

Lessons Learned and Good Practices

From the experience gained by evaluating the present project two Lessons Learned (LL) and two Good Practices (GP) have been identified in this report as follows:

LL1 – The changing government regulations reacting to the ups and downs of the COVID-19 pandemic affects strongly the participation of companies in the Risk Assessment Service.

LL2 – Online Capacity Building is less effective than when it is conducted face-to-face.

GP1 - In an emergency project with relatively brief design and preparatory phases it is crucial that all parties, including project team, ILO Country Office, donor and key stakeholders, are flexible and jointly make sure that adjustments are swiftly implemented when the emergency situation calls for that.

GP2 - The regular and intensive communication by the project team with the tripartite stakeholders and with other stakeholders in Indonesia has made it possible to complete the majority of the project activities (original and adjusted) during the no-cost extension phase of six months.

The details are discussed in Chapter 5 of the present report, while the ILO/EVAL **Templates** with the full description of these LL and GP are provided **in Annex 12**.

1 Introduction

The present report provides the findings of the Independent Final Evaluation of the project entitled “**Enhancing COVID-19 Prevention at and through Workplaces**”, and it is based on the Terms of Reference for this evaluation (see Annex 1).

1.1 Background and Objectives of the Project

The COVID-19 pandemic affected over 29 million workers in Indonesia as of August 2020, adding to the existing pool of about 7 million jobseekers who face significant difficulties in finding a job and exacerbating a labour market recovery that is lagging behind an economic recovery. Results of the labour force survey of August 2020 revealed that 2.6 million workers lost their jobs due to the pandemic, and as many as 24 million workers suffered from cuts in hours of work and wages, suppressing the average wage by 5.2 per cent between August 2019 and August 2020.

While the COVID-19 vaccination brought hope of economic recovery, there was an urgency to save jobs and at the same time, create jobs for Indonesia to emerge from COVID-19 crisis stronger and more productive. Since the majority of workers and their family members rely on income from work for their livelihoods and welfare, maintaining economic activities while reducing infection risks at workplaces is of crucial importance in Indonesia. Therefore, the Project “Enhancing COVID-19 Prevention at, and, through Workplaces” was developed with **the purpose of saving jobs, as well as creating jobs**. The 18-months project received USD 1,636,363 in funding support from the Government of Japan.

The **Theory of Change (ToC)** for this Project assumed that the project would support Indonesian enterprises to re-open and take business operations back to a reasonable pre-Pandemic level. As a result, the unemployed would find jobs and workers whose hours of work were curtailed would work full-time again and see their incomes increase. Additionally, workers would benefit from improved safety and health at workplaces. And as a nation, Indonesia would resume its march towards achieving the Sustainable Development Goals (SDGs).

This **Theory of Change** worked on the following premise:

If,

- 1) enterprises are technically assisted and equipped with appropriate workplace COVID-19 prevention measures;
- 2) public health and a hygiene culture is promoted and implemented by workers and employers; and
- 3) Risk of Virus transmission at work is mitigated,

then, enterprises can resume and increase operations and generate more work hours, providing workers with opportunities to benefit from safe and healthy workplaces and earn sufficient wages to assure decent life for their families. The visualisation of the ToC as given in the PRODOC is included in Annex 3.

Project Objective and Beneficiaries

The Project **Objective** is to enhance COVID-19 prevention measures amidst the pandemic by improving safety and health for workers at their workplaces. The Logical Framework (LogFrame) in the PRODOC identifies one Outcome and two Outputs as follows:

- **Outcome 1:** COVID-19 transmission prevention measures are enhanced.
- **Output 1.1:** 1,500 enterprises assess and improve their COVID-19 prevention measures.
- **Output 1.2:** Share knowledge with at least additional 500 enterprises, raise awareness of 10,000 workers on OSH, and build capacity to cope with OSH issues.

For each of the two Outputs **six activities** have been identified in the Log Frame (see Annex 4).

The ILO has generated the national guidelines on COVID-19 prevention at workplaces with the government and social partners. Based on the national guidelines and international good practices, the Project intended to provide technical assistance to 1,500 workplaces to ensure necessary COVID-19 preventive measures would be implemented. Through knowledge-sharing and awareness raising activities, the Project promoted preventive measures against the new coronavirus in at least 1,500 additional workplaces. It also strengthened the capacity of the government, workers' organizations and employers' organizations so that they would be able to effectively cope with the pandemic today and any public health crisis in the future.

The Project targeted 1500 workplaces as direct **beneficiaries** of the Project. It also actively shares knowledge with at least an additional 1,000 non-target enterprises through webinars on a voluntary basis. Indirectly, hundreds of thousand workers were expected to benefit from this Project as their workplaces implemented appropriate measures against COVID-19, following health and hygiene protocols.

Implementing partners and their roles

The ILO Country Office for Indonesia and Timor-Leste (CO-Jakarta) administered the Project and incurred the responsibility for effective implementation and sound financial management. The Project was technically supported by ILO Headquarters Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) of the Governance and Tripartism Department (GOVERNANCE), as well as by the Regional Office for Asia and the Pacific (ROAP). The Japan External Trade Organisation (JETRO) and the Embassy of Japan in Jakarta played an important role in helping the Project reach out to Japanese companies.

Geographic Scope of Activities

The project has a focus on the greater Jakarta area because there the cases of COVID-19 infection and businesses are concentrated (cf. PRODOC).

Institutional Arrangements and Project Management Set-up

A tripartite Project Advisory Committee (PAC) was intended to be established to ensure national ownership and the sustainable implementation of the Project. The Indonesian Government, especially the Ministry of Manpower (MOM) and the Ministry of Planning (BAPPENAS) at a meeting in November 2021, suggested that in the context of COVID-19, such a Project only needs to pay attention to information, views, and input from the National Task Force on COVID-19. As long as the Project refers to situations disclosed by the National Task Force, a PAC is not required. The COVID-19 National Task Force has met three times (twice in April and once in May 2022) inviting projects to share with them the role of workplaces in driving economic improvement during the pandemic.

The responsible chief of this Project is the ILO's Country Director, Ms. Michiko Miyamoto. The Employment Specialist who until not so long ago used to be in the same office, Mr. Kazutoshi Chatani, developed and directed the Project and supervised the project team which consists of seven project staff members as follows:

- Senior National Project Officer (Project lead)
- 2 National Project Officers (Operation managers)
- Communication and external relations Officer
- Administration and Finance assistant
- 2 Operation assistants

From ROAP/DWT in Bangkok, Dr. Yuka Ujita, ILO's Technical Specialist on Occupational Safety and Health (OSH) provided technical support, which was also done from ILO HQ in Geneva. The Project originally intended to engage 25 assessors and 30 analysts as external collaborators, but this changed during the course of project implementation, and gradually a larger role was allotted to "OSH Doctors" as will be further detailed in Section 3.3.

1.2 Purpose, Scope and Limitations of the Final Independent Evaluation

Purpose and Objectives of the Evaluation

The main **purpose** of this independent final evaluation is to provide accountability to constituents and donors and also for learning through evaluating the Project's overall performance and to document good practices and lessons learned emerging throughout the project cycle. The findings, lessons learned, and good practices provided by this evaluation will contribute to the improvement of the ILO similar project/programme in the future, particularly in the area of OSH crisis recovery and prevention. The **overall objective** of the independent final evaluation focuses on assessing the effectiveness of the Project in achieving its intended results. The evaluation will apply the OECD/DAC criteria, United Nation Evaluation Group (UNEG)'s Evaluation criteria (such as relevance, coherence, efficiency, impact, sustainability of the project) and the ILO cross-cutting concerns.

The **specific objectives** of this final evaluation are to assess the extent to which the Project's expected results have been achieved, and the extent to which the Project has made a difference in the re-opening of Indonesian enterprises with operations targeting pre-pandemic levels. The ToR further specifies that the evaluation "... will also examine other aspects of the Project from relevance, coherence with other crisis recovery and prevention, skills development, and employment creation especially for vulnerable groups, green works and local economic development and initiatives at local and national levels, and efficiency on resource utilisation. The evaluation will document good practices and lessons learned for future similar projects. It should also contribute to improving programming strategies and the approaches of ILO programming." (Annex 1, Section 2). An additional specific objective is to assess to what extent the project was flexible and the way in which it has adjusted its outputs and outcomes in accordance with the rapidly emerging situation of the COVID-19 pandemic.

Scope of the Evaluation

This independent final evaluation covers all interventions under the Project from its inception until the time that the evaluation is carried out in August-September 2022. The evaluation examines the Project's performance in relation to ILO's cross-cutting issues on gender, labour standards, social dialogue, and environment.

The evaluation also integrates gender dimension, disability inclusion and other non-discrimination issues as cross-cutting concerns throughout the methodology, deliverables, and final report of the evaluation. It also investigated where relevant the criteria of the UN System-Wide Action Plan (UN-SWAP) on Gender Equality and Empowerment of Women (GEEW) spearheaded by UN Women.

The evaluation gives specific attention to how the project is relevant to the programme and policy frameworks at the national and global levels, such as the national sustainable development strategy and other relevant national development frameworks, and the Indonesia-UN Sustainable Development Cooperation Framework 2021-2025 (UNSDCF). It has identified good practices and lessons emerging from the implementation of this project. The identified good practices/lessons elaborate on the facilitating and inhibiting factors that were critical from a learning point of view.

Clients of the Evaluation

The clients and users of this independent final evaluation include the Project team, the ILO management at country, regional, and headquarters levels, the ILO tripartite constituents, the Project partners, and the Government of Japan as the main financing partner of this Project. The Evaluation has adequately covered the issues and inputs from stakeholders/tripartite constituents in the findings of the evaluation, and made sure that they had the opportunity to provide inputs and feedback *throughout* the evaluation process.

Contents of Report

The present Evaluation Report provides in the next section an overview of the Conceptual Framework based on the seven Evaluation Criteria and of the methodology, deliverables, management arrangements and work plan. In Chapter 3 the findings will be presented for each of the seven evaluation criteria identified. The Conclusions and recommendations will be presented in Chapter 4, while the final Chapter (5) will discuss the Lessons Learned and the Good Practices identified.

2 Methodology of the Evaluation

2.1 Conceptual Framework

The Evaluation has been conducted in compliance with the UNEG Evaluation's Norms and Standards and the OECD/DAC evaluation criteria as well as with the principle for programme evaluation set forth in the ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th edition (Aug 2020). The ToR for the present evaluation identifies the following seven *Evaluation Criteria* (cf. Annex 1, p. 8-9):

- A. Relevance and Validity of Design
- B. Coherence
- C. Effectiveness
- D. Efficiency
- E. Sustainability
- F. Impact
- G. Cross-cutting issues

For each of these seven criteria, a series of *Evaluation Questions* (in total **15** questions) have been identified in the Inception Report (dated 25 August 2022) as follows:

A. Relevance and Validity of Design

- 1) To what extent has the Project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other Project stakeholders during the COVID19 pandemic? To what extent the project was flexible and the way in which it has adjusted its outputs and outcomes in accordance with the rapidly emerging situation of the COVID-19 pandemic?

B. Coherence

- 2) Have there been any synergies/collaboration between the Project and other initiatives in the area? If so, to what extent these synergies/collaborations enhance the impact of the Project and its sustainability?

C. Effectiveness

- 3) Have the Project's planned outputs and outcomes been achieved? In how far were the three premises of the ToC achieved? What factors have contributed for the attainment?
- 4) What challenges did the Project encounter during the implementation? How have these challenges been addressed? Which were the enabling/success factors?
- 5) How effective has the Project been in communicating the best practices that emerged throughout the Project Cycle to wider audiences?

D. Efficiency

- 6) Have the financial resources and other inputs been strategically allocated and efficiently used to achieve the expected outputs and outcomes?
- 7) Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the Project in doing so?
- 8) To what extent has the management model (i.e. organisational structure; information flows; decision making in management) been efficient in comparison to the outputs and outcomes attained?

E. Sustainability

- 9) What strategies have the Project employed to ensure the sustainability of the Project results? To what extent they have been effective?
- 10) Are the Project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the Project ends? What is the evidence?
- 11) What are the major factors that will have or have influenced the continuity of the project's activities and benefits? Is there any needed support to ensure the sustainability of Project's benefits? If so, what is it?

F. Impact

- 12) To what extent has the Project contributed to achieving ILO Strategic Policy Outcome, ILO Country Policy Outcome, and Sustainable Development Goals?
- 13) What changes, intended or unintended, have been observed from partners (community contractors, government, workers, community members) resulting from engagement to the Project?
- 14) To what extent has the Project made a difference in the re-opening of Indonesian enterprises with operations targeting pre-pandemic levels? (cf. ToR p. 5)

G. Cross-cutting issues

- 15) To what extent has the Project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive? In how far did the project integrate the criteria of the UN-SWAP on Gender Equality and Empowerment of Women (GEEW)? (cf. UNEG 2018, Annex 5). How well were the activities able to integrate 'Gender equality, disability and social inclusion' (GEDSI) into the activity? Given what we know now, what could have been done differently?

Cross-cutting issues / issues of special interest to the ILO

The ILO has accumulated global knowledge on Occupational Safety and Health (OSH), which bolsters the technical strength of the ILO as the designer and the main implementer of the Project. ILO has published various tools to address COVID-19 related issues including a guide on a safe return to work and the ILO has adopted international labour conventions and recommendations on OSH, including the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) and the Occupational Safety and Health Convention, 1981 (No. 155). ILO thus stands ready to try to prevent the spread of the virus at and through workplaces and facilitate business re-opening.

The Project intended to build the capacities of 200 trade union officials (of which at least 100 are women) on OSH with a focus on COVID-19 prevention, and to assist them to organize information sessions to raise awareness amongst women, including disabled persons and youths.

The UNSDCF Indonesia 2021-2025 aims to empower institutions and people to generate higher value-added and facilitate inclusive economic transformation under the Outcome 2 of the Framework. Swift adaption to the requirements of the so-called "New Normal" is an important prerequisite to achieve the ambitions expressed in Outcome 2. The project contributes to the Sustainable Development Goal (SDG) 8: Decent work and economic growth. It is relevant to SDG target 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

Data Collection Worksheet

The ILO template for the *Data Collection Worksheet* describes the way that the chosen data collection methods, data sources, sampling and indicators support the evaluation questions identified above. In the Inception Report (25 August 2022) it has been discussed in detail, and the Data Collection Worksheet itself is included here in Annex 2. This annex has in particular also been used as *the interview guide*.

2.2 Methodology, Key Deliverables and Work Plan

Methodology

The independent final evaluation complies with evaluation norms and standards and follows all ethical safeguards and principles as specified in ILO's evaluation procedures and the UNEG evaluation norms and standards. The evaluators made sure that the voices, opinions, and information of targeted participants of the project were taken into account with respect of cultural

norms. Moreover, the data and information were collected, presented and analysed with appropriate gender disaggregation. Gender concerns were addressed in accordance with ILO Guidance note 4: “Integrating gender equality in monitoring and evaluation”.

The evaluation adopted multiple methods with analysis of both quantitative and qualitative data to capture the project contributions to the achievements of expected and unexpected outputs and outcomes. The collected data were triangulated to ensure validity and rigour of the evaluation findings. The methodology included examining the intervention’s Theory of Change with particular attention to the identification of assumption, risks and mitigation strategies and the logical connect between the levels of results and their alignment with ILO’s strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The methodology for collection of evidences was implemented in **three phases**:

1) **Inception Phase**

In this first phase, initial discussions were held with the ILO Evaluation Manager and the Project Team. Upon reviewing the available key documents, including the PRODOC, Logical Framework, Theory of Change and selected progress reports, the Inception Report (25 August 2022) was prepared (following the *ILO Checklist 3: Writing the inception report*).

2) **Data Collection Phase**

In this phase the full list of project support **documents** including correspondence, project reports, communication and awareness campaign materials, financial data, project website, etc., were further investigated (see Annex 13). The main task was further to conduct **interviews** with the key stakeholders of the project, including the Project team, the ILO management at country, regional, and headquarters levels, the ILO tripartite constituents, the Project partners, and the Government of Japan. Therefore, the evaluators undertook a physical mission to Jakarta from 29 August to 9 September 2022. In total, **20 interviews** were held with about **51 persons** representing the various key stakeholders in Indonesia, but also with ILO experts in e.g. Bangkok and Geneva. These interviews were held partly offline and partly online representing principally the preference of the stakeholder(s) involved. The meetings with the stakeholders were mostly conducted by the two independent evaluators, one international and one national evaluator. The full list of informants interviewed is provided in Annex 6. This list was developed by the project team with the support of the evaluators and the evaluation manager.

The criteria for selecting these particular stakeholders for interviews is based on purposive sampling based on their level of involvement and engagement in the preparation and implementation of the project, while also taking into account the gender aspect. It includes two field visits to a factory and a hotel involved in the Risk Assessment Service of the project; the factory and hotel were selected by the project team among those enterprises that have successfully completed this service.

The questions to be asked to these stakeholders relate to all of the seven evaluation criteria discussed in Chapter 3, whereby the 15 Evaluation Questions listed in Section 2.1 above were used as a checklist for these interviews whereby Annex 2 served as the interview guide.

After the data collection phase was completed, the *initial, preliminary findings* were presented to all key stakeholders for validation in a hybrid stakeholders’ workshop which accommodated certain stakeholders in a virtual way based on safety and preference. One of the workshop’s main

purposes was also to provide feedback to be included in the draft report. The workshop held on Friday 9 September in Ayana Hotel in Jakarta was very well attended (see Annex 10).

3) Data analysis and reporting phase

The third and final phase includes the data analysis and the preparation of a draft report and ultimately the final report (for details see below under 'Deliverables').

To the extent possible, the data collection, analysis and presentation were responsive to and included issues relating to gender equality, diversity and non-discrimination, including disability issues. Gender concerns were addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of programmes".

Deliverables

The following four deliverables were distinguished:

1. **Inception report and workplan:** The Inception Report (dated 25 August 2022) was prepared as per the ILO EVAL Checklist 3: Writing the inception report, and approval by the evaluation manager.
2. **Stakeholder workshop/debriefing:** At this workshop the evaluators presented the preliminary findings of the evaluation (through PowerPoint) for validation with key stakeholders at the end of the data collection phase on Friday 9 September 2022. The presentation of about 40 minutes was followed by a lively general discussion. The programme team provided necessary administrative and logistic support as well as simultaneous translation services to organize this stakeholder workshop. The general discussion was moderated by the national evaluator.
3. **Draft evaluation report:** The draft evaluation report was prepared in accordance with the "EVAL Checklist 5: Preparing the Evaluation Report". The structure of the draft and final reports follow closely the tentative outline of chapters and annexes given in the ToR (See Annex 1, pages 12-13). The first draft evaluation report was improved by incorporating the comments and inputs from the Evaluation Manager. Subsequently, the Evaluation Manager will circulate the draft report to key stakeholders including the project team, ILO officials concerned with this evaluation and project, the donor, and project partners for comments. They will be requested to return their comments within a specified period of time (usually not more than 10 to 14 working days). These comments from stakeholders will then be consolidated by the evaluation manager and will be shared to the evaluators to incorporate them into the revised evaluation report.
4. **Final evaluation report:** The final evaluation report will include stand-alone evaluation summary (in an ILO standard template). It should not be more than 30 pages (excluding annexes). The evaluators will incorporate comments received from ILO and other key stakeholders into the final report (or a specific justification for not integrating a comment). The report will be finalised in accordance with the EVAL Checklist 5: Preparing the Evaluation report. The evaluation report will be considered final only when it gets final approval from the ILO Evaluation Office. The quality of the report will be assessed against the relevant EVAL Checklists (See Checklist 6 Rating the quality of evaluation report, in Section 12). The Lessons Learned and the Good Practices identified by the evaluators will be included by means of the standard annex templates as per ILO EVAL guidelines.

