



Evaluation Summary



International
Labour
Office

Evaluation
Office

Unemployment Protection in Indonesia - Quality Assistance for Workers Affected by Labour Adjustments (UNIQLLO) - Final evaluation

Quick Facts

Countries:	<i>Indonesia</i>
Final Evaluation:	<i>August 2021</i>
Evaluation Mode:	<i>Independent</i>
Administrative Office:	<i>CO Indonesia and Timor-Leste</i>
Technical Office:	<i>Decent Work Technical Support Team for East and South East Asia and the Pacific</i>
Evaluation Manager:	<i>Dilki Palliyeguruge</i>
Evaluation Consultant(s):	<i>Mel Cousins & Maria Epik Pranasari</i>
Project Code:	<i>IDN/19/02/FRU</i>
Donor(s) & Budget:	<i>Fast Retailing (UNIQLLO), US\$1,851,480.20</i>
Keywords:	<i>Social protection; Employment Insurance; Unemployment insurance; South-east Asia</i>

Background & Context

Summary of the project purpose, logic and structure

This ILO-UNIQLLO project is a public-private partnership that aims to strengthen support mechanisms for unemployed workers in Indonesia

by designing an effective employment insurance (EI) system, expanding re-skilling training and improving public employment services. The project was funded by Fast Retailing (UNIQLLO) and implemented by ILO.

The overall objective of the project is 'to strengthen support mechanisms for the unemployed by designing EI, expanding re-skilling training and improving PES'.

The project has three outcomes:

- 1. National capacity and knowledge improved towards the establishment of EI system*
- 2. Re-skilling training and employment placement services are strengthened to assist workers*
- 3. National discussion on protection against unemployment is enriched by knowledge-sharing.*

The project was implemented by the ILO. The external stakeholders of the project included the following institutions: Ministry of Manpower and Transmigration, Badan Penyelenggara Jaminan Sosial (BPJS) Ketenagakerjaan, Bappenas, and Indonesian workers and employers' organizations (trade unions and APINDO).

The project operates under the ILO country office for Indonesia with backstopping support from the ILO Decent Work Technical Support Team for East and South East Asia and the Pacific (based in Bangkok).

Present Situation of the Project

The project was initially implemented from August 2019 to July 2021. However, during the course of this final evaluation a no cost extension was agreed between ILO and UNIQLO and the project will now continue until July 2022.

Purpose, scope and clients of the evaluation

The purpose of the evaluation is to assure the accountability and learning to the ILO constituents and key stakeholders. The evaluation adopts the ILO's Evaluation Guidelines as the basic evaluation framework and addresses the following criteria adopted by OECD: relevance, validity, coherence, efficiency, effectiveness, impact and sustainability in addition to cross-cutting issues. It was carried out in accordance with ILO standard policies and procedures, and complied with evaluation norms and followed ethical safeguards. Given the rise in COVID in Indonesia during the evaluation and the restrictions imposed by the Government, the evaluation was carried out entirely online using Zoom.

The primary clients of this final evaluation include the Government of Indonesia specifically the key stakeholders (MoM, BPJS, Bappenas, etc.); workers and employers' organizations; the ILO Country Office and the project team; and the donor Fast Retailing Co. Ltd. (UNIQLO). The secondary clients are ILO HQ, EMPLOYMENT, SOCPRO departments and ILO DWT- Bangkok.

Methodology of evaluation

The evaluation methodology included:

- *Desk review and analysis of documents related to the project.*
- *Desk review of other relevant documents such as the DWCP, UNSDCF for Indonesia, national documents on employment and social protection, etc.*
- *Online semi-structured interviews (Zoom) with key informants including project team and national counterparts*

- *Consultation with key ILO Specialists*
- *Online Stakeholder validation workshop on preliminary findings of the evaluation.*

This is a standard end-of-project independent evaluation. As such, the evaluation team were not previously involved in the project and had no control over the availability of data. It was also not possible to adopt more scientific outcome-oriented evaluations. These would need to have been planned at a much earlier stage and built into the design of the project. Given these constraints, the evaluation relies on interviews and existing available data

Main Findings & Conclusions

Relevance and strategic fit of the project

In terms of relevance, given the national decision to adopt a UI scheme the project was very timely and was fully in line with the needs and expectations of the national stakeholders, ILO and the donor.

Validity of design

The intervention strategies, outcomes and assumption were appropriate for achieving the planned results and the stated purpose within the given timeframe, the resources available and the social, economic and political environment. The project combined three outcomes: one related to UI itself, a second relating to training and PES and a third concerning knowledge sharing. When implemented the UI legislation also combines both cash and access to employment and, therefore, the approach adopted by the project reflected the needs of the stakeholders.

Coherence

The project's the intervention logic was logical and coherent. The project did not have a specific Theory of Change (ToC) so, in the course of the evaluation, a ToC was developed. Again, this appears logical and coherent and the project implementation proceeded in line with the ToC. The project was also coherent with other work

been carried out by the ILO country office such as the ILO/Japan Project Industry Skills for Inclusive Growth (InSIGHT Phase 2).

