



Enhancing COVID-19 Prevention at and through Workplaces

QUICK FACTS

Countries: Indonesia

Evaluation date: 17 October 2022

Evaluation type: Project

Evaluation timing: Final

Administrative Office: ILO Jakarta

Technical Office: D LABADMIN/OSH and DWT-Bangkok

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DC Symbol: IDN/21/01/JPN

Donor(s) & budget: Government of Japan, Ministry of Foreign Affairs; Budget: USD 1,636,363.00

Key Words: Social Protection, Social Security, Safety & Health, Integrated policy solutions, Child Support, Domestic workers, including women and migrants; Thailand