Management Arrangements

The present final evaluation was managed by the Project Coordinator based in the Country Office for Pacific Island Countries in Suva, Fiji, and was conducted by two independent evaluators

recruited through the evaluation manager. As it is a participatory evaluation, the key stakeholders, including tripartite constituents, project partners, the donor – the Government of Japan, through the Ministry of Foreign Affairs, and the ILO's Employment and Occupational Safety and Health specialists, which are the technical backstopping units in Bangkok and Geneva, and the ILO Country Office in Indonesia were consulted *throughout* the evaluation process.

The evaluation manager was responsible for the overall coordination and management of this evaluation. The manager of this evaluation is Ms. Surkafa Katafono, National Programme Officer, CO-Suva, Fiji. The final evaluation report will be quality checked by the Regional Evaluation Officer and approved by the ILO Evaluation Office. The evaluation manager has consulted all key stakeholders before finalising the ToR, and they were given the opportunity to provide inputs and comments to the evaluators during the data collection and reflection process.

The evaluation team was composed of an International Evaluator (team leader) and a National Evaluator (team member). The ToR (Annex 1, p. 14-15) describes in detail the responsibilities for the international and national evaluators. The International Evaluator reported to the evaluation manager.

The project team handled all contractual arrangements and provided logistic and administrative support to the evaluation throughout the process. They also provided all relevant and updated project and non-project documents to be reviewed. Additionally, they prepared an indicative list of stakeholders/partners/beneficiaries to be interviewed and facilitated the data collection to the extent possible but not to interfere with the independent process of evaluation.

Work Plan

The duration of this evaluation fell in the period of July to September 2022 with the timeframe, tasks and responsibilities indicated in detail in Annex 11.

Legal and Ethical Matters

The evaluation complied with UN Norms and Standards. UN Evaluation Group (UNEG) ethical guidelines were followed. The evaluators abided by the EVAL's Code of Conduct for carrying out the evaluations. Evaluators have personal and professional integrity and abide by the UNEG Ethical Guidelines for evaluation and the Code of Conduct for Evaluation in the UN system which ensured that the rights of individuals involved in an evaluation were respected. Evaluators acted with cultural sensitivity and paid particular attention to protocols, codes and recommendations that may be relevant to their interactions with women.

Limitations

The Evaluation assignment is clearly laid out in the ToR (Annex 1) and the list of stakeholders to be interviewed is comprehensive and is considered to be representative of the main stakeholders. The travel and safety restrictions laid out by Indonesia as a result of the COVID-19 pandemic were not as strict as earlier in the year 2022, but for various reasons some stakeholders were interviewed online through virtual and phone interviews; this was related to the preference of stakeholders, their availability and the distance (e.g. experts in Bangkok and Geneva). The visits to a factory and a hotel were arranged by the project team and caution was taken by all involved to guarantee all necessary safety requirements in view of the COVID-19 pandemic.

3 Overall Findings

For the Independent Final Evaluation of the programme entitled “Enhancing COVID-19 Prevention at and through Workplaces”, **seven Evaluation Criteria** have been identified in the previous chapter which will be discussed in depth in the present chapter (Sections 3.1 – 3.7). These criteria have been analysed with the help of the **15 Evaluation Questions** (listed in Section 2.1 above).

3.1 Relevance and Validity of Design

Alignment to the needs and priorities of stakeholders during the COVID19 pandemic

The Project was an emergency response and has very directly responded to the needs and priorities of the beneficiaries, implementing partners, donor, and other Project stakeholders during the COVID19 pandemic. It is also clearly aligned with *the national priorities of the Government of Indonesia* in particular with the policies of the National Task Force on COVID-19. Specifically, the project is aligned to the *National OSH Profile* as well as to the *NORMA100* which both are being developed by the Ministry of Manpower (MoM). NORMA100 is a checklist for a self-assessment by enterprises which includes about 23 norms of which 10 relate to OSH; it is explicitly *not* intended to replace the regular labour inspections by MoM but to contribute to those inspections. In addition, one of MoM’s policies has been to implant the culture of OSH at the workplaces.

The project has further been strengthening the implementation of government regulations including *the relevant ILO Conventions on OSH*, in particular the Convention 187: Promotional Framework for Occupational Safety and Health Convention, 2006, which was ratified by Indonesia in 2015. Two other Conventions were not yet ratified by Indonesia: C.155: Occupational Safety and Health Convention, 1981, and its Protocol of 2002, and C.161: Occupational Health Services Convention, 1985. The ratification of C.155 has recently become more urgent since at the 110th Session of the International Labour Conference (ILC) in June 2022, the ILC adopted a Resolution on the inclusion of a safe and healthy working environment in the ILO’s framework of fundamental principles and rights at work.¹ As a result, C.155 and C.187 are now considered as *Fundamental Conventions*. Therefore, the promotion of the ratification and the subsequent implementation of C.155 would be advised to be part of any follow-up project phase (cf. Recommendation 1).

The project was further aligned with the (emergency) policies of the *Employers’ Organisations* (in particular APINDO) and of the *Trade Union Confederations* (in total seven such confederations were involved in different project activities) trying to cater for the specific priorities of their members during the COVID-19 pandemic.

The alignment with *international* priorities is also very clear. The United Nations Sustainable Development Cooperation Framework (UNSDCF) Indonesia 2021-2025 aims to empower institutions and people to generate higher value-added and facilitate inclusive economic transformation under the Outcome 2 of the Framework. Swift adaption to the requirements of the so-called “New Normal” is an important prerequisite of achieving the ambitions expressed in Outcome 2. In addition, the project contributes to the Sustainable Development Goal (SDG) 8: Decent work and economic growth, in particular to SDG Target 8.8: Protect labour rights and

¹ https://www.ilo.org/ilc/ILCSessions/110/reports/texts-adopted/WCMS_848632/lang--en/index.htm

promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment. Since the ILO International Labour Conference (ILC) in Geneva on 11 June 2022 OSH has become an integral part of the Fundamental Principles and Rights at Work (FPRW), which has the implication for all countries that they need to report on the OSH condition to the ILC every year. “With this, OSH will stay”, as one stakeholder underlined the importance of it. The project further aligns with the ILO Programme and Budget (P&B) 2020-21 in particular its Outcome 7: Adequate and effective protection at work for all, as well as with the Decent Work Country Programme 2020-2025 (DWCP), in particular the Outcome IDN152 on “Increased labour compliance and implementation of Occupational Safety and Health (OSH).” Furthermore, the project is aligned to the policies of the Government of Japan related to OSH and to their support for emergency responses to prevent the spread of COVID-19; for example, the Government of Japan was providing Indonesia with vaccines against COVID-19 at the time of the project design and was keen to support among others the health sector.

The project has been very *flexible* and *adaptive* especially in the way in which it has adjusted its activities in accordance with the changing needs and priorities of stakeholders due to the rapidly emerging situation of the COVID-19 pandemic. Indonesia has witnessed waves of increased infections with the Delta and Omicron variants, and in between periods with less restrictive government regulations. The project team has adjusted its activities quickly to these different periods. For example, the event to officially launch the project was changed to the online mode and was held in July 2021. The evaluation found that this flexibility has been very much appreciated by most stakeholders interviewed.

Validity of Design

Considering that it was an emergency response at one of the heights of the pandemic (notably the Delta variant), the design through the LogFrame was straightforward and clear with one Outcome and two Outputs as was discussed in Section 1.1 (see also Annex 4). However, in hindsight it could be considered a bit ambitious in targeting 1,500 companies in just one year. The Theory of Change is included in Annex 3 and was explained in Section 1.1; it has been found that it demonstrated a clear path of change. In terms of origins, the basis of the project was formed by a request from the Embassy of Japan to ILO Jakarta to develop a proposal on COVID-19 response at and through workplaces. Then the ILO Jakarta very quickly developed a project proposal considering the emergency of the situation during the that particular period in the pandemic and considering that people were in danger because of insufficient COVID measures at the workplaces. Many stakeholders interviewed confirmed that it was a very timely and important programme in view of the pandemic.

The activities listed in the LogFrame were changed substantially at the time of the request by the project to the Government of Japan (in January 2022) for a *no-cost extension* of six months beyond March 2022. This will be further discussed in Section 3.3 below.

3.2 Coherence

Synergies/collaboration between the Project and other initiatives in the area

As indicated in the above the project aligns with the ILO-Indonesia Decent Work Country Programme (DWCP), and the programme had synergies and some ad hoc collaboration with seven other projects implemented by ILO CO Jakarta which at least partly also deal with OSH

issues. A video of all eight projects available on the project website² highlights the importance of OSH in various industrial sectors to sustain businesses and protect workers, particularly during the COVID-19 pandemic. The seven projects are as follows:

- 1) Better Work Programme in Indonesia – Stage IV
- 2) HIV/AIDS Programme in the World of Work in Indonesia
- 3) Advancing Workers’ Rights in Indonesia and Malaysia’s Palm Oil Sector
- 4) Improving Workers’ Rights in Rural Sectors of the Indo-Pacific with a focus on Women
- 5) Multi Partner Fund to step up the fight against child labour and forced labour (pooled funding mechanism of the 8.7 Accelerator Lab).
- 6) Ship to Shore Rights South East Asia – Indonesia
- 7) Promotion for the Ratification of C.190 - Violence & Harassment Convention 2019.

Such synergies and collaborations provided sometimes opportunities to enhance the *impact* and/or *sustainability* of the project (further discussed in Sections 3.5 and 3.6). For example, the ILO and the Institute of Home Affairs Governance (IPDN) have recently begun its joint collaboration with the training programme on various, key employment issues in the country for selected high-ranked officials and lecturers. Thirty such high-ranked officials, professors, senior and young lecturers of the IPDN from Jakarta, West Java and West Kalimantan participated in the five-day training programme on key labour issues from 8-13 August in Bandung. The training programme raised their awareness about various, key labour issues in Indonesia that would not only improve their understanding but would also help them preparing their students, as the future government officials, for improving employment policies and conditions in the country. Facilitated by the ILO *through its various employment programmes* (including the present project), the training programme covered selected labour issues as the following: The introduction of the Four Pillars of the ILO, including social dialogue, collective labour agreement and inclusivity; occupational safety and health (OSH); employment and future of work; social protection; minimum wage; domestic work; child labour; migration; and rural employment.³

The present project is further firmly embedded in the ILO Global Flagship Programme “Safety & Health For All” based in ILO HQ Geneva which is currently implementing and/or monitoring about 20 projects focused on OSH. By monitoring these projects and by sharing feedback and good practices/lessons learned among those projects, synergies and collaboration are enhanced.

3.3 Effectiveness

Achievement of the Project’s planned activities, outputs and outcome

An impressive series of **Activities** with many different implementing partners were undertaken by the project. Annex 8 provides a full overview of all activities and their status as per January 2022. As of 30 September 2022, the project has indicated that the status of each and every activity listed in Annex 8 was “*Completed*”.

The Activities listed in the original LogFrame (cf. Annex 4) were changed substantially at the time of the request by the project to the Government of Japan (in January 2022) for a *no-cost extension* of six months beyond March 2022. In fact, while the outputs and the outcome remained the same, most of the six activities of **Output 1** in the LogFrame (1.1.1 - 1.1.6) were changed comparing the

² https://www.ilo.org/jakarta/info/public/vid/WCMS_841306/lang--en/index.htm

³ See the link: [ILO and IPDN prepare the next generation of government officials with better labour awareness.](#)

original ones (in Annex 4) with the revised ones (in Annex 8) whereby the most important changes were:

- Leave out the recruitment and training of 25 assessors who were to assess COVID-19 prevention measures by *visiting* workplaces (Activities 1.1.2 and 1.1.5).
- While assessment reports were issued by OSH Doctors who also assisted the enterprises in generating action plans, it was not monitored whether the action plans were indeed implemented, nor whether the prevention measures were actually improved (1.1.6).
- Include in the revision the intensification with three employers' organisations in mobilizing its members on handling COVID-19 prevention measures at and through SMEs: Indonesian Employers' Association (APINDO), Indonesia Hotels and Restaurants' Association (PHRI) and Indonesian Chamber of Commerce and Industry/KADIN⁴ (see Annex 8, Activity 1.6).

Overseeing the changes in Output 1, it can be concluded that the first four of the new activities (Annex 8) are more preparatory actions originally captured mainly under one activity (1.1.1 in Annex 4), while the visits to the workplaces and the monitoring of the actual improvement of prevention measures were left out of the revision. These changes are also logical considering that site visits were for long periods not allowed during the pandemic, and that it was at one point difficult to motivate enterprises to register as COVID-19 seemed 'under control' which reduced the urgency for enterprises to undertake action. The project therefore adjusted its approach introducing from October 2021 the training of OSH Doctors recruited through the IDKI; initially the IDKI committee was involved closely, but during the execution of the project they were less responsive, and ILO had to coordinate the doctors individually rather than under IDKI's umbrella. At first there were about 58 such doctors involved, but many could not afford the time needed and the number got reduced to about 21. These OSH Doctors approached enterprises by phone, chat and app-groups. Each doctor got a contract from ILO for a number of workplaces to approach which often later was increased through an addendum to the contract. The project's experience was that the more active the OSH Doctors were in communicating with companies the more companies registered; about a quarter of them stood out in diligently marketing this service to companies.

The five doctors interviewed by the evaluation each had contacts with about 35 to 120 workplaces ranging from factories, hotels, restaurants, SMEs, vocational schools, to airport services. Part of these workplaces were assigned by ILO and another part came from the doctors' own networks (e.g. one of them has close contacts with KADIN). The doctors were quite satisfied with the project and underlined that it was intensive especially because of the difficulty in communicating with the designated 'Person in Charge' (PIC) at the workplace ("Sometimes they try to cover up what is actually happening", which can easily be verified by the doctors simply by googling the company). This problem is less in SMEs and in schools than in big companies. A lot of their work involves motivating the workplaces to work on the action plan. Once completed the action plans are submitted by the OSH Doctors in the Dashboard (E-OSH Learning: <https://youth4osh.com/>).

With respect to **Output 2**, the main activities (1.2.1 – 1.2.6) stayed more or less the same, but a number of new *sub-activities* were introduced which will be discussed below.

This no-cost extension request became necessary after the different COVID waves and the resulting changes of the respective government regulations affected project activities, and it was

⁴ KADIN was in particular also added because of its outreach to 133 enterprise associations which haven registered as members in KADIN at the national level and which in total cover almost 170,000 companies.

in particular rationalized by the fact that it would allow the project to respond to the emergence and spread of a highly contagious variant of COVID-19 (Omicron), assisting more workplaces to mitigate COVID-19 transmission risks in particular of Small and Medium-sized Enterprises (SMEs). In addition, the project had economised on the cost of developing the Risk Assessment Service (<https://ilocovidproject.id/>) which was launched on 28 September 2021 through a media briefing in which 62 journalists and stakeholders participated, and whereby the Minister of Manpower significantly delivered her remarks at the online event. This cost saving permitted the project to expand the scope of project activities to promote OSH and build capacity of stakeholders especially under Output 2 and this was in line with the request for more support by the Manpower Minister. Such activities included (for details, see Annex 8):

- Cooperation with tripartite institutions in improving the quality of COVID-19 prevention through training activities, workshops and joint campaigns.
- Awareness-raising activities by conducting a series of webinars receiving wide attention from various media (newspapers, and online).
- One-minute video-making competition for the general public (especially young people) and competition for journalists for which no less than 486 participants actually submitted their work.
- Development of an e-learning programme on OSH which is intended for vocational high school students (*Sekolah Menengah Kejuruan* or SMK) and first-year university students.
- Twenty news stories on OSH produced by those journalists who participated in the fellowship program with the Indonesian Television Journalists Association (IJTI).

The evaluation found that the additional project time span has indeed helped the project to effectively utilize the then remaining funds to the best interest of stakeholders, meeting technical assistance needs of Indonesia.

Therefore, when considering the achievement of the planned activities, we have to make a distinction between the Project's **originally planned activities** and **the revised ones**. The former ones related to Output 1 were not generally completed, but the project was flexible and adjusted its activities and ultimately completed almost all of the *revised* activities. The same can be said of the activities under Output 2.

The monthly Infographics were creative and provided key information, for example the one for August 2022 (cf. Annex 9) indicated the following key figures:

- 14,815 people reached (42% female).
- 2,394 companies registered for the COVID-19 risk assessment service.
- 12,104 people participated in the E-OSH Learning.
- 1,223 people trained.

Considering these figures, it can be concluded that both **Outputs 1 and 2** were at least in part achieved. The above figures show that with respect to Output 1 *more than* 1,500 enterprises registered themselves for the assessment service, and many have indeed assessed their COVID-19 prevention measures: registration picked up pace very fast after March 2022 when only 290 workplaces were registered while it reached almost 2,700 in August 2022 (Cf. Figure 1).

Figure 1: Risk Assessment Service update as per 30 August 2022 (Source: Project Team).



However, in how far the situation at the workplaces has actually *improved* is difficult to say as the visits to the registered enterprises were cancelled, and generally it is difficult for the OSH doctors to determine in how far the action plans had been implemented. For example, a total of 105 of the 290 workplaces had by March 2022 completed the consultations with the OSH doctor, and developed short-term (and sometimes also longer-term action plans) to strengthen their steps in preventing COVID-19 in the workplace. It seems thereafter such development of action plans was not further monitored by the doctors or the project, and in fact many registered companies dropped out of the service. In the meantime, the number workers who had filled out the employee survey as part of the risk assessment service increased substantially, from 4,033 workers in March 2022, to over 20,000 in August 2022 (cf. Figure 1). The OSH doctors underlined that for information on actual improvements they depended on their communication with the Persons in Charge (PIC) at the workplaces. Therefore, the answer to the second part of Output 1, i.e. whether their COVID-19 prevention measures had been *improved*, could not be assessed although the general opinion is that awareness was enhanced as was the attention of entrepreneurs and workers for such measures.