Project effectiveness

Overall, the project has been very effective and has achieved its overall objective, i.e. to strengthen support mechanisms for the unemployed by designing unemployment insurance. It has made significant progress towards achieving its planned outcomes. Outcome 1 has been achieved in full based on an assessment against the original work plan and indicators. In relation to output 1.1 (comprehensive knowledge base), a range of documents have been developed to build this knowledge base. Stakeholders stated that their capacity and knowledge had been significantly increased. In relation to output 1.2 (tripartite dialogue is facilitated), the project did facilitate such dialogue although there was perhaps less direct dialogue due mainly to COVID issues than there would have been in a non-COVID environment. Finally, the project clearly assessed EI system design options in terms of legal, institutional and financial sustainability (output 1.3).

Output 2.1 (re-skilling training courses and material) has seen the development of ICT training courses. While it has not yet been possible fully to deliver these courses as planned (largely due to COVID), it is planned to do so later this year as part of the project extension. Output 2.2 (training package on jobsearch) has been fully implemented based on the work plan and indicators. Finally, output 3 has been almost fully implemented (with the exception of a planned international conference which it was not possible to hold due to COVID). Based on the information provided by key stakeholders in interviews, the project has certainly strengthened the Indonesian national capacity and knowledge in building social protection and UI and related issues.

The project has generally achieved (and in several cases exceeded) the targets set in the

monitoring and evaluation plan (PRODOC, Appendix D). In general, the stakeholders interviewed were very positive about the value of the ILO inputs and the quality of the materials provided.

Efficiency of resource use

Resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes and have been used efficiently. In fact, the project has been implemented with significant budget savings which have allowed a no cost extension.

Impact

The impact of the project has been to strengthen the support mechanisms for unemployed people in Indonesia. UI has been not only designed but put on a legal basis and is now in the process of being implemented. The project has also moved towards achieving the other elements of the overall objective, i.e. expanding re-skilling training and improving PES. While these measures are still in the implementation phase, the impact of these measures is likely to be positive for unemployed people with increased financial protection in the case of unemployment and improved possibilities to upskill and find employment.

Sustainability

In relation to the UI scheme, it has been established on a statutory basis so it is likely to continue after the project has ceased. These results do seem likely to be permanent, long-term gains. However, although the legislation has been adopted, there are still significant activities to support implementation of the project. The project has now agreed a no cost extension with the funder (utilising the resources saved due to the online approach) which will allow the project to provide ongoing support to implementation of UI and to the delayed implementation of the training under outcome 2. In relation to training and PES, the project activities can be seen as one step towards improving services. However, stakeholders identified the early stage of

development of PES services in Indonesia and it is possible that the gains achieved may not be sustainable without ongoing ILO support. Significant further action will be needed to improve PES and reskilling programme within Indonesia including engaging with local governments.

Cross-cutting issues

The project was very relevant to gender issues and there have been a number of specific areas where gender issues were taken into account in project outputs. However, one could not say that gender equality has been mainstreamed in the project design and implementation or that the project integrated gender equality as a cross-cutting concern throughout its methodology and deliverables. Disability is not mentioned at all in the PRODOC and there are no specific disability-related activities, although disability issues were identified under some of the outcome 2 activities.

The project has been able to leverage the ILO contributions, through its comparative advantages including International Labour Standards, social dialogue and tripartism. The project raised awareness of international labour standards and these formed the basis for discussion of the UI scheme.

The project has considered relevant SDG targets and indicators. For example, the of a new UI scheme is clearly in line with SDG target 1.3. In the longer-term the introduction of a new branch of social security may made a difference to specific SDGs such as indicator 1.3.1.

Recommendations

Main recommendations and follow-up

In the short-medium term, we make the following recommendations:

1) *Support for UI review – The agreement on a no cost extension of the project will allow ILO to support work on the implementation of the UI law by next year (2022). However, MoM have also*

identified the need for support with the two-year review of the Law and it is recommended that ILO should have regard to how this can be accommodated in its work planning.

2) *Assessment of support for PES – As we have identified, the sustainability of the work on training and PES will require further support from ILO (or other development partners). ILO should consider what it can usefully do to strengthen PES services, recognising that – given the size of the country and the scale of the challenge – a major project to support PES would require very significant funding (beyond that normally available to ILO projects).*

3) *Mainstreaming gender requires further support - While the PRODOC identified gender issues and while the project did address some gender issues in its work, it is clear that ILO projects need more systematic support if gender is to be adequately mainstreamed. This could involve the use of internal ILO gender experts to advise on gender issue or contracting external experts to provide gender-focused supports on specific topics such as reviewing project reports and monitored outcomes. This should also include:*

- a) *Explicitly include gender issues and analysis into project planning, monitoring, and evaluation (e.g. gender-relevant activities and indicators).*
- b) *Specific focus on gender in training events, research and publication.*
- c) *Requirements for reports and studies to have specific regard to gender issues.*

4) *Detailed gender analysis in the no cost extension – One area for work in the no cost extension is the development of proposals on maternity benefit. This is obviously relevant from a gender perspective and provides an ideal opportunity for the project to bring in additional expertise to ensure that gender issues are mainstreamed in its proposals. Of course, gender also needs to be mainstreamed in relation to the other aspects of the extension.*