The evaluators made site visits to two registered enterprises (a large factory and a hotel) and both had already extensive measures in place before they registered for the risk assessment service, but both also indicated that the service had been beneficial for them to improve their COVID prevention and OSH measures. The factory also underlined that they had appreciated the communication with the OSH doctor in particular concerning the frequently changing government regulations related to the pandemic. In the case of the hotel, they also appreciated the support from the OSH doctor, but would have preferred more direct communication instead of mainly through a WhatsApp group.

The above figures from the infographic (Annex 9) also show that with respect to Output 2 *more than* 500 additional enterprises shared knowledge and raised awareness of *more than* 10,000 workers on OSH. In addition, capacity building in order to cope with OSH issues has been quite substantial at the in-depth quality level (five scholarships for ITC training), through various types of targeted trainings (of OSH committees, of trade union leaders, and of labour inspectors of the Indonesia Labour Inspection Association - APKI), to E-training with a giant outreach (E-OSH Learning for over 12,000 people). In short, Output 2 has been fully achieved.

Finally, as the one **Outcome** was formulated a bit open-endedly, without a defined target, we have to conclude that the COVID-19 transmission prevention measures were indeed enhanced but it is difficult to quantify this achievement.

The three premises of the **Theory of Change** and their degree of attainment are discussed under *Impact* in Section 3.6.

Cooperation with Trade Union Confederations

As in the above the focus was often on enterprises, the evaluation would like to underline in this sub-section the work undertaken by the project with various trade union confederations. Three strategies were developed collectively with confederations from September 2021 whereby ILO, APINDO and MoM also participated in the strategic discussion that led to these three action strategies. They were developed within the framework of the Campaign with Workers' Organizations involving a total grant amount of USD 95,000. Each strategy was led and implemented by a different confederation, as follows:

- 1) Strengthen regulation and company reporting on OSH related to work accident reports and linked to employment insurance (BPJS-TK). Lead: K-SBSI. The work started with a campaign activity in which 7 confederations and the Independent Journalist Alliance (AJI) participated. It was followed by a training by IDKI on COVID prevention attended by 30 people, and participants were further trained to conduct OSH campaigns within the COVID context in social media. A Position Paper was compiled on Strengthening OSH in the Workplace for Work Accident Prevention (February 2022) which was signed by five Confederations.
- 2) Invigorate the active role of OSH Committees and other OSH stakeholders to support campaigners. Lead: KSPSI AITUC. This strategy aims to revive the role of the OSH Committee, especially OSH members from the workers' element, to play a more active role in these efforts.
- 3) Strengthen the collective institutional and technical capacity of trade union confederations. Lead: KSPN. This strategy aims to strengthen the confederations so that it can encourage synergies with the government and employers, and to enhance their collective bargaining position on OSH issues. A training activity took place with about 67 participants (23 female).

These three strategies are still in the process of being implemented by each of the confederations. The strategy lead confederations which we interviewed indicated that there are some *challenges* in implementation, such as the time constraint, the fact that the work is additional to their regular work, and the perception of trade union members about OSH is usually secondary to increasing wages. As such it was important that this project raised the awareness on OSH issues and COVID-19 prevention measures within the Trade Union Confederations.

Cooperation with APINDO

The project has also encouraged the strengthening of the role of *entrepreneurs* in preventing the spread of Covid-19 through and in the workplace in cooperation with APINDO through three strategies with a budget of 62,000 USD from September 2021 onwards. *First*, increasing awareness through sensitization and communication channels, in particular social media, whereby APINDO has been advocating to the government and the community around the workplace, especially on the issue of OSH and COVID-19 prevention activities. *Second*, encouraging the enforcement of employers' and workers' compliance with health protocols in the workplace. *Third*, exploring the conditions and good practices for preventing COVID-19 carried out by companies in different industrial groups/sectors as well as strengthening protective measures at the level of each company. Especially for strategy 3, APINDO and the project have identified good practices in 12 companies from the food-beverage, manufacturing, hospitality, management services, and transportation sectors. Throughout these activities APINDO had been

very active, and also disseminated the campaign and the information through a series of webinars and social media.

Subsequently, in December 2021 the project initiated a new collaboration with APINDO's SME Branch to prioritize small and medium scale enterprises (MSEs) in the risk assessment service. The SME Branch indicated to the evaluators that the recruitment of SME was quite a challenge; ultimately 94 SMEs took part in the service but only 53 completed it. This was followed by the collaboration of the project with both APINDO and PHRI from January 2022.

Cooperation with MoM/APKI

Funds by the project were not only allocated to the confederations and APINDO to support the project implementation, but also to the Ministry of Manpower. However, since MoM is not allowed to receive ILO's grants as per their own regulations, the amount of 87,000 USD was then allotted to the Indonesia Labour Inspection Association (APKI), a professional organization of labour inspectors under the Directorate General of Labour Inspection, Safety and Health of the MoM. The head and members of APKI both at national and provincial level are mostly active civil servants in MoM while some of them are also retired from MoM; there are in total about 1570 APKI members in Indonesia. Strengthening and involving *labour inspectors* in preventing COVID-19 in the workplace is considered a necessity and the project has always invited and involved them to attend workshops/webinars as resource persons and participants. These inspectors received also training, which was carried out in collaboration with the project, ILO OSH specialists, and also other experts, including knowledge sharing with labour inspectors from Japan.

Other activities of APKI within the framework of the collaboration with ILO included their involvement in reaching out to the MoEC RT, their contribution to the development of the OSH national profile as well as their collaboration with OSH professional organisations under each Ministry (they started to build a network of such organisations). However, due to various challenges such as the fact that the project work came on top of their regular duties and personnel changes in the ministry, APKI was not able to complete all activities under the agreement with ILO and ultimately was able to spend only 30% of the grant as per the end of August 2022. Since the feedback and responses that APKI received on the ongoing activities have been good, they are keen to continue the activities in a follow-up project.

Cooperation with MoEC RT

The project promoted E-OSH Learning and board games with Vocational High School students (SMK) and first-year university students from Jakarta and Banten provinces from June 2022. This activity was followed up by similar activity for SMK Teachers, SMK students, and university students from Central Java, Yogyakarta, West Java, East Java and Aceh. The evaluators interviewed five SMK teachers who were all quite satisfied with the project especially because the prevention of occupational accidents is important for their students, as many for example work with machines. The teachers had attended a kick-off workshop and a training organised by the project which was appreciated by them. Their students were very excited about the E-OSH learning especially about the game, and their awareness was raised considerably. Improvements are however needed in the software to run on phones as most students only have phones. The teachers underlined that it was very motivating for the students that at the end of the module they get a Certificate from ILO/UN. The SMK teachers are planning to use the E-OSH learning course in the next academic year as well.

Challenges Encountered

The project encountered the following challenges during the implementation:

- 1) The Waves of COVID-19 and resulting changing government regulations, to which the project has designed adequate adjustment strategies as we have already seen in the above.
- 2) Since the lockdown (PPKM) has currently been lifted by the Government, the urgency of preventing the spread of COVID has decreased and therefore the interest of companies to be involved in the project also decreased (a lot of drop-out companies). As this is a recent trend and the OSH doctors are just reporting this, the project did not have the opportunity to make amends; as the project is closing on 30 September 2022, this will have to be taken up in a follow-up phase/project.
- 3) The work for the project was reported by some stakeholders to be additional to their regular duties which at times could be considered as a burden (e.g. MoM, APKI, Confederations).
- 4) OSH is related to culture and therefore will take substantial time and efforts to change.
- 5) Companies still continue to consider OSH as a cost factor, and not as a tool for enhancing productivity; the project has made a lot of efforts to counter this opinion through the awareness raising activities.
- 6) There is a general reluctance for any assessment among enterprises, in particular a fear that they were assessed themselves (instead of the risks), and also a fear of anything digital (especially among SMEs).
- 7) The online work had its benefits in terms of less logistics costs for all involved but was also not always easy and lacked the extra dimension of personal contacts.
- 8) Changing the curricula of the IPDN/Ministry of Home Affairs and of the MoEC-RT to include OSH issues is not easy and takes its own time as it has to be included in the next (academic) year; for example, in the case of IPDN it might well take more than two years.
- 9) For some SME's the language/terms of the E-OSH learning could be simplified; now APINDO supported SME's to better understand it.

Enabling/success factors

Despite the large number of challenges identified in the above, the project did manage to achieve good progress as we saw in the above. This was facilitated by several pertinent Success Factors identified by the evaluation as follows:

- 1) The project was very timely with initially a great interest in OSH among entrepreneurs and workers.
- 2) The general support of the Ministry of Manpower (MoM).
- 3) The gradual buy-in from the key stakeholders, for example, from the employers' organisations and from the trade union confederations who worked productively together on the three strategies mentioned above, but also from such organisations as IDKI, APKI, IPDN, MoEC RT, AJI, IJTI, and others.
- 4) The engagement and the communication with the relevant stakeholders have been very effective.
- 5) The very appropriate skills levels, flexibility and excellent communication skills of the project team, as well as its continuity over the project period.
- 6) The involvement of the OSH doctors lends a substantial degree of credibility to the project's activities as was underlined by several stakeholders.
- 7) The involvement, flexibility and adaptability of the Government of Japan and of the ILO Country Office in contributing to the adjustments of the project activities to the various waves of the COVID-19 pandemic.

Management Arrangements

The management arrangements were generally solid although there was no *tripartite* monitoring through a Project Advisory Committee (PAC). This was initially foreseen (cf. PRODOC), but BAPPENAS and MoM advised against such a PAC because the project was already required to report to the National Task Force on COVID. This task force is a purely government organisation and thus not tripartite. Nevertheless, the communication activities of the project with tripartite and many other stakeholders has already been quite extensive more or less replacing the need for a PAC, and at the same time there was no urgency for a PAC for a one-year project.

In terms of oversight and financial and administrative management the project has been very well embedded in the structures of the ILO Country Office. Furthermore, it was part of the ILO Global Flagship Programme (as mentioned above) whereby the LABADMIN/OSH Department monitors progress. Annex 7 shows the links of the project's LogFrame and its achievements to the Indicators of the ILO Global Flagship Programme. The Project Team was commended by many stakeholders interviewed as efficient and good in communication. It was relatively large with seven national staff members: three National Project Coordinators (NPC), one Communication expert, and three Admin/finance staff. There were no international staff members (CTA or otherwise) because with the ongoing pandemic at the start of the project it would have been difficult to bring someone in from outside the country, and besides it would have taken too much time for an emergency project. In addition, it saved budget to allot to a larger number of staff and/or to actual activities. Now the experienced national lead NPC could start on the 1st of April 2021. At times it might have been useful to have a dedicated M&E officer included in the team; now each staff member has been collecting part of the data for communication and reporting purposes. In the progress reports there is a simple progress tracking system. Reporting has been conducted on time and complete following the requirements of the Embassy of Japan and included three implementation reports (May, September and December 2021), an annual progress report (March 2022) and monthly information updates.

Communication and Visibility

Communication activities have been extensive in this COVID response emergency project. While the three NPC's had each their own broad network among tripartite (plus) stakeholders, the communication officer found creative ways to distribute information on project achievements. The intensive collaboration with the Ministry of Manpower and APKI, with employers' organisations (APINDO, PHRI and KADIN) under Output 1 and with six trade union Confederations under Output 2 demonstrates this point. In addition, a specific activity (1.2.2 in Annex 8) was originally dedicated to communicating key information including good practices to a wider audience through web sites and social media. At the time of the no-cost extension a few major activities were added to that, such as the contest/competition on COVID-19 handling, the E-OSH Learning for students, the OSH boardgames for youth, and the development of OSH standard for TV journalists. The infographic (Annex 9) indicated that in total 446 news items were generated as of August 2022. Moreover, the Annual Progress Report of March 2022 provided extensive relevant documentation, photo, web link, multimedia, ILO (project) website and flyers, and the total media coverage comprises no less than 30 pages in this annual report (pages 20-50). Therefore, it can be concluded that the project has been quite effective in communicating the best practices and other information that emerged throughout the Project Cycle to wider audiences.

The project is in regular communication with the Embassy of Japan in Jakarta and the visibility of the donor has been safeguarded at all times. In almost all activities carried out by the project, the Embassy has been invited by the project and embassy staff have kindly provided welcome speeches whenever possible. The Indonesian media have also often used the Government of

Japan (GoJ) as a reference. The logo of the Government of Japan is always included in all documents and reports, in accordance with the agreement between the ILO and the GoJ.

Risk Register

The PRODOC (2021) contains a Risk Register (Annex C) identifying six key potential risks for the project as well as proposing various necessary mitigation measures for each risk. The operational risks are relatively high for this project because of the COVID-19 related restrictions on communication in person including meetings and training. Annex 5 provides this risk register supplemented with an update based on the Annual Progress Report (March 2022). The update shows that the impact/likelihood of one risk has increased, one has decreased, while two remained the same; two further risks are no longer relevant as circumstances have changed. This risk register has been used well as a monitoring instrument.

3.4 Efficiency

The financial resources and other inputs have been strategically allocated and *efficiently* used to achieve the expected outputs and outcome with the necessary adjustments in activities taking into account the various waves of COVID-19 and the resulting changing government regulations. There were relatively substantial *savings* due to adaptations to the conditions of the pandemic, including substantially reduced costs for travel, logistics, meeting venues, etc. Substantial savings were also made because for the website development of the Risk Assessment Service a national company was contracted instead of an international one. As indicated in the previous section, these savings were then re-allocated and used for several additional activities at the time of the no-cost extension; in total about USD 355,000 were re-allocated at that time, which amounts to about 22% of the total budget.

The delivery rate has been very slow in the first part of the project from April to December 2021 as was explained in the above. From January and in particular from March 2022 spending then quickly accelerated. While at the end of December 2021 the expenditures (actuals plus encumbrances) amounted to only 44.5 % of the budget in particular due to the low number of registered workplaces in the risk assessment service, this figure then rose quickly to 66 % as of 31 March 2022 and to 91% at the end of August 2022. The remaining *balance* of 9 % is expected to be mostly spent in the final month of the project period.

In terms of budget categories, at the end of August 2022, the largest amount (over 38%) was spent on Output 2, followed by Output 1 (see Table 1 below). The amount spent on the project team is quite modest also considering the size of the team. The programme support costs for the ILO as an organisation amounted to 7.2% in this emergency project.

Table 1: Expenditures by budget categories as per 31 August 2022.

Budget Categories	Expenditures incl. encumbrances
Output 1	30.1 %
Output 2	38.4 %
Project Team	22.4 %
Operational costs	1.9 %
Program Support Costs	7.2 %
Total (at a delivery rate of 91 % of budget)	100.0 %

The management model (i.e. organisational structure, information flows, decision making in management) has also been quite efficient as was discussed in the previous section under 'Management Arrangements'.

3.5 Sustainability

Initially, the project did not develop in the PRODOC a comprehensive Sustainability or *Exit Plan* to ensure the sustainability of the results; this is understandable as it concerned an emergency project developed at very short notice. However, the PRODOC (2021: 12) did integrate partnership with key stakeholders in the project design in order to assure sustainability of the project impact:

“The project will be implemented in cooperation with key stakeholders so as to strengthen stakeholder buy-in and sustainability of the project results. The stakeholders can use the assessment and awareness-raising tools (e.g. employee survey on their knowledge and behaviours relevant to COVID-19 transmission prevention) that the project will generate or improve beyond the life of the project. For this reason, the project will organize a validation workshop of such tools and capacity-building sessions so that the stakeholders themselves validate the effectiveness of the tools and promote the use of them.”

This particular strategy has been effectively pursued by the project, and a number of *positive inroads* into the sustainability of results were made by the project:

1. The risk assessment service through the website is here to stay and can be used by partners and enterprises, although the involvement of the OSH Doctors is crucial and needs to be guaranteed either through government channels, or through a follow-up project phase.
2. Several steps have been made to start changing the Culture of OSH in terms of awareness raising, understanding and knowledge of OSH measures.
3. The various capacity building efforts with government staff, in particular labour inspectors, and with staff of employers' and workers' organisations are certainly durable.
4. The E-OSH Learning course can be used by different partners, and may well become an integral part of the training materials of the network of Vocational Training Centres (BLK). This is an extensive network coordinated by MoM with about 200 BLK's in the country, and MoM underlined in the interview with the evaluators: “Yes, E-OSH Learning is expected to be used at the BLK in all provinces once. We are preparing the steps at this point.”
5. Significantly, the project has further engaged with two other ministries to include E-OSH learning in some of their curricula which have enormous potential for outreach and sustainability:
 - The Ministry of Education and Culture, Research and Technology (MoEC – RT) is interested to include OSH learning into the curriculum for SMK students and first-year university students. In particular, the SMK teachers are planning to use the E-OSH learning course in the next academic year as well.
 - The Institute of Home Affairs Governance (IPDN) under the Ministry of Home Affairs (MoHA) also showed interest in OSH learning, but changing the curriculum usually takes about two years. It would have a significant impact as IPDN trains 6,000 students per year who will become potential leaders in the provinces and districts/cities.
6. The strategies implemented with the Union Confederations as well as those with APINDO also include elements of sustainability through awareness raising, capacity building and the inclusion of workplans in some of the partners involved. For example, K-SBSI

underlined in the interview with the evaluators that as a result of working with ILO in this program and the realisation of the importance of OSH, K-SBSI developed their own workplan and incorporated OSH as one of the priorities for 2021-2026.

7. The Guideline (*Panduan*) developed jointly by ILO and the Indonesian Television Journalists Association (IJTI) is sustainable, but it has now been distributed only through 500 hard copies while there are about 2000 members in the country; it would benefit from distribution through soft copies as well (increasing speed and reducing costs).

Another important element of Sustainability is **Ownership** of the ILO tripartite constituents, enterprises, and other relevant stakeholders. Initially this was expected to be relatively undeveloped because the project activities were divided over a large number of stakeholders, tripartite and beyond, because the focus was from the beginning more on reaching the target of 1,500 companies, and because of the relatively short time duration of the project. However, the evaluation found some signs that ownership has been enhanced among selected partners.

Firstly, the Minister of Manpower, Ms. Ida Fauziyah, significantly delivered her remarks at the online event to *launch* the Risk Assessment Service on 28 September 2021. MoM has further been involved in various activities of the project, and currently labour inspection is being enhanced through the NORMA100 while the National OSH Profile is in the process of being developed. In addition, MOM has pushed during 2022 increasingly for OSH to be applied to *all* workplaces, i.e. *including micro-businesses*, and they targeted the training (of 2 days) of 500 companies or workplaces by August 2022 to include OSH issues as an important component of productivity improvement training. MoM requested the project to facilitate an additional day of training to encourage the introduction of OSH and the risk assessment service from May 2022. This started in Cirebon (West Java) for small and medium-sized enterprises and was followed by the implementation of similar activities in Bogor (West Java), Kudus (Central Java), Tangerang (Banten), Bekasi (Central Java), Yogyakarta, Semarang (Central Java), and Banda Aceh (Aceh). MoM is considering that these companies should register and participate in the risk assessment service activities as a condition for obtaining new facilities from MoM (fulfilling the initial requirements for productivity certification issued by MoM).

Secondly, in the above we have already underlined that the strategies implemented jointly by the project with the Union Confederations also include elements of sustainability. Thirdly, employers' organisations, in particular APINDO and PHRI, increasingly recognize the importance of OSH as well as of the risk assessment service for their members. PHRI advises to differentiate between hotels and restaurants (e.g. in the Dashboard) and focus in the hotel sector on 3-star hotels and below.

In the above, we have emphasized several examples of the way in which the Project results could likely be durable, maintained, scaled up and/or replicated by the beneficiaries after the Project ends, in particular by MoM, APINDO and the confederations. The involvement of other development partners or donors than the Government of Japan has not been explored by the project as the focus was squarely on completing all the planned activities before the end of September 2022. The project did, however, develop a proposal for a follow-up project and has submitted it to the Government of Japan (the issues consist of COVID-19 and OSH issues, but also of food security, energy security, and green transformation). Due to Japan's budget cycle it will be known only in the first quarter or so of 2023 whether this follow-up project will indeed be funded.

Selected Project results, such as the continuation of the risk assessment service and the implementation of the strategies developed jointly with APINDO and with the Confederations are generally only likely to be durable *if* a follow-up phase or project can solidify and continue activities that were already initiated (in particular, continue the involvement of the OSH Doctors and actually implement the strategies developed with the employers' and workers' organisations), in other words when a follow-up project can be built on the results of the current project. And, all stakeholders indicated that they would very much value if the cooperation with ILO in this area can be continued after the present project ends.

3.6 Impact

The project has certainly contributed to achieving the ILO Country Programme Outcome (IDN152) on "Increased labour compliance and implementation of Occupational Safety and Health (OSH)" as well as to the ILO Programme and Budget (P&B) 2020-21 Outcome 7: "Adequate and effective protection at work for all" as shown by the fact that many enterprises have registered with the risk assessment service or have even developed and implemented action plans, and that the awareness and capacity building activities of the project have enhanced the readiness of workers and employers alike to consider OSH as important at the workplace. The communication activities (social media and others) and the sharing of knowledge and of good practices have further engrained OSH issues in the society at large. The contribution of the project to SDG Target 8.8 "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment" can be considered in the same light.

A number of *intended changes* have been observed from the partners resulting from their engagement in the Project. Following the Theory of Change, the impact has been to a certain degree on the following three areas:

- Certain enterprises have enhanced COVID-19 transmission prevention.
- Many workers have adapted their behaviour to reduce the spreading of the virus.
- OSH measures at certain workplaces have been improved.

In numerical terms, the project achievements as of the end of August 2022 provide a clear sense of impact: 14,815 People reached, 2,394 companies registered, 12,204 people participated in the E-OSH Learning, and 1,223 people trained (cf. Annex 9). The awareness of the importance of OSH increased substantially among the project's partners and in society at large; this was underscored by most of the stakeholders interviewed during the evaluation. In addition, the project has contributed substantially to the strengthening of the capacities of the Ministry of Manpower/APKI and the employers' and workers' organisations to develop policies and measures that promote OSH at the workplace and as a culture.

Unintended changes that could be observed from the partners resulting from their engagement in the Project applies to changes unforeseen in the original design (PRODOC, LogFrame) and these were often caused by the unexpected waves in the COVID-19 pandemic and the resulting changes in government regulations. Such unintended changes concern such developments as the inclusion of OSH learning in BLKs, and in the curricula for MoEC RT and IPDN; they were originally not foreseen, but the project has made significant efforts in the latter part of the project to support such developments resulting in enhanced awareness of OSH among broad groups in the society.

The ToR (p. 5) also identified an additional specific objective as follows: ‘...the extent to which the Project has made a difference in the *re-opening* of Indonesian enterprises with operations targeting pre-pandemic levels.’ This objective was derived from the PRODOC (2021: 3): “*This project promotes job creation by enhancing COVID-19 prevention and improving safety and health for workers, which is an indispensable **precondition** to business re-opening, continuation and expansion.*” This formulation clearly points at an indirect impact of the project on re-opening of enterprises notably through enhancing COVID prevention and OSH, which the project has clearly done. However, no direct role could be identified by the evaluation of the project in the *re-opening* of Indonesian enterprises; this goal seems also somewhat unrealistic as a direct target. For the future, the innovative policy in the Philippines of the Department of Labour and Employment (DOLE) there of having the requirement of a *safety-seal* before a company can re-open again would be worth exploring.

3.7 Cross-cutting Issues

Gender Equality

The Project has not mainstreamed gender into its design and strategies and the word ‘gender’ does not figure in the PRODOC. The programme design lacks also a clear gender strategy to ensure that both women and men are able to benefit from project activities. Only one of the 12 activities (cf. Annex 8) specifically targeted women, i.e. Activity 1.2.4: “Build capacity of 200 trade union officials (of which at least 100 are women) on OSH with a focus on COVID-19 prevention.” In the end this target was not reached as the large majority of trade union officials are male. On the plus side, the project team itself is clearly gender sensitive as well as gender balanced with four out of seven staff members being female. In addition, figures on project achievements are often sex-disaggregated, and gender issues were included in the risk assessment service survey. An important achievement of the project was that out of the 14,815 people reached as of the end of August 2022 through various outreach dialogue events on OSH issues no less than 42 % were female (cf. Annex 9).

The criteria of the UN System-Wide Action Plan (UN-SWAP) on Gender Equality and Empowerment of Women (GEEW) as developed by UNEG (2018) are not all relevant to the present project evaluation. As indicated in the present report, the project design was for an *emergency project* that was developed in a *very short time* to the immediate request of the Embassy of Japan in Jakarta under conditions of great duress during one of the heights of the COVID-19 pandemic with government regulations rapidly becoming increasingly strict. The project design therefore did, for example, not include a separate gender strategy but the project team did collect sufficient sex-disaggregated information *during* the implementation period albeit not systematically through one M&E specialist, but different staff members collected that information in an ad hoc manner. In conclusion, in hindsight the evaluation question of what could have been done differently can be answered with: Include a dedicated gender strategy (see also the respective Recommendation in Section 4.2) and collect sex-disaggregated information systematically preferably by an M&E specialist. Considering that the project deals with decent work at and through workplaces it is the more important to include the following in a possible gender strategy: the promotion of Convention 190 (2019) on Violence and Harassment, Convention 156 on Workers with Family Responsibilities dealing with Unpaid Care Work, as well as issues concerning Women in Leadership/Entrepreneurship.

Other Cross-Cutting Issues

Culturally sensitive strategies were included in the project activities as far as relevant, for example in the risk assessment survey, in the E-OSH learning course and through the large number of partners involved in the project (for example the tripartite constituents, OSH Doctors, Journalists, and the youth in vocational schools and universities), as well as through the outreach to provinces and districts/cities (IPDN, schools, etc.) which is quite important in a vast country like Indonesia. In addition, the project really enhanced the culture of OSH through these activities.

Non-discrimination and disability inclusion did not receive much specific attention by the project per se, but the ILO Country Office is paying quite some attention to the topic of People with Disabilities for example through the support to the Indonesia Business and Disability Network (IBDN).

Environmental concerns were not explicitly included in this emergency COVID-19 response project.

International Labour Standards (ILS), Tripartism and Social Dialogue, as well as constituent capacity development were all key concerns in the present project and have received prime attention throughout the present evaluation report. This includes work on the new ILO Fundamental Conventions C.187 and C.155 which was discussed in Section 3.1 above. The project is to be commended for its great efforts to engage systematically with so many employers' and workers' organisations as well as with different departments of the Ministry of Manpower.

4 Conclusions and Recommendations

4.1 Conclusions

The conclusions of the present independent final evaluation are below analysed according to the seven evaluation criteria used throughout this report. The first criteria, **Relevance and Validity of Design**, consists of two elements. The evaluation found that the **Relevance** of the emergency project dealing with the COVID-19 response at and through workplaces has been very high throughout the project period which was marked by waves of COVID-19 infections and changing government regulations. All stakeholders underlined this high relevance, although the interest of enterprises in prevention measures waned quickly when the volume of infections decreased. As an emergency response the project has very directly responded to the needs and priorities of the beneficiaries, implementing partners and donor. It is clearly aligned with the *national* priorities in particular with the policies of the National Task Force on COVID-19 and with specific policies of the Ministry of Manpower (MoM), as well as with the (emergency) policies of the employers' and workers' organisations. Internationally, it is aligned with the United Nations Sustainable Development Cooperation Framework (UNSDCF) Indonesia 2021-2025 and to the Sustainable Development Goal (SDG) 8 on Decent work and economic growth. Within the ILO structures, it aligns with the Programme and Budget (P&B) 2020-21 and the Decent Work Country Programme (DWCP). The alignment with the emergency responses of the Government of Japan in Indonesia is also very clear. Overall, the project has been very *flexible* and *adaptive* in the way in which it has adjusted its activities in accordance with the changing needs and priorities of stakeholders due to the rapidly emerging situation of the COVID-19 pandemic.

Considering that it was an emergency response at one of the heights of the pandemic (notably the Delta variant), the **Validity of Design** was very appropriate with a straightforward LogFrame with one Outcome and two Outputs although maybe a bit ambitious for a project period of one year. The Theory of Change demonstrated a clear path of change. In terms of origins, the basis of the project was formed by a request from the Embassy of Japan to ILO Jakarta to develop a proposal on COVID-19 response at and through workplaces. It was found that it was a very timely and important programme in view of the pandemic.

In terms of **Coherence**, the project had synergies and some ad hoc collaboration with the DWCP and in particular with seven other projects implemented by ILO CO Jakarta which also deal with OSH issues. Such synergies provided sometimes opportunities to enhance the impact and/or sustainability of the project, for example, through the recently started collaboration between the ILO Jakarta and the Institute of Home Affairs Governance (IPDN). The project is further firmly embedded in the ILO Global Flagship Programme "Safety & Health For All" based in ILO HQ Geneva which is currently implementing and/or monitoring about 20 projects focused on OSH. By monitoring these projects and by sharing feedback and good practices/lessons learned among those projects, synergies and collaboration are enhanced.

In terms of **Effectiveness**, an impressive series of **Activities** with many different implementing partners were undertaken by the project. Annex 8 provides a full overview of all activities which were all completed as per 30 September 2022. The Activities listed in the original LogFrame (Annex 4) were changed substantially at the time of the request by the project to the Government

of Japan (in January 2022) for a *no-cost extension* of six months beyond March 2022. In fact, while the outputs and the outcome remained the same, most of the six activities of **Output 1** were changed with a more important role in contacting enterprises for the OSH Doctors (recruited through the IDKI) and for several employers' organisations in socializing their member enterprises. By necessity, the (inspection) visits to the workplaces and the monitoring of the actual improvement of prevention measures were left out of the revision which was logical considering that site visits were for long periods not allowed during the pandemic, and that it was at one point difficult to motivate enterprises to register as COVID-19 seemed 'under control'. With respect to **Output 2**, the main activities stayed more or less the same, but a number of new *sub-activities* were introduced such as intensification of cooperation with tripartite institutions, socialisation of Small and Medium-sized Enterprises (SMEs), one-minute video-making competition, competition for journalists, and the development of an E-OSH learning programme for vocational high school students (SMK) and first-year university students. Such additional activities were proposed in the request for the no-cost extension and were possible due to substantial savings made in logistics and in the development of the website for the Risk Assessment. The evaluation found that the additional project time span has indeed helped the project to effectively utilize the then remaining funds to the best interest of stakeholders.

Considering the impressive figures provided through creative monthly infographics (Annex 9), such as almost 2,400 companies registered and over 12,000 people participating in the E-OSH learning, it is concluded that both Outputs 1 and 2 were at least in part achieved. However, in how far the situation at the workplaces has actually *improved* is difficult to say as the visits to the registered enterprises were cancelled, and generally it is difficult for the OSH doctors to determine in how far the action plans had been implemented. The efforts in capacity building on OSH by the project ranged from in-depth quality level (five scholarships for ITC training), through various types of targeted trainings (of OSH committees, of trade union leaders, and of labour inspectors of the Indonesia Labour Inspection Association - APKI), to E-training with a giant outreach (E-OSH Learning for over 12,000 people). In short, Output 2 has been fully achieved. At the **Outcome** level we can conclude that the COVID-19 transmission prevention measures were indeed enhanced but since there was no specific target it is difficult to quantify this achievement.

The project cooperated closely with the various tripartite constituents and provided grants for agreed activities. Three strategies were developed collectively with the various *trade union* confederations, such the strengthening of regulation and reporting on OSH related to work accident, invigorate the role of OSH Committees, and strengthen the collective institutional and technical capacity of trade union confederations. Although these three strategies are still in the process of being implemented, as such it was important that this project raised the awareness on OSH issues within the Trade Union Confederations. Cooperation with the constituent employers' organisation, *APINDO*, included increasing awareness through sensitization and communication channels (social media), encouraging the enforcement of employers' and workers' compliance with health protocols in the workplace, and prioritize small and medium scale enterprises (MSEs) in the risk assessment service. Cooperation with the *Ministry of Manpower* (MoM) was channelled through the *Indonesia Labour Inspection Association* (APKI), a professional organization of labour inspectors under MoM. Strengthening and involving labour inspectors in preventing COVID-19 in the workplace is considered a necessity and the project has always invited and involved them to attend workshops as resource persons and participants. Through the cooperation with another ministry, MoEC RT, the project had a great outreach through promoting E-OSH Learning and board games with Vocational High School students (SMK) and first-year university students. The SMK teachers are certainly interested to use the E-OSH learning course in the next academic year as well.

The project encountered a number of **Challenges** during the implementation of which the waves of the COVID-19 pandemic and the resulting changing government regulations had the greatest impact, but the project quickly designed adequate adjustment strategies. Other challenges include for example the declining interest of companies in OSH measures once infections start to decrease, the project work is for implementing partners additional to their regular work, the continued perception of companies that OSH is a cost factor instead of a tool for enhancing productivity, and the lack of face-to-face contacts during the lockdowns. The progress of the project was facilitated by several pertinent **Success Factors** such as: The project was very timely with initially a great interest in OSH among entrepreneurs and workers; the support of the MoM; the gradual buy-in from the key stakeholders; the extensive and effective engagement and communication with the stakeholders by the project; the skilled and well-balanced project team; the credibility provided by the involvement of the OSH doctors; and The involvement and flexibility of the Government of Japan and of the ILO Country Office in contributing to the adjustments of the project activities.

The *management arrangements* were generally solid although there was no *tripartite* monitoring through a Project Advisory Committee (PAC). This was initially foreseen (cf. PRODOC), but BAPPENAS and MoM advised against such a PAC because the project was already required to report to the National Task Force on COVID. In addition, there was no urgency for a PAC for a one-year project. In terms of oversight and financial and administrative management the project has been very well embedded in the structures of the ILO Country Office. The Project Team was relatively large with seven national staff members, but it was well-balanced although an M&E expert could at times have helped in monitoring. Reporting has been conducted on time and complete following the requirements of the Embassy of Japan.

Communication activities by the project team have been extensive in this COVID response emergency project and has been appreciated by the interviewed stakeholders. The intensive collaboration with MoM/APKI, employers' organisations and trade union confederations demonstrates this point. The infographic (Annex 9) indicated that in total 446 news items were generated and the Annual Progress Report provided extensive communication materials and media coverage. The project is in regular communication with the Embassy of Japan in Jakarta and the visibility of the donor has been safeguarded at all times. Lastly, the *Risk Register* has been used well as a monitoring instrument identifying six key potential risks for the project as well as proposing various necessary mitigation measures for each risk (Annex 5).

The financial resources and other inputs have been strategically allocated and **Efficiently** used to achieve the expected outputs and outcome with the necessary adjustments in activities. There were relatively substantial *savings* due to reduced costs for travel as a result of lockdowns and due to economizing on the website development. These savings were re-allocated and used for the additional activities at the time of the no-cost extension. At first, the delivery rate was very slow but in the early part of 2022 spending quickly accelerated, and by the end of the project most of the funds will have been spent. In terms of budget categories, the largest amount (over 38%) was spent on Output 2, followed by Output 1 while the expenditures for the project team were quite modest also considering the size of the team.

The PRODOC does not include a comprehensive *Exit Plan* to ensure the **Sustainability** of the results; this is understandable as it concerned an emergency project developed at very short notice. Nevertheless, a number of *positive inroads* into the sustainability of results were made. The Risk Assessment Service through the website is here to stay and can be used by partners

and enterprises, although the involvement of the OSH Doctors is crucial and needs to be guaranteed either through government channels, or through a follow-up project phase. Several steps have been made to start changing the Culture of OSH in terms of awareness raising, understanding and knowledge of OSH measures. The capacity building efforts are certainly durable, and the E-OSH Learning course can be used by different partners independently (e.g. BLKs). Significantly, the project has engaged with two other ministries (than MoM) to include E-OSH learning in some of their curricula which have enormous potential for outreach and sustainability (MoEC – RT and IPDN/MoHA). The strategies implemented with the Union Confederations as well as those with APINDO also include elements of sustainability.

A different element of Sustainability is **Ownership** of the ILO tripartite constituents, enterprises, and other relevant stakeholders. Despite some drawbacks in this respect, such as the short project period with a focus on 1,500 companies and the large number of stakeholders involved, the evaluation found some signs that ownership has been enhanced among selected partners in particular among MoM, trade union confederations and employers' organisations, in particular APINDO and PHRI.

In order to enhance the sustainability of the results of the project, a proposal was developed for a follow-up project and submitted to the Government of Japan of which the result is expected in early 2023. This is quite important since selected project results, such as the continuation of the risk assessment service and the implementation of the strategies developed jointly with APINDO and with the Confederations, are generally only likely to be durable *if* a follow-up phase or project can solidify and continue activities that were already initiated, in other words when a follow-up project can build on the results of the current project. All stakeholders indicated that they would very much value if the cooperation with ILO can be continued after the present project ends.

In terms of **Impact**, the project has certainly contributed to achieving the ILO Country Programme Outcome (IDN152), the ILO P&B 2020-21 Outcome 7 and SDG Target 8.8 as shown by the fact that many enterprises have registered with the risk assessment service or have even developed and implemented action plans, and that the awareness and capacity building activities of the project have enhanced the readiness of workers and employers alike to consider OSH as important at the workplace. The communication activities and the sharing of knowledge and of good practices have further engrained OSH issues in the society at large.

A number of *intended changes* have been observed and following the Theory of Change, the impact has been to a certain degree on the following three areas: Certain enterprises have enhanced COVID-19 transmission prevention; Many workers have adapted their behaviour to reduce the spreading of the virus; and OSH measures at certain workplaces have been improved. In numerical terms, the project achievements provide a clear sense of impact: almost 15,000 people reached, 2,400 companies registered, and over 12,000 people participated in the E-OSH Learning. The awareness of the importance of OSH increased substantially among the project's partners and in society at large. In addition, the project has contributed substantially to the strengthening of the capacities of the Ministry of Manpower/APKI and the employers' and workers' organisations to develop policies and measures that promote OSH at the workplace and as a culture.

Unintended changes apply to changes unforeseen in the original design and these were often caused by the unexpected waves in the COVID-19 pandemic, and concerned the additional activities included by the project team at the time of the no-cost extension. It was found that these resulted in enhanced awareness of OSH among broad groups in the society. The project did not

make a significant direct impact on the *re-opening* of Indonesian enterprises but, indirectly, through enhancing COVID prevention measures and OSH, it may have been stimulated.

Among the *Cross-cutting issues*, the project design lacked a clear *Gender Equality* strategy, and only one of the 12 activities in the original LogFrame specifically targeted women. However, the project team itself is clearly gender sensitive as well as gender balanced, figures on project achievements are often sex-disaggregated, and gender issues were included in the risk assessment service survey. An important achievement of the project was that out of the 14,815 people reached through various outreach dialogue events on OSH issues no less than 42 % were female. To be sure, the project design was for an *emergency project* that was developed in a *very short time* to the immediate request of the Embassy of Japan in Jakarta under conditions of great duress during one of the heights of the COVID-19 pandemic. *Culturally sensitive strategies* were included in the project activities, for example in the risk assessment survey, in the E-OSH learning course and through the large number of different partners involved in the project, as well as through the outreach to provinces and districts/cities (important in a vast country like Indonesia). In addition, the project really enhanced the culture of OSH through these activities. *Non-discrimination and disability inclusion* and *Environmental concerns* did not receive much specific attention. Lastly, *International Labour Standards (ILS)*, *Tripartism and Social Dialogue*, as well as *constituent capacity development* were all key concerns in the present project and have received prime attention throughout the present evaluation report.

4.2 Recommendations

The recommendations formulated on the basis of the findings of the present independent final evaluation are as follows:

1. Because the project would require a follow-up phase in order to make the project results genuinely sustainable and to have more impact in the future, **monitor the approval procedure of the Government of Japan with respect to the proposal submitted by the project team for a follow-up project.** As the result of this procedure is expected only in early 2023 due to the budget cycle in Japan, the ILO Country Office (CO) should investigate and/or monitor also other development partners/donors concerning their interest in a similar project. Such a follow-up project design should include the promotion of the ratification and the subsequent implementation of **ILO Convention No. 155** especially since it has been considered recently by the ILC (June 2022) as one of the Fundamental Conventions.

Responsible Unit			Priority	Time Implication	Resource Implication
ILO-CO, LABADMIN/OSH,	ILO-ROAP,	ILO-	High	Coming months	None
Embassy of Japan					

2. **Consolidate the outcomes and outputs of the present phase by discussing long-term strategies with the key stakeholders.** Investigate ways to **bridge the gap** to a new project in early 2023 and to keep the momentum going and investigate ways to maintain a part-time core team (of 1 or 2 team members) to maintain the interest of the stakeholders. This will also depend on the ability of the ILO Country Office to continue supporting selected stakeholders even without specific Development Cooperation projects.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, ILO-HQ, Tripartite Constituents and other key stakeholders	Very High	Coming months	ILO-CO/HQ (possibly funds from CO, XBTC or RBSA)

3. **Create a Repository of all documents as a legacy of the project, including the digitisation of training modules.** This should, for example, refer to the project website, the Risk Assessment Service, the E-OSH Learning, the Dashboard, and include links to key implementing partners as well as to the ILO Global Flagship Programme “Safety & Health for All” based in ILO HQ Geneva.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, ILO-ROAP, LABADMIN/OSH, Tripartite Constituents and other key stakeholders	High	Coming months	None

4. While in the present project a relatively large number of very different partners have been involved going well beyond ILO’s traditional tripartite constituents, this useful and creative experience has created the important opportunity now to **focus on the most promising partners and/or activities in the design of a follow-up phase.**

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, ILO-ROAP, LABADMIN/OSH, Tripartite Constituents and other key stakeholders	Medium	2023	Design of follow-up project

5. **Partners and activities with a broad societal outreach to make OSH issues more widely known should be considered with priority.** This applies to the tripartite constituents, including the Ministry of Manpower’s Vocational Training Centres (BLK), but also to two other ministries. **Firstly**, the project cooperated with the **Ministry of Education, Culture, Research and Technology (MoEC RT)** to include the E-OSH learning in the teaching programme of the Vocational High School students (SMK) and first-year university students. While the SMK teachers are planning to use the E-OSH learning course in the next academic year as well, it would be sustainable if it could perhaps be included in that part of the Curriculum called “Project based learning”.

Some specific suggestions can be made for the improvement of the E-OSH learning:

- Update the E-learning and provide a (annual) refresher course for teachers.
- Add a Teachers’ Handbook with the teaching strategy and a PowerPoint Presentation because internet is not always easily accessible for students.
- The OSH materials could be included into the Independent Teaching Platform (*Platform Merdeka Mengajar*) of MoEC RT so it can be accessed by all schoolteachers.
- Add more specific information on OSH in selected sectors.

- Consider to designate selected schools (if possible “licensed by ILO”) that could function as a Trainer of other schools (a kind of ToT).

Secondly, the Institute of Home Affairs Governance (IPDN) under the Ministry of Home Affairs (MoHA) trains 6,000 students per year who will become potential leaders in the provinces and districts/cities, and thus has a significant impact and a vast outreach throughout the country. IPDN is interested to include the OSH learning in the curriculum, and it could be inserted into their “extra-curricular” (awaiting the time-consuming inclusion in the curriculum itself).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, MoM (BLK), MoEC RT, IPDN/MoHA, Social partners	Medium	2022-2023	Part of the budget of the Government of Indonesia

6. Include a Gender Equality Strategy in a follow-up action from the design stage in order to mainstream gender and to allocate dedicated resources to this strategy. Pay thereby attention to:

- Promotion of ILO Convention 190 (2019) on Violence and Harassment.
- The promotion of Convention 156 on Workers with Family Responsibilities, taking into account the plight of Unpaid Care Workers.
- The promotion of Women in Leadership and/or Entrepreneurship, including the involvement of organisations that specifically represent women entrepreneurs.

If possible, consider elaborating in the project design on aspects of *disability inclusion*.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, ILO-ROAP/DWT, Tripartite Constituents, Organisations representing Women Workers/Entrepreneurs	Medium	Coming months	Design of follow-up project

7. In a follow-up phase, make sure that one of the project staff members will have specialised M&E skills.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, ILO-ROAP	Low	2023	Design of follow-up project

8. Since the perception of trade union members about OSH measures does not often has their priority attention and is certainly secondary to the issue of wages increases, continue the awareness raising activities with the Trade Union Confederations through the three strategies developed in the present project which would benefit the Collective Bargaining processes.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, Trade Union Confederations, ILO ROAP	Medium	2022/2023	Budget for a possible new intervention

9. Explore the innovative policy in the Philippines of the Department of Labour and Employment (DOLE) of having the requirement of a safety-seal, including OSH requirements, before a company can re-open again for a possible implementation in Indonesia in the future.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-CO, ILO-ROAP, MoM, Social partners, DOLE (Philippines)	Medium	2022/2023	Budget for a possible new intervention

10. In an *emergency project design*, with a relatively *short preparation time* (mandated by the donor) the procedures within the ILO should be somewhat relaxed to accommodate the speed of having to start the activities *earlier* rather than later, and this includes human resources procedures and procedures notifying other ILO Departments and Offices.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO-HQ (Human Resources Department, PARDEV and others)	Medium	2023	None

5 Lessons Learned and Good Practices

This chapter identifies two lessons learned (LL) and two good practices (GP) from the experience gained by the evaluation in the present report.

Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The present evaluation has identified two Lessons Learned (LL) and these are briefly introduced below while the full descriptions in the ILO/EVAL Templates are included in Annex 12.

LL1 – The changing government regulations reacting to the ups and downs of the COVID-19 pandemic affects strongly the participation of companies in the Risk Assessment Service.

LL2 – Online Capacity Building is less effective than when it is conducted face-to-face.

Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The present evaluation has identified two Good Practices (GP) and these are briefly introduced below while the full ILO/EVAL Templates are included in Annex 12.

GP1 - In an emergency project with relatively brief design and preparatory phases it is crucial that all parties, including project team, ILO Country Office, donor and key stakeholders, are flexible and jointly make sure that adjustments are swiftly implemented when the emergency situation calls for that.

GP2 - The regular and intensive communication by the project team with the tripartite stakeholders and with other stakeholders in Indonesia has made it possible to complete the majority of the project activities (original and adjusted) during the no-cost extension phase of six months.

Templates in Annex 12

The ILO/EVAL Templates with the full description of these Lessons Learned (LL) and Good Practices (GP) are provided in Annex 12.

ANNEXES

Annex 1: Terms of Reference (TOR)

Terms of Reference Independent Final Evaluation

Title of the Project being evaluated	Enhancing COVID-19 Prevention at and through Workplaces
Project DC Code	IDN/21/01/JPN Linked to CPOs IDN 151 & IDN152
Administrative Unit in charge of the project	CO-Jakarta
Project dates	1 April 2021 – 31 March 2022 (12 months) and extended by 6 months to 30 September 2022
Unit responsible for technical backstopping	LABADMIN/OSH
Timing of evaluation	Final
Type of Evaluation	Independent evaluation
Donor	Government of Japan, Ministry of Foreign Affairs
Budget	USD 1,636,363.00
Evaluation data collection dates	03 -16 August 2022
TOR preparation date	January 2022
Evaluation Manager	Surkafa F Katafono, Project Coordinator, CO-Suva

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1. Background Information

The COVID-19 pandemic affected over 29 million workers in Indonesia as of August 2020, adding to the existing pool of about 7 million jobseekers who face significant difficulties in finding a job and exacerbating a labour market recovery that is lagging behind an economic recovery. Results of the labour force survey of August 2020 revealed that 2.6 million workers lost their jobs due to the pandemic, and as many as 24 million workers suffered from cuts in hours of work and wages, suppressing the average wage by 5.2 per cent between August 2019 and August 2020.

While the COVID-19 vaccination brings hope of economic recovery, there is an urgency to save jobs and at the same time, create jobs for Indonesia to emerge from COVID-19 crisis stronger and productive. Since the majority of workers and their family members rely on income from work for their livelihoods and welfare, maintaining economic activities while reducing infection risks at workplaces is of crucial importance in Indonesia. It is therefore urgent to save jobs and at the same time create jobs. This Project **“Enhancing COVID-19 Prevention at, and, through Workplaces”** was developed with the purpose of saving jobs, as well as creating jobs.

This Terms of Reference (ToR) is for an independent final evaluation of the 18-months Project entitled **“Enhancing COVID-19 Prevention at, and, through Workplaces”** which aims to enhance COVID-19 prevention measures at and through workplaces amidst of the pandemic with funding support from the Government of Japan. Key partners include the Ministry of Manpower, Indonesia Occupational Doctors Association, Employers' Association of Indonesia (Apindo) and Trade Union Confederations and Embassy of Japan in Jakarta continue to work together.

Theory of Change for the Project

The Project supported Indonesian enterprises to re-open and take business operations back to a reasonable pre-Pandemic level. As a result, the unemployed find jobs and workers whose hours of work were curtailed work full-time again and see their incomes increase. Additionally, workers benefit from improved safety and health at workplaces. And as a nation, Indonesia resumed its march towards achieving the Sustainable Development Goals (SDGs).

The Theory of Change worked on the following premise:

If,

- 1) enterprises are technically assisted and equipped with appropriate workplace COVID-19 prevention measures;
- 2) public health and a hygiene culture is promoted and implemented by workers and employers; and
- 3) Risk of Virus transmission at work is mitigated,

then, enterprises can resume and increase operations and generate more work hours, providing workers with opportunities to benefit from safe and healthy workplaces and earn sufficient wages to assure decent life for their families.

2. Purpose and Objectives of the Evaluation

The Project goal is to enhance COVID-19 prevention measures amidst the pandemic by improving safety and health for workers at their workplaces. The ILO has generated the national guidelines on COVID-19 prevention at workplaces with the government and social partners. Based on the national guidelines and international good practices, the Project provided technical assistance to 1,500 workplaces to ensure necessary COVID-19 preventive measures are implemented. Through knowledge-sharing and awareness raising activities, the Project promoted preventive measures against the new coronavirus in at least 1,500 additional workplaces. It also strengthened the capacity of the government, workers' organizations and employers' organizations so that they can effectively cope with the pandemic today and any public health crisis in the future.

Purpose

The main purpose of this independent final evaluation is to provide accountability to constituents and donors and also for learning through evaluating the Project's overall performance and to document good practices and lessons learned emerging throughout the project cycle.

The findings, lessons learned, and good practices provided by this evaluation will contribute to the improvement of the ILO similar project/programme in the future, particularly in the area of OSH crisis recovery and prevention.

Objectives

The overall objective of the independent final evaluation focuses on assessing the effectiveness of the Project in achieving its intended results. The evaluation will apply the OECD/DAC criteria, United Nation Evaluation Group (UNEG)'s Evaluation criteria (such as relevance, coherence, efficiency, impact, sustainability of the project) and other ILO cross-cutting concerns.

The specific objectives of this final evaluation are to assess the extent to which the Project's expected results have been achieved, the extent to which the Project has made a difference in the re-opening of Indonesian enterprises with operations targeting pre-pandemic levels. As a result, the unemployed find jobs and workers whose hours of work were curtailed work take up full-time jobs again and see their income increased. Furthermore, workers continue to benefit from improved safety and health at workplaces and as a nation, Indonesia resumes its march towards achieving the Sustainable Development Goals (SDGs). It will also examine other aspects of the Project from relevance, coherence with other crisis recovery and prevention, skills development, and employment creation especially for vulnerable groups, green works and local economic development and initiatives at local and national levels, and efficiency on resource utilisation. The evaluation will document good practices and lessons learned for future similar projects. It should also contribute to improving programming strategies and the approaches of ILO programming.

3. Evaluation Scope.

This independent final evaluation will cover all interventions under the Project from the Project inception until the time that the evaluation is carried out in late July-Aug 2022. The evaluation will examine the Project's performance in relation to ILO's cross-cutting issues on gender, labour standards, social dialogue, and environment.

The evaluation will integrate gender dimension, disability inclusion and other non-discrimination issues as cross-cutting concerns throughout the methodology, deliverables, and final report of the evaluation.

The evaluation will give specific attention to how the project is relevant to the programme and policy frameworks at the national and global levels, UN Sustainable Development Cooperation Framework (UNSDCF), national sustainable development strategy (or its equivalent), and other relevant national development frameworks. It should, in particular identify the good

practices and lessons emerging from the implementation of this project. The identified good practices/lessons should elaborate on the facilitating and inhibiting factors that were critical from a learning point of view.

Target Beneficiaries

- The Project targeted 1500 workplaces as direct beneficiaries of the Project, with a focus on the greater Jakarta area where cases of COVID-19 infection and businesses are concentrated in. It also actively shares knowledge with at least an additional 1,000 non-target enterprises through webinars on a voluntary basis.
- Indirectly, hundreds of thousand workers benefited from this Project as their workplaces implemented appropriate measures against COVID-19, following health and hygiene protocols.
- JETRO and the Japanese Embassy in Jakarta played an important role in helping the Project reach out to Japanese companies.

Implementing partners and their roles

The ILO Country Office for Indonesia and Timor-Leste (CO-Jakarta) administered the Project and incurred the responsibility for effective implementation and sound financial management. The Project was technically supported by ILO Headquarters Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) of the Governance and Tripartism Department (GOVERNANCE), as well as by the Regional Office for Asia and the Pacific (ROAP).

A Project Advisory Committee (PAC) was established to ensure national ownership and the sustainable implementation of the Project. The PAC consisted of 5 to 8 members including senior representatives of relevant government ministries, Indonesia Employers' Association (APINDO) and trade union confederations, as well as a public health expert. It met quarterly every three months and the Project served as the Secretariat of the PAC.

The Indonesian Government, especially the Ministry of Manpower (MOM) at a meeting in November 2021, suggested that in the context of COVID-19, such a Project only needs to pay attention to information, views, and input from the National Task Force on COVID-19. As long as the Project refers to situations disclosed by the National Task Force, a PAC is not required.

Institutional arrangement

The Project document required the Project to update the Project Advisory and Review Committee on a regular basis and that quarterly meetings of the PARC are held regularly to discuss the status of Project outputs and activities as well as the potential need for corrective actions.

The responsible chief of this Project is the ILO's Country Director, Michiko Miyamoto. Employment Specialist in the same office, Kazutoshi Chatani, will direct the Project and supervise the team which consists of seven project staff members as listed below. Dr. Yuka Ujita, ILO's Technical Specialist on Occupational Safety and Health, and her colleagues provided technical support to the Project from HQ. The Project engaged 25 assessors and 30 analysts as external collaborators. OSH specialists in ILO HQ and its regional office in Bangkok guided and supported the Project team.

Project team structure:

- Senior National Project Officer (Project lead)
- 2 National Project Officers (Operation managers)
- Communication and external relations Officer
- Administration and Finance assistant
- 2 Operation assistants

Project staff members performed the duties and responsibilities specified in their respective job descriptions. The Project Manager supervised the day-to-day work of the team and the Employment Specialist oversaw the overall performance of the team.

Clients

The clients and users of this independent final evaluation include the Project team, the ILO management at country, regional, and headquarters levels, the ILO tripartite constituents, the Project partners, and the Japanese government as the main financing partner of this Project.

The Evaluation will ensure that the issues and inputs from stakeholders/tripartite constituents are adequately covered in the findings of the evaluation and they will have the opportunity to provide inputs and feedback throughout the evaluation process.

4. Evaluation Criteria and Questions

The Evaluation will be conducted in compliance with the UNEG Evaluation's Norms and Standards and with the principle for programme evaluation set forth in the ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th edition (Aug 2020).

Key evaluation questions.

Relevance and validity of design	<ul style="list-style-type: none"> To what extent has the Project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other Project stakeholders during the COVID19 pandemic?
Coherence	<ul style="list-style-type: none"> Have there been any synergies/collaboration between the Project and other initiatives in the area? If so, to what extent these synergies/collaborations enhance the impact of the Project and its sustainability?
Effectiveness	<ul style="list-style-type: none"> Have the Project's planned outputs and outcomes been achieved? What factors have contributed for the attainment? If not, what are the constraints?
Efficiency	<ul style="list-style-type: none"> Have the financial resources and other inputs been strategically allocated and efficiently used to achieve the expected outputs and outcomes? Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the Project in doing so? To what extent has the management model (i.e., organisational structure; information flows; decision-making in management) been efficient in comparison to the outputs and outcomes attained?
Sustainability	<ul style="list-style-type: none"> What strategies have the Project employed to ensure the sustainability of the Project results? To what extent they have been effective? Are the Project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the Project ends? What is the evidence? What are the major factors that will have or have influenced the continuity of the project's activities and

	benefits? Is there any needed support to ensure the sustainability of Project's benefits? If so, what is it?
Impact	<ul style="list-style-type: none"> • To what extent has the Project contributed to achieving ILO Strategic Policy Outcome, ILO Country Policy Outcome, and Sustainable Development Goals? • What changes, intended or unintended, have been observed from partners (community contractors, government, workers, community members) resulting from engagement to the Project?
Cross-cutting issues	<ul style="list-style-type: none"> • To what extent has the Project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive?
Lessons learned and best practices	<ul style="list-style-type: none"> • What challenges did the Project encounter during the implementation? How have these challenges been addressed? • What are the best practices that emerged throughout the Project cycle that can be replicated by other similar Projects in the future? How effective has the Project been in communicating them to wider audiences?

5. Cross-cutting issues/ issues of special interest to the ILO

The ILO has accumulated global knowledge on Occupational Safety and Health (OSH), which bolsters the technical strength of the ILO as the designer and the main implementer of the Project. ILO has published various tools to address COVID-19 related issues including a guide on a safe return to work and the ILO has adopted international labour conventions and recommendations on OSH, including the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) and the Occupational Safety and Health Convention, 1981 (No. 155). ILO stands ready to prevent the spread of the virus at and through workplaces and facilitate business re-opening.

The Project built the capacities of 200 trade union officials (of which at least 100 are women) on OSH with a focus on COVID-19 prevention, and assisted them to organize information sessions to raise awareness amongst women, including disabled persons and youths.

The United Nations Sustainable Development Cooperation Framework (UNSDCF) Indonesia 2021-2025 aims to empower institutions and people to generate higher value-added and facilitate inclusive economic transformation under the Outcome 2 of the Framework. Swift adaptation to the requirements of so-called “New Normal” is an important prerequisite of achieving the ambitions expressed in Outcome 2. The project contributes to the Sustainable Development Goal (SDG) 8: Decent work and economic growth. It is relevant to SDG target 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

6. Methodology

The evaluation should adopt multiple methods with analysis of both quantitative and qualitative data to capture the project contributions to the achievements of expected and unexpected outputs and outcomes. The collected data will be triangulated to ensure validity and rigour of the evaluation findings.

The methodology should include examining the intervention’s Theory of Change with particular attention to the identification of assumptions, risks and mitigation strategies and the logical connect between the levels of results and their alignment with ILO’s strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

In all cases, evaluators are expected to review and analyse all relevant information sources, such as project progress reports, project concept note, monitoring plan, minutes of Committee meetings and any other documents that may provide evidence for judgements. The information sources are to be provided by the project team.

The evaluators are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool to collect relevant data. Given the current context of the COVID-19 pandemic, face-to-face data collection may be limited. The evaluators should therefore consider using online data collection tools to the extent possible. The evaluators will make sure that the voices, opinions, and information of targeted participants of the project are taken into account with respect of cultural norms. Moreover, the data and information should be collected, presented and analysed with appropriate gender disaggregation. Gender concerns should be addressed in

accordance with ILO Guidance note 4: “Integrating gender equality in monitoring and evaluation”.

The methodologies and techniques to be used in the evaluation should be described in detail in the inception report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, surveys, or participatory techniques. The independent final evaluation will comply with evaluation norms and standards and follow all ethical safeguards and principles as specified in ILO’s evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as Evaluation Quality Standards.

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

7. Main Deliverables

The evaluators will deliver the following main outputs:

- **Deliverable 1: Inception report and workplan**
 - The evaluators will draft an inception report upon the review of the available documents and conduct briefings/initial discussions with the project team, relevant ILO officials/specialists and the donor.
 - The inception report will include among other elements, the evaluations questions, data collection methodologies and techniques and evaluation tools. The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.
 - The inception report will be prepared as per the EVAL Checklist 3: Writing the inception report, and approval by the evaluation manager.
- **Deliverable 2: Stakeholder workshop/debriefing (online)**
 - This workshop is to present the preliminary findings of the evaluation. At the end of the data collection, the evaluation team will present preliminary findings for validation with key stakeholders.
 - The project team will provide necessary administrative and logistic support to the organisation of this online stakeholder workshop/debriefing

- **Deliverable 3: Draft evaluation report**
 - The draft evaluation report will be prepared in accordance with the “EVAL Checklist 5: Preparing the Evaluation Report”, which will be provided to the evaluators.
 - The draft report will be improved by incorporating comments and feedback from key stakeholders including but not limited to the evaluation manager, project team, ILO officials concerned with this evaluation and project, the donor, and project partners.
 - Comments from stakeholders will be consolidated by the evaluation manager and will be shared to the evaluators to incorporate them into the revised evaluation report.
 - Two or three rounds of comments can be expected including comments from ILO Evaluation Office.
- **Deliverable 4: Final evaluation report**
 - The final evaluation report will include stand-alone evaluation summary (in an ILO standard format).
 - The final report should not be more than 30 pages (excluding annex). Findings and results should follow logically from the analysis, be credible, and clearly presented together with analyses of achievements and gaps.
 - The evaluator will incorporate comments received from ILO and other key stakeholders into the final report.
 - The report should be finalised in accordance with the EVAL Checklist 5: Preparing the Evaluation report.
 - The evaluation report will be considered final only when it gets final approval by the ILO Evaluation Office. The quality of the report will be assessed against the relevant EVAL Checklists (See Checklist 6 Rating the quality of evaluation report, in Section 12).

The report and all other outputs of this evaluation must be produced in English. All draft and final reports, including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with Microsoft Word for Windows.

Draft and Final evaluation reports must include the following sections:

1. Cover page – Using standard ILO format
2. Acronyms
3. Executive Summary (using the ILO standard format) with key findings, conclusions, recommendations, lessons and good practices (each lesson learned and good practice need to be annexed using the ILO standard format)

4. Description of the programme and its intervention logic
5. Purpose, scope, and clients of the evaluation
6. Evaluation questions
7. Methodology and limitations
8. Presentation of findings for each criterion
9. A table presenting the key results (i.e., figures and qualitative results) achieved per objective (expected and unexpected)
10. Conclusions and recommendations, including to whom they are addressed
11. Lessons learned (will also be annexed using the ILO standard format), good practices and models of intervention, and possible future direction
12. Appropriate annexes including but not limited to ToR, list of meetings and interviews with stakeholders, lessons learned and good practice (using the ILO standard format), and other relevant documents
13. Standard evaluation instrument matrix

8. Management Arrangements & Work Plan

The final evaluation process will be carried out between July and August 2022.

The final evaluation managed by the Project Coordinator based in the Country Office for Pacific Island Countries in Suva, Fiji and will be conducted by independent evaluators to be recruited by the evaluation manager. Key stakeholders, including tripartite constituents, project partners, the donor - the Government of Japan, through the Ministry of Foreign Affairs, and the ILO's Employment and Occupational Safety and Health specialists, which are the technical backstopping units in Geneva, and the ILO Country Office in Indonesia will be consulted throughout the evaluation process.

The evaluation manager is responsible for the overall coordination and management of this evaluation. The manager of this evaluation is Surkafa Katafono, National Programme Officer, CO-Suva, Fiji. The final evaluation report will be quality checked by the Regional Evaluation Officer and approved by the ILO Evaluation Office. The evaluation manager will consult all key stakeholders before finalising the ToR and they will have an opportunity to provide inputs and comments to the evaluators during the data collection and reflection process.

The evaluation team will be composed of an International Evaluator (team leader) and a National Evaluator (team member).

International evaluator qualifications

The table below described desired competencies and responsibilities for an international evaluator (team leader)

Profile	Responsibilities
<ul style="list-style-type: none"> • No previous involvement/engagement in the design and delivery of the Project • Minimum seven years of experience in conducting project evaluations; • Knowledge of, and experience in applying, qualitative and quantitative research methodologies; • Have proven knowledge of Occupational Safety and Health, • Knowledge of, and experience in gender issues will be an advantage; • Knowledge of ILO’s roles and mandate and its tripartite structure; • Knowledge of the UN evaluation norms and its programming; • Excellent analytical skills and communication skills; • Excellent report writing skills in English; • Ability to use on-line application tools for data collection (online survey, interview, and stakeholder workshop) 	<ul style="list-style-type: none"> • Conduct evaluation and deliver all deliverables under this ToR • Desk review of project documents and other related documents • Develop evaluation instruments and draft inception report • Collect data from the project team, specialists, as well as other stakeholders • Design survey tool (if deemed necessary) • Facilitate stakeholder workshop/ debriefing with the programme and key stakeholders • Draft evaluation report • Finalise evaluation and report • Draft stand-alone evaluation summary as per standard ILO format

National evaluator qualifications

The table below described desired competencies and responsibilities for a national evaluator (team member)

Profile	Responsibilities
<ul style="list-style-type: none"> • Be a resident of Indonesia • Have no previous involvement/ engagement in the design and delivery of the Project • Minimum five years of experience in conducting project evaluations; • Knowledge of, and experience in applying, qualitative and quantitative research methodologies; • Have proven knowledge of OSH issues • Knowledge on Indonesia Regulation in relation with COVID-19 regulations, especially in relation to labour issues • Knowledge of gender mainstreaming, UN evaluation norms and its programming and the ILO's roles and mandate and its tripartite structure will be an advantage; • Excellent analytical skills and communication skills; • Excellent report writing skills in English; • Knowledge of local language • Ability to use on-line application tools for data collection (online survey, interview, and stakeholder workshop) 	<ul style="list-style-type: none"> • Desk review of project documents and other related documents • Assist the team leader in developing evaluation instruments including online survey and drafting inception report • Take part in the interviews with key stakeholders and assist in note taking during interview • Undertake field visit to conduct field data collection, if required • Assist in analysing quantitative and qualitative data • Assist the team leader in facilitating and participate in stakeholder workshop/debriefing with the project and key stakeholders • Contribute to the drafting of the evaluation report led by the team leader • Provide interpretation during the data collection as required • Other tasks requested by the team leader

The International Evaluator will report to the evaluation manager.

The project team will handle all contractual arrangements and provide logistic and administrative support to the evaluation throughout the process. They will also provide all relevant and updated project and non-project documents to be reviewed. Additionally, they will prepare an indicative list of stakeholders/partners/beneficiaries to be interviewed and facilitate the data collection to the extent possible but not to interfere with the independent process of evaluation.

It is foreseen that the duration of this evaluation will fall in July – September 2022 with the timeframe indicated in the below table.

Timeframe, tasks, and responsibilities

Task	Responsible person	Timeframe	Level of efforts (35 working days)
Preparation, sharing for feedback, and finalisation of the ToR	Evaluation manager, project team, and key stakeholders	June 15	
Approval of the ToR	Regional Evaluation Officer	July 01	
Call for Expression of Interest and recruitment	Project team	July 15	
A list of key stakeholders and their contact details prepared for data collection	Project team		
Ex-col contracts based on the ToR prepared/signed	Project team		
Briefing for evaluators on ILO evaluation policy	Evaluation Manager	21 July 2022 (TBC)	
Review project documents, prepare, and submit an inception report, including evaluability assessment of the project to the Evaluation Manager	Evaluators	Inception phase: 01-30 July 2022 Inception report submitted by 31 July 2022	7 working days
Approve inception report, including ensuring any necessary adjustments by evaluator	Evaluation Manager	03 August 2022	

Data collection with key stakeholders	Evaluators	3-16 August 2022	13 working days
Stakeholder workshop/debriefing	Evaluators, project team, and key stakeholders	18 August 2022 (TBC)	1 day
Draft evaluation report prepared and submitted to Evaluation Manager	Evaluators	19-28 August 2022 Evaluation report submitted by 01 September 2022	10 days
Sharing the draft report with project team and specialists for internal review (check factual errors, political sensitive content, etc.)	Evaluation Manager, project team, specialists	1-7 September 2022	
Sharing the draft report with all the concerned external stakeholders including the donor for comments	Evaluation Manager, project team, external stakeholders	7-15 September 2022	
Comments on the draft report collected and consolidated, and sent to the evaluators	Evaluation Manager, project team	17 September 2022	
Finalisation and submission of the report to the Evaluation Manager	Evaluators	18-21 September 2022	4 days
Review of the final report	Evaluation Manager	25 September 2022	
Submission of the final report to EVAL	Evaluation Manager	29 September 2022	
Approval of the final evaluation report	EVAL	31 September 2022	

9. Legal and ethical matters

The evaluation will comply with UN Norms and Standards. UN Evaluation Group (UNEG) ethical guidelines will be followed. The evaluator will abide by the EVAL's Code of Conduct for carrying out the evaluations. The evaluator should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

Evaluators should have personal and professional integrity and abide by the UNEG Ethical Guidelines for evaluation and the Code of Conduct for Evaluation in the UN system to ensure that the rights of individuals involved in an evaluation are respected. Evaluators must act with cultural sensitivity and pay particular attention to protocols, codes and recommendations that may be relevant to their interactions with women. Evaluators will be expected to sign the respective ILO Code of Conduct to show that they have read and understood the UNEG Code of Conduct for Evaluation in the UN System process.

Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

10. Documents to attach to the TOR

Annexed Project Documents (to be provided)

1. Project concept note
2. Project logical framework
3. Project work plan
4. Project monitoring plan
5. Project progress reports
6. Project pre-feasibility studies
7. Minutes of the Project Advisory and Review Committee Meeting (PARC) meetings

Other necessary Evaluation Documents to be downloaded

1. Code of conduct form (To be signed by the evaluator)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

2. Checklist No. 3 Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang-en/index.htm

3. Checklist 5 Preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang-en/index.htm

4. Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang-en/index.htm

• 5. There are new formats Lessons learnt:

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746820.pdf and good practice:

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746821.pdf;

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746822.pdf

6. Guidance note 7 Stakeholders participation in the ILO evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang-en/index.htm

7. Guidance note 4 Integrating gender equality in M&E of programs

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang-en/index.htm

8. ILO Handbook on “How to design, monitor and evaluate peacebuilding results in employment for peace and resilience programmes”

https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/instructionalmaterial/wcms_712211.pdf

Annex 2: Data Collection Worksheet

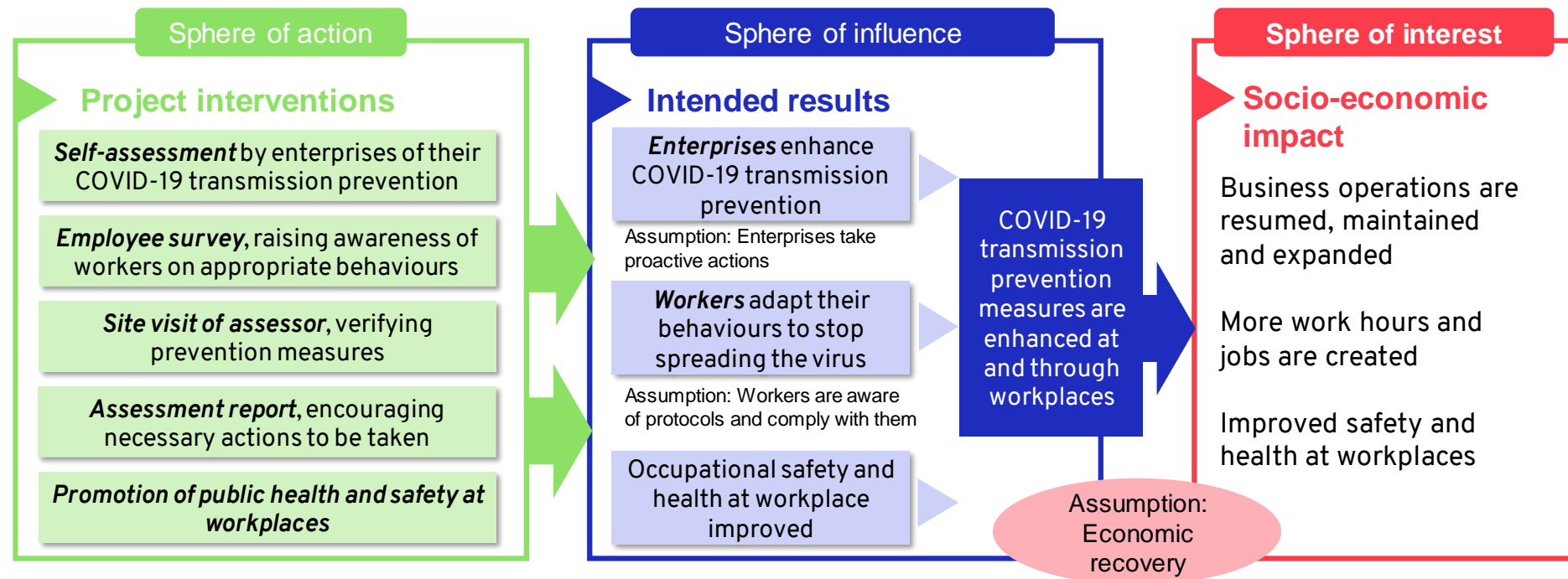
Below is the Data Collection Worksheet specifying the Evaluation Criteria and Questions, as well as the sources of data, stakeholder interviews and specific methods used in the present final independent evaluation (Source: Inception Report, 25 August 2022).

Evaluation Criteria and Questions	Sources of Data	Stakeholder Interviews	Specific Methods
A. Relevance and Validity of Design			
1) To what extent has the Project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other Project stakeholders during the COVID19 pandemic? To what extent the project was flexible and the way in which it has adjusted its outputs and outcomes in accordance with the rapidly emerging situation of the COVID-19 pandemic?	PRODOC, Policies of Governments and of Social Partners, Donor policy, UNSDCF, SDGs, ILO-DWCP, CPO & P&B	Tripartite Constituents, Donor, Project Team, ILO CO and experts	Documents review & Stakeholder Interviews
B. Coherence			
2) Have there been any synergies/collaboration between the Project and other initiatives in the area? If so, to what extent these synergies/collaborations enhance the impact of the Project and its sustainability?	PRODOC, UNSDCF, ILO-DWCP	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners, OSH Doctors	Documents review & Stakeholder Interviews
C. Effectiveness			
3) Have the Project's planned outputs and outcomes been achieved? In how far were the three premises of the ToC achieved? What factors have contributed for the attainment? If not, what are the constraints? (see next question)	PRODOC, LogFrame/ ToC, Annual and Monthly Progress Reports, No-Cost Extension Request, Pac Minutes & Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners, OSH Doctors	Documents review & Stakeholder Interviews
4) What challenges did the Project encounter during the implementation? How have these challenges been addressed? Which were the enabling/success factors?	Annual and Monthly Progress Reports, No-Cost Extension Request, Pac Minutes & Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners, OSH Doctors	Documents review & Stakeholder Interviews
5) How effective has the Project been in communicating the best practices that emerged throughout the Project Cycle to wider audiences?	Annual and Monthly Progress Reports, No-Cost Extension Request, Pac Minutes & Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners, OSH Doctors	Documents review & Stakeholder Interviews
D. Efficiency			
6) Have the financial resources and other inputs been strategically allocated and efficiently used to achieve the expected outputs and outcomes?	Financial Reports, Annual and Monthly Progress Reports, No-Cost Extension Request	Project Team, Tripartite Constituents, Donor, ILO CO and experts	Review of Financial Reports & Stakeholder Interviews
7) Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the Project in doing so?	Financial Reports, Annual and Monthly Progress Reports, No-Cost Extension Request	Project Team, Tripartite Constituents, Donor, ILO CO and experts	Review of Financial Reports & Stakeholder Interviews
8) To what extent has the management model (i.e. organisational structure; information flows; decision making in management) been efficient in comparison to the outputs and outcomes attained?	Financial Reports, Annual and Monthly Progress Reports, No-Cost Extension Request	Project Team, Tripartite Constituents, Donor, ILO CO and experts	Documents review & Stakeholder Interviews

E. Sustainability			
9) What strategies have the Project employed to ensure the sustainability of the Project results? To what extent they have been effective?	Progress Reports, No-Cost Extension Request, Pac Minutes, Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts	Documents Review & Stakeholder Interviews
10) Are the Project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the Project ends? What is the evidence?	Progress Reports, No-Cost Extension Request, Pac Minutes, Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners, OSH Doctors	Documents Review & Stakeholder Interviews
11) What are the major factors that will have or have influenced the continuity of the project's activities and benefits? Is there any needed support to ensure the sustainability of Project's benefits? If so, what is it?	Progress Reports, No-Cost Extension Request, Pac Minutes, Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners, OSH Doctors	Documents Review & Stakeholder Interviews
F. Impact			
12) To what extent has the Project contributed to achieving ILO Strategic Policy Outcome, ILO Country Policy Outcome, and Sustainable Development Goals?	Progress Reports, No-Cost Extension Request, Pac Minutes, Project documents	Project Team, ILO CO and experts	Documents Review & Stakeholder Interviews
13) What changes, intended or unintended, have been observed from partners (community contractors, government, workers, community members) resulting from engagement to the Project?	Progress Reports, No-Cost Extension Request, Pac Minutes, Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners	Documents Review & Stakeholder Interviews
14) To what extent has the Project made a difference in the re-opening of Indonesian enterprises with operations targeting pre-pandemic levels? (cf. ToR p. 5)	Progress Reports, No-Cost Extension Request, Pac Minutes, Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners	
G. Cross-cutting issues			
15) To what extent has the Project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive? In how far did the project integrate the criteria of the UN-SWAP on Gender Equality and Empowerment of Women (GEEW)? (cf. UNEG 2018, Annex 5). How well were the activities able to integrate 'Gender equality, disability and social inclusion' (GEDSI) into the activity? Given what we know now, what could have been done differently?	Progress Reports, No-Cost Extension Request, Pac Minutes, Project documents	Project Team, Tripartite Constituents, Donor, ILO CO and experts, Implementing Partners, OSH Doctors	Documents Review & Stakeholder Interviews

Annex 3: Theory of Change

Theory of Change Visualisation:



Source: PRODOC January 2021, Annex A.

Annex 4: Logical Framework (LogFrame)

The Logical Framework (LogFrame) is as follows:

Beneficiaries: 2,500 enterprises and their workers			
Project title: Enhancing COVID-19 Prevention at and through Workplaces			Project duration: 12 months
Results chain	Indicators	Means of verification	Assumptions
Impact: Business operations are resumed, maintained and expanded, jobs are created, and safety and health at workplaces improved			
Outcome 1 COVID-19 transmission prevention measures are enhanced	the number of enterprises that improved mitigation and prevention measures following project intervention	Project administration record	Findings of assessment leads to necessary actions to enhance COVID19 prevention measures..
Output 1.1 1,500 enterprises assess and improve their COVID-19	The number of companies that have generated and implemented action plans to fill gaps in COVID-19	Project administration record	Companies that receive assessment reports and recommendations are willing to plan

transmission prevention measures	transmission prevention measures (target: 1,500)		and take actions to make workplaces COVID-19 safe
Activity 1.1.1: Develop self-assessment tool, online employee survey, protocol for assessment visits, report format, and operation management system/application			
Activity 1.1.2: Recruit and train 25 assessors who visit workplaces for assessment and 30 analysts who analyse results of self-assessment and employee survey. Train internal assessors (service delivery model B). Train project staff.			
Activity 1.1.3: Advertise the assessment service through business associations and trade unions. Recruit 1,500 enterprises that sign up for the assessment.			
Activity 1.1.4: Conduct employee survey and implement self-assessment by enterprises, analyse data and prepare a summary outcome			
Activity 1.1.5: Assess COVID-19 transmission prevention measures at 1,500 workplaces			
Activity 1.1.6: Issue assessment reports and assist the enterprises in generating action plans. Monitor improvement of prevention measure			
Output 1.2 Share knowledge with at least additional 500 enterprises, raise awareness of 10,000 workers on OSH, and build capacity to cope with OSH issues	The number of participants in knowledge-sharing webinars (target: 500) The number of workers with improved understanding of their rights and responsibilities related to OSH and Covid-19 (target: 10,000)	Project administration record	Enterprises that learn good practices of preventing the spread of COVID-19 take actions and improve the safety and health of their workers.

Activity 1.2.1: Organize webinars for HR/OSH managers to share good practices and raise awareness on effective COVID-19 protocols

Activity 1.2.2: Raise awareness of 200 labour inspectors on COVID-19 prevention at workplaces

Activity 1.2.3: Communicate key information including good practices to a wider audience through web sites and social media

Activity 1.2.4: Support trade union confederations. Build capacity of 200 female workplace leaders on OSH with focus on COVID-19 transmission prevention so they can organize information sessions and raise awareness of at least 50 workers each on OSH at their workplaces, benefitting 10,000 workers in total.

Activity 1.2.5: Provide five scholarships (3 for government, 1 for workers' organization and 1 for employers' association) for ICT-ILO distance learning course on OSH (06 Sep 2021 - 14 Jan 2022).

Activity 1.2.6. Conduct capacity building activities on OSH at workplaces

Annex 5: Risk Register and its Update

In the below Table the original Risk Register (Annex C of the PRODOC 2021) is provided while the last Column provides an Update following the Annual Progress Report of March 2022:

Ref	Risk statement. The event we do not want to see and its potential impact on objectives	Comment Explain how the risk might arise and the importance of the impact	Measures currently in place to address this risk	Impact *)	Likelihood *)	Total	UPDATE as given in the Annual Progress Report (March 2022: 17-19).
	Less than 1,500 enterprises sign up for the assessment service.	Companies are reluctant to receiving a visit of external assessor and being assessed.	Communicate the importance of the assessment through business associations (e.g. KADIN, APINDO, JJC) and trade unions.	3	2	5	Risk has increased: The change that will be made is that the project will recruit participants through OSH training. Thus, the project will carry out OSH training for micro (with a minimum of 10 workers), small and medium-sized enterprises. The project will cooperate with MOM, particularly labor inspection units and productivity units, both at the national and regional levels.
	Project runs behind schedule due to high volume of operations	Project staff and advisors cannot handle a large volume of work in a timely manner	Establishes clear workflow and task distribution matrix. Use online system to save time and automate routine tasks.	4	3	7	Risk has decreased.
	Assessors are infected by COVID-19	While conducting assessment at workplaces or through daily life, assessors may be infected.	Train assessors to comply with strict health protocols. Remind advisors to follow the protocol from time to time.	4	3	7	Not applicable: It is not relevant since the strategy was changed: assessors or OSH doctors consult online
	Response rate of employee survey is below 20%	Employees neglect the request to fill in the survey	Request cooperation with the survey from human resource department of the company	3	2	5	Risk remained the same.

Ref	Risk statement. The event we do not want to see and its potential impact on objectives	Comment Explain how the risk might arise and the importance of the impact	Measures currently in place to address this risk	Impact *)	Likelihood *)	Total	UPDATE as given in the Annual Progress Report (March 2022: 17-19).
	Movement is restricted and company visit cannot take place.	The government implements a strict lock down policy	If this happens, re-schedule project activity plans flexibly. Should the disruption severely affect the project, communicate the issue and a revised work plan to the donor	4	3	7	Not applicable: It is not relevant since the strategy was changed: no activity to visit workplace
	Companies do not plan and implement necessary preventive measures recommended by the advisor	Because of budget constraints, companies cannot take recommended actions.	Communicate the importance of preventive measures to companies through employers' association and remind the responsibilities of employers to assure safety of workplaces	2	2	4	Risk remained the same.

*) The risks are assessed in terms of their impact and likelihood in the following scale: 1-very low, 2-low, 3-moderate, 4-high and 5-very high.

Annex 6: List of Stakeholders Interviewed

The list of Partners, Stakeholders and Beneficiaries interviewed for the present evaluation is indicated in the table below:

No	Day-Date	Time	Interviewee	Relevance	Method	Location
1	Wed, 24/8	14:00 – 15:00	Courtesy call Michiko Miyamoto, Director ILO CO Jakarta	Director	Zoom	
2	Thu, 25/8	15:00 – 16:00	Interview with Yuka Ujita, OSH Specialist, ILO BKK	OSH Specialist	Zoom	
3	Mon, 29/8	09:00 – 10:00	Discuss and interview with the Project Team (1) – Introduction and General Issues		Direct interview	ILO Jakarta
		10:00 – 11:00	Interview with Kazutoshi Chatani	Initiator of the Project	Zoom	
		11:30 – 12:30	Interview with the Project Team (2) – General Achievements		Direct interview	ILO Jakarta
		15:00 – 16:00	Interview with Grace Halim, Justine Tillier, and Mini Thakur (LAB/ADMIN – OSH GVA)	Safety and Health For All +	Zoom	
4	Tue, 30/8	10:00 – 11:00	Interview with Dr. Ghazmahadi, Director of Productivity Improvement Development, Ministry of Manpower	Partner – G	Direct interview	MOM, Jl. Gatot Subroto Kav. 51, Fl 6B, South Jakarta

No	Day-Date	Time	Interviewee	Relevance	Method	Location
		13:00 – 15:00	Interview with Dr. Sudi Astono and team, Indonesia Labour Inspection Association	Partner - G	Direct Interview	MOM, Jl. Gatot Subroto Kav. 51, Fl 6B, South Jakarta
5	Wed, 31/8	10:00 – 12:00	Interview with KSBSI team: Sulistri, (leader of Strategy 1 with Union) and Nikasih Ginting. Confirmed	Partner - W	Direct interview	KSBSI, Jl. Cipinang Muara 33, East Jakarta
		14:00 – 15:00	Interview with Ronald Walla and Lishia, Chairperson of APINDO, SMEs Department	Partner - W	Zoom	Join Zoom Meeting Meeting ID: 856 1871 7641 Passcode: DPNAPINDO
6	Thu, 1/9	10:00 – 12:00	Interview with the Project Team (3) – Risk Assessment Service		Direct interview	ILO Jakarta
		13:30 – 14:30	Interview with the Project Team (4) – Risk Assessment Service - continued		Direct interview	ILO Jakarta
		15:00 – 16:30	Interview with KSPSI, KSPN, and KSarbumusi (Strategy 2 & 3 with Union)	Partners - W	Zoom	Meeting ID: 960 6709 2221

No	Day-Date	Time	Interviewee	Relevance	Method	Location
			Confirmed Attendees Freddy S (KSPSI) Achmad Mustaqim (KSPN) Siti Istiqoroh (KSPN) Anis Mansur (Sarbumusi)			Passw: ILO2022
7	Fri, 2/9	09:00 – 12:00	Attend the Risk Assessment Workshop, organized by MOM.	Partner - G	Workshop	Grand Melia Hotel
		14:00 – 15:30	Interview with the OSH Doctor – Risk Assessment Service Confirmed Attendees Dr Wendri Dr Hanny Dr Nur Mentari Dr Audi Dr Afrionaldi	Risk Assessment Partner	Zoom	Meeting ID: 938 4646 5664 Passw: ILO2022

No	Day-Date	Time	Interviewee	Relevance	Method	Location
8	Sat, 3/9	14:00 – 15:30	Interview with IPDN Dr. Subiono	Beneficiary - University	Zoom	Meeting ID: 990 3935 5815 Passw: 076849
9	Mon, 5/9	10:00 – 11:00	Interview with PHRI <u>Confirmed</u> Hariyadi Sukamdani (Chair) Maulana Yusran (Secretary General) Faisal (Program)	Partner - E	Direct interview	Grand Sahid Jaya Hotel Shopping Arcade #04-05, Jakarta
		14:00 – 15:00	Interview with KADIN <u>Confirmed</u> Hari Wijaya (Chair Labor Issue) Adi Mahfudz Suhaji (Vice Chair Labor Issue) Izmir Putra (Program – Labor Issue)	Partner - E	Direct interview	Menara Kadin Indonesia lantai 29, Jakarta

No	Day-Date	Time	Interviewee	Relevance	Method	Location
		16:30 – 17:30	Meet with Labour Attaché of Japan Embassy in Jakarta, Hiroki Sasaki	Donor	Direct interview	Embassy of Japan, Jakarta
10	Tue, 6/9	10:00 – 12:00	Interview with the Project Team (5) – E-OSH Learning Service		Direct interview	ILO Jakarta
		13:00 – 15:00	Interview with MoEd + Vocational High School Teachers Confirmed 1. Nomade Yan Utomo 2. Ulum Vahidin 3. Rizky Muhamad Subagjo 4. Nunuy Yunangsih 5. Heny Suprapti	Beneficiaries E-OSH Learning	Zoom	Meeting ID: 922 8650 5027 Passcode: ILO2022
		16:00 – 17:00	Interview with IJTI Confirmed: Herik Kurniawan (Chair)	Partner - W	Zoom	Meeting ID: 990 0496 8071 Passcode: iloijti

No	Day-Date	Time	Interviewee	Relevance	Method	Location
			Wahyu (Deputy)			
11	Wed, 7/9	10:00 – 12:00	Visit Sumi Rubber (TTV) Ridwansyah (HRD)	Beneficiary – Risk Assessment Service	Direct Visit	Kawasan Industri Indotaisei Blok H Sektor 1A, Cikampek, Kalihurip, Karawang, Jawa Barat
		15:00 – 16:30	Visit Aston Kemayoran <u>Confirmed</u> PIC: Dyah Yudanti	Beneficiary – Risk Assessment Service	Direct Visit	Jl. HBR Motik No.4, Gn. Sahari Sel., Kemayoran, Jakarta 10610
12	Thu, 8/9		Prepare for implementation of the Preliminary Results Workshop			
13	Fri, 9/9	13:30 – 17:00	Facilitate the Preliminary Results Workshop		Hybrid GVA and BKK could attend	TBC

Annex 7: Links between the Project and the ILO Global Flagship Programme

The table below shows the links of the project's LogFrame (as in the PRODOC) and its achievements (as in the Infographics) to the Indicators of the ILO Global Flagship Programme "Safety & Health for All" based in ILO HQ Geneva (as Provided by LABADMIN/OSH).

Results chain (PRODOC)	Indicators (PRODOC)	Flagship Indicators (LADADMIN/OSH)	Base-line *)	Status June 2022 **)	Status August 2022 **)	Target*)	Means of verification	Assumptions
Outcome - COVID-19 transmission prevention measures are enhanced	The no. of enterprises that improved mitigation and prevention measures following project intervention	LTO 3. Number of workplaces with OSH management system in place (by country; per sector)	0	407	Not further monitored		Project administration record	Findings of assessment leads to necessary actions to enhance COVID19 prevention measures.
Output 1.1. 1,500 enterprises assess and improve their COVID-19 transmission prevention measures	The number of companies that have generated and implemented action plans to fill gaps in COVID-19 transmission prevention measures	MTO 3. 4 Number of targeted economic units taking corrective and preventive actions to improve OSH (by country; per sector and COVID related)	0	1,165	2,394	1,500	Project administration record	Companies that receive assessment reports and recommendations are willing to plan and take actions to make workplaces COVID-19 safe.
Output 1.2. Share knowledge with at least additional 500 enterprises, raise awareness of 10,000 workers on OSH, and build capacity to cope with OSH issues	The number of participants in knowledge-sharing webinars	OTP 3.3.2 Number of participants that completed training courses (by sex, by country, by type workers/employers)	0	872	13,327	500	Project administration record	Enterprises that learn good practices of preventing the spread of COVID-19 take actions and improve the safety and health of their workers.
	The number of workers with improved understanding of their rights and responsibilities related to OSH and Covid-19	MTO 3.2 Number and % of workers with improved understanding of workers' rights and related OSH issues (by country, per sector, by sex)	0	12,940	14,815 42% Fem 58% Male	10,000	LABADMIN/OSH tool to be provided	

*) Based on PRODOC.

**) Based on the respective Infographics.

Annex 8: Revised List of Activities

At the time of requesting for a no-cost extension (January 2022) the list of activities was changed as is discussed in the evaluation report. The Outcome and the two Outputs remained the same, but activities changed as indicated in the table below in red. The table further indicates the status of the activity as per January 2022. As of 30 September 2022, the project has indicated that the status of each and every activity listed in the right column was "Completed".

The project has one Outcome:

- **Outcome 1: COVID-19 transmission prevention measures are enhanced.**

The project has two Outputs:

Output 1.1 - 1,500 enterprises assess and improve their COVID-19 prevention measures	
1.1 Develop self-assessment forms by types of business operations	
1.1.1 Engage IDKI to draft self-assessment forms	Completed
1.1.2 Review and finalize the self-assessment forms	Completed
1.2 Design employee survey and build an online system to administer the survey	
1.2.1 Engage IDKI to design the questionnaire	Completed
1.2.2 Review and finalize the questionnaire	Completed
1.2.3 Engage an IT company to generate an operation system with IDKI	Completed
1.2.4 Test the survey operation system	Completed
1.3 Recruit and train OSH doctors	
1.3.1 Generate Implementation Agreement with IDKI	Completed
1.3.2 Plan and implement training of OSH doctors	Completed
1.3.3 IDKI recruit its members. ILO holds an information session	Completed
1.3.4 Generate Excol contracts for OSH doctors: 2 operations: 1) IDKI members recruit companies; 2) companies sign up without IDKI	Completed
1.4 Design risk assessment operations and work flow and -	
1.4.1 Design operations and define work flow	Completed
1.4.2 Prepare operations (communication templates)	Completed
1.4.3 Process management tool	Completed
1.5 Recruit beneficiary companies	
1.5.1 Sign up form	Completed
1.5.2 Flyer, web site	Completed
1.6 Intensify collaboration with APINDO, PHRI and KADIN in mobilizing its respective members on handling COVID-19 through and at SMEs Enterprises	
1.6.1 Organize preparation meetings to decide strategies and commitments from respective organization	Completed
1.6.2 Sign the agreements with the three organizations	Ongoing
1.6.3 Mobilize its respective members to participate in the risk assessment service	March-Sept 2022
1.6.4 Monitor progress of participation of members of the three organizations	March-Sept 2022
1.6.5 Identify selected members and conduct OSH training for them from the three organizations	March-Sept 2022
1.6.6 Organize coordination meetings with the three organizations	March-Sept 2022

Output 1.2 - Share knowledge with at least additional 500 enterprises, raise awareness of 10,000 workers on OSH, and build capacity to cope with OSH issues

1.2.1 Organize 4 webinars and 1 seminar for HR/OSH managers to share good practices and raise awareness on effective COVID-19 protocols	
1.2.1.1 Contact and discuss with APINDO and Union Confederations about this initiative.	Completed

1.2.1.2 Identify, collect and select information on potential good practices on handling COVID-19 through and at workplaces from HR/OSH Managers, including OSH Committee	Completed
1.2.1.3 Conduct two monthly webinar and 1 seminar on good practices in handling COVID-19 through and at workplaces	Ongoing
1.2.1.4 Document and publish the report into webpage	To be completed
1.2.2 Communicate key information including good practices to a wider audience through web sites and social media	
1.2.2.1 Contact and gather suggestions from APINDO and Union Confederations in all levels and other stakeholders (including media, youth/students and universities) about this initiative	Completed
1.2.2.2 Invite them to provide key information in relation with handling COVID-19 at workplaces and identify good practices to a wider audience	Completed
1.2.2.3 Organize contest/competition on COVID-19 handling through and at Workplaces among OSH Committee, youth and public	Ongoing
1.2.2.4 Develop, introduce and train E-OSH Learning for students of Vocational High School (SMK) and first-year university students	Ongoing
1.2.2.5 Develop and roll out of OSH boardgames for youth	Ongoing
1.2.2.6 Development of OSH standard for TV journalist and training and scholarship program about strengthening OSH in workplace	Ongoing
1.2.2.7 Based on 1.2.2.2., develop and disseminate good practice guides for the social partners to promote OSH protection of young workers	Ongoing
1.2.3 Raise awareness of 200 labour inspectors on COVID-19 prevention at workplaces	
1.2.3.1 Support the MoM in leading a tripartite plus consultation process on the national COVID-19 situation with a view to updating the COVID situation	Ongoing
1.2.3.2 Discuss, select and invite 200 selected labour inspectors in a labour inspection coordination hybrid meeting on COVID-19 prevention at workplace	Ongoing
1.2.4 Grants (service contracts) to trade union confederations. Build capacity of 200 trade union leaders (of whom at least 100 are women) on OSH with focus on COVID-19	
1.2.4.1 Contact and discuss with APINDO and Union Confederations about this initiative.	Completed
1.2.4.2 Discuss, select and invite 200 selected trade union leaders on OSH with focus on COVID-19	Completed
1.2.4.3 In collaboration with IDKI, organize six batches training for union leaders on OSH with focus on COVID-10	Ongoing
1.2.4.4 Document and publish the report into webpage	Ongoing
1.2.5 Five scholarships (3 for government, 1 for workers' organization and 1 for employers' association) for ITC-ILO distance learning course on OSH.	
1.2.5.1 Identify and select related trainings which are organized by the ITC-ILO	Completed
1.2.5.2 Identify and select related participants (from tripartite organizations) which are organized by the ITCILO	Ongoing
1.2.5.3 Reward the selected people	in March - May 2022
1.2.6 Promote OSH at workplaces	
1.2.6.1 Identify and select companies which are willing to handling COVID-19 through and at workplaces	Completed
1.2.6.2 In collaboration with IDKI, conduct training programmes for OSH Committees from the successful companies on their respective roles, relevant OSH legislation and good practices, and provide technical support for their activities	Ongoing
1.2.6.3 Document and publish the report into webpage	To be completed

Source: Taken from: No-Cost Extension (January 2022) Workplan Output-1 and Workplan Output-2.

Annex 9: Infographic: Project Milestones and Key Achievements

The Monthly one-page **Infographic** provides the project's Milestones and Key Achievement (cf. the project's website). The one for **August 2022** provides the following information:

14,815 people reached

The project has held various outreach dialogue events on OSH issues and promoted the COVID-19 risk assessment service, which is one of the project's outputs. The project also invited high-level representatives from tripartite and tripartite-plus.

- 42% female reached
- 58% male reached

2,394 companies registered

In ensuring workers' protection and continuation of business during the pandemic, the project provides a free COVID-19 risk assessment service to Indonesian companies. This month the number of companies registering for this service increased by 700.

The workplaces participating in COVID-19 risk assessment services include Services, Offices, Factories and Others.

12,104 people participated in the E-OSH Learning

Launched in April 2022, E-OSH Learning (<https://youth4osh.com/>) is an online learning platform to introduce basic knowledge and practices about OSH to vocational students and first-year college students in preparing themselves to transition from the world of education to the world of work. Participation increased by 5,920 people and 9,501 people have completed the E-OSH Learning program.

1,223 people trained

This project provides capacity building training to increase understanding of OSH, especially on COVID-19 prevention measures.

446 news generated

Project activities during the month of July to August have attracted media attention with 5 news coverage on the EOSH Learning and OSH Game with vocational students as well as events with business associations. 20 news stories on OSH produced by the journalists who participated in the Indonesian Television Journalists Association (IJTI)'s fellowship program.

91% of funds used

- 41% outstanding commitments
- 50% recorded expenditure
- 9% remaining balance

Allocated funds for the social partners to support the project implementation

- Ministry of Manpower 87,000 USD
- APINDO 62,000 USD
- Trade unions 95,000 USD
- Other organizations 84,000 USD

Annex 10: Attendees at Stakeholder Workshop

The list of attendees (including 25 offline and 14 online) who participated in the hybrid stakeholder workshop on Friday 9 September 2022 in Jakarta is as follows:

No	Name	Gender	Organization	Off/On
1	dr. Istiati Si	F	DK3N/IDKI	Offline
2	H.M Jusuf Rijal	M	KSPSI	Offline
3	Theo Van Der Loop	M	ILO Consultant	Offline
4	Nikasi Ginting	F	KSBSI	Offline
5	Dini Rahim	F	ILO Consultant	Offline
6	Asti Indah	F	APKI/KEMNAKER	Offline
7	Sukur Priyanto	M	APKI/KEMNAKER	Offline
8	Arif BW	M	KEMNAKER	Offline
9	dr. Eddy	M	IDKI	Offline
10	Dewi Lupiyati	F	SMKN 28 Jakarta	Offline
11	Subiyoni	M	IPDN	Offline
12	Faisal Tjandraatmadja	M	PHRI	Offline
13	Tri Ruswati	F	KSPSI	Offline
14	Siti Istikharoh	F	KSPN	Offline
15	dr. Hanny	F	IDKI	Offline
16	Achadian M	M	KSPS Caitu	Offline
17	Dyah Yudanti	F	ASTON Hotel	Offline
18	Fadlil K	M	DK3N/Youth Champion	Offline
19	dr. Wendri Wildiartoni	M	IDKI	Offline
20	Abdul Hakim	M	ILO Jakarta	Offline
21	Mega Savitri Aniandari	F	ILO Jakarta	Offline
22	Adelin Alexandra	F	ILO Jakarta	Offline
23	Damai Gerhard	M	ILO Jakarta	Offline
24	Yunita Virni	F	ILO Jakarta	Offline
25	Emalia Amna	F	ILO Jakarta	Offline
26	Michiko Miyamoto	F	ILO Jakarta	Online
27	Surkafa Katafono	F	ILO Suva	Online
28	Yuka Ujita	F	ILO DWT Bangkok	Online
29	Lusiani Julia	F	ILO Jakarta	Online
30	Putra Izmir	M	KADIN	Online

31	Dzikri Roby	M	RDPL	Online
32	Yanis Saputra	M	ILO Jakarta	Online
33	Yahya Yudhi Irawan	M	N/A	Online
34	Lishia Erza	F	APINDO	Online
35	Tuti	F	APINDO	Online
36	Ridwansyah	M	N/A	Online
37	Edi Kusminarto	M	N/A	Online
38	Freddy Sembiring	M	KSPSI Caitu	Online
39	Fahmi Imam	M	N/A	Online

Annex 11: Evaluation Work Plan

Evaluation Workplan: Timeframe, Tasks and Responsibilities.

Task	Responsible person	Timeframe (2022)	Internat. Evaluator	National Evaluator
Ex-col (International Consultant) contract based on the ToR signed	Project team	16 August 2022		
Briefing for International Consultant on ILO evaluation policy, timeframe, stakeholders, etc.		16 August 2022		
Inception phase: Review project documents, prepare and <u>submit</u> an inception report to the Evaluation Manager	Evaluators	17- 23 August	5 days	0.5 day
Data collection with key stakeholders	Evaluators	29 August - 7 September	8 days	8 days
Prepare PowerPoint presentation, and present preliminary findings at the Stakeholder workshop	Evaluators, project team, and key stakeholders	8 & 9 September	2 days	1 day
Draft evaluation report prepared and submitted to the Evaluation Manager	Evaluators	12 – 21 September	8 days	0.5 day
Review of report by Evaluation Manager (EM) and Regional Evaluation Officer (REO)	EM & REO	22 Sept.		
Review of the report by key stakeholders	Key Stakeholders	To be determined		
Finalization and submission of the report to the Evaluation Manager	Evaluators	To be determined	2 days	
Approval of the report by EM, REO & EVAL/Geneva	EM, REO & EVAL/Geneva	To be determined		
Total			25 days	10 days

Source: Inception Report, 25 August 2022.

Annex 12: Lessons Learned (LL) and Good Practices (GP)

This Annex provides the full description of two Lessons Learned (LL) and three Good Practices (GP) in the ILO Templates as follows:

LL1: *The changing government regulations reacting to the ups and downs of the COVID-19 pandemic affects strongly the participation of companies in the Risk Assessment Service.*

ILO Lesson Learned Template

Project Title: Enhancing COVID-19 Prevention at and through Workplaces

Project TC/SYMBOL: IDN/21/01/JPN

Name of Evaluator: Theo van der Loop and Dini Rahim

Date: 28 September 2022

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>In November 2021, the government began to issue information on the importance of Indonesia being prepared to enter COVID as an endemic disease, no longer a pandemic. This information is a reference for many people who interpret that COVID will end soon. This situation also has an impact on the low interest of companies to continue consulting with doctors (for those who have registered), and the low number of new registration companies.</i>
Context and any related preconditions	<i>On that basis, the project adopted a strategy of collaborating with three major employers' associations (APINDO, PHRI, and KADIN). Initially, the increase in numbers took place rather quickly. However, along with the issuance of a circulating letter from the Minister of Health explaining Indonesia's preparations to enter the endemic, the number of applicants has decreased again.</i>
Targeted users / Beneficiaries	<i>Government of Indonesia/National Task Force on COVID-19, Ministry of Manpower, ILO Country Office and Donor.</i>
Challenges /negative lessons - Causal factors	<i>In order to implement the project adjustments relating to the Risk Assessment Service the interest of the companies need to be maintained and this interest decreased quickly when the government announced a relaxation of lockdowns and other measures.</i>
Success / Positive Issues - Causal factors	<i>When the pandemic was at its peak, the interest of the companies in COVID-19 prevention measures was very high.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>Flexibility of the key stakeholders involved is crucial making timely adjustments to the activities planned.</i>

LL2: Online Capacity Building is less effective than when it is conducted face-to-face.

ILO Lesson Learned Template

Project Title: Enhancing COVID-19 Prevention at and through Workplaces

Project TC/SYMBOL: IDN/21/01/JPN

Name of Evaluator: Theo van der Loop and Dini Rahim

Date: 28 September 2022

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>Online Capacity Building is less effective than when it is conducted face-to-face. While online training does not require large funds and can thus lead to substantial savings, it is generally more tiring for the trainees. As a result, participants get bored quickly and are often distracted so that the information conveyed is not always complete. In short, online training is often not as effective and does not always achieve its goals.</i>
Context and any related preconditions	<i>In the case of online training courses, it is often more difficult to maintain the continued attention of the trainees.</i>
Targeted users / Beneficiaries	<i>ILO Country Office, Donor, Trainers and key stakeholders.</i>
Challenges /negative lessons - Causal factors	<i>Online training may at times be less effective than classroom teaching.</i>
Success / Positive Issues - Causal factors	<i>Online training leads to substantial savings in cost, time spent for travelling for teachers and participants, arranging venues and providing meals/drinks.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>Trainers should be aware of this and perhaps include innovate teaching methods to maintain the attention of participants.</i>

GP1: In an emergency project with relatively brief design and preparatory phases it is crucial that all parties, including project team, ILO Country Office, donor and key stakeholders, are flexible and jointly make sure that adjustments are swiftly implemented when the emergency situation calls for that.

ILO Emerging Good Practice Template

Project Title: Enhancing COVID-19 Prevention at and through Workplaces

Project TC/SYMBOL: IDN/21/01/JPN

Name of Evaluator: Theo van der Loop and Dini Rahim

Date: 28 September 2022

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>In the present emergency project, which had very brief design and preparatory phases, it has proven crucial for the achievement of outcome and outputs that all parties, including project team, ILO Country Office, donor and key stakeholders, were very flexible and jointly made sure that adjustments were swiftly implemented when the emergency situation called for that.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>The various waves of the COVID-19 pandemic (Delta, Omicron, etc.) triggered reactions from the Government of Indonesia to adjust the lockdowns and other measures. In its turn, this necessitated appropriate reactions from the project adjusting the activities to what remained possible among the latest regulations.</i>
Establish a clear cause-effect relationship	<i>Flexibility of the project is a crucial condition in an emergency context.</i>
Indicate measurable impact and targeted beneficiaries	<i>The no-cost extension of six months was crucial to adjust the project strategy to the specific phase of the pandemic and to the revised government regulations, which made it possible to implement a large part of the project activities in the last six months.</i>
Potential for replication and by whom	<i>This should be replicated in any emergency project.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<ul style="list-style-type: none"> <i>ILO Programme and Budget (P&B 2020-21) Outcome 7: "Adequate and effective protection at work for all".</i> <i>ILO Global Flagship Programme "Safety & Health for All" based in ILO HQ Geneva.</i>
Other documents or relevant comments	<i>The request for a no-cost extension submitted in January 2022 to the Embassy of Japan in Jakarta.</i>

GP2: The regular and intensive communication by the project team with the tripartite stakeholders and with other stakeholders in Indonesia has made it possible to complete the majority of the project activities (original and adjusted) during the no-cost extension phase of six months.

ILO Emerging Good Practice Template

Project Title: Enhancing COVID-19 Prevention at and through Workplaces

Project TC/SYMBOL: IDN/21/01/JPN

Name of Evaluator: Theo van der Loop and Dini Rahim

Date: 28 September 2022

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The regular and intensive communication by the project team with the tripartite stakeholders and with other stakeholders in Indonesia has made it possible to complete the majority of the project activities (original and adjusted) during the no-cost extension phase of six months.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>Communication activities have been extensive in this COVID response emergency project. While the three National Programme Officers (NPC) had each their own broad network among tripartite (plus) stakeholders, the communication officer found creative ways to distribute information on project achievements. The intensive collaboration with the Ministry of Manpower and APKI, with employers' organisations (APINDO, PHRI and KADIN) under Output 1 and with six trade union Confederations under Output 2 demonstrates this point.</i>
Establish a clear cause-effect relationship	<i>Because the project had already established such a good communication network with stakeholders during the first phase of the project benefiting from the extensive networks of the NPC's involved, it could cooperate quickly with these stakeholders after the Government of Japan had approved the request for a no-cost extension.</i>
Indicate measurable impact and targeted beneficiaries	<i>Since the original project period had already mostly been completed when the approval for the no-cost extension from the Government of Japan became known, and since at that time less than 50% of the budget had been disbursed, it was imperative to move quickly at that time, and that was only possible because the project had built up such an extensive communication network.</i>
Potential for replication and by whom	<i>Regular and intensive communication with stakeholders is to be replicated in most projects, emergency and otherwise.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<ul style="list-style-type: none"> <i>ILO Programme and Budget (P&B 2020-21) Outcome 7: "Adequate and effective protection at work for all".</i> <i>ILO Global Flagship Programme "Safety & Health for All" based in ILO HQ Geneva.</i>
Other documents or relevant comments	<i>The request for a no-cost extension submitted in January 2022 to the Embassy of Japan in Jakarta.</i>

Annex 13: Documents Consulted

- Terms of Reference (ToR) for the Independent Final Evaluation of the project entitled “Enhancing COVID-19 Prevention at and through Workplaces”, January 2022 (Annex 1).
- Development Cooperation Project Document (PRODOC): Enhancing COVID-19 Prevention at and through Workplaces; Job creation through business re-opening and continuation. ILO Jakarta Office, January 2021.
- Annual Progress Report 1 April 2021 to 31 March 2022
- Project Progress report: Enhancing COVID-19 Prevention at and through Workplaces. ILO Jakarta Office, December 2021
- Monthly Updates (May – August 2022)
- Request for No-Cost Extension: Enhancing COVID-19 Prevention at and through Workplaces; Job creation through business re-opening and continuation. ILO Jakarta Office, 21 January 2022.
- DWCP 2020-2025 Indonesia
- Relevant ILO’s P&B’s 2020-2021, and Centenary Initiatives.
- UNSDCF Indonesia 2021-2025.
- Research and studies conducted by the Project
- Financial reports
- Websites, including of the project.
- ILO EVAL: Evaluation Policy Guidelines, including ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 3rd edition 2017.
- ILO (2020) Policy Guidelines for Results-Based Evaluation (4th edition). ILO-EVAL, Geneva: November 2020. See:
- https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
- EVAL (2020): Implications of COVID-19 on evaluations in the ILO: An internal guide on adapting to the situation. Geneva: http://www.ilo.ch/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_741206.pdf, and: www.ilo.ch/eval/WCMS_744068/lang--en/index.htm
- ILO EVAL (2021): ILO’s response to the impact of COVID-19 on the world of work: Evaluative lessons on how to build a better future of work after the pandemic (August 2021): <http://www.unevaluation.org/document/download/2787>
- United Nations Evaluation Guidelines (UNEG) Norms and Standards ILO policy guidelines (4th edition, 2020): https://www.ilo.org/eval/WCMS_817079/lang--en/index.htm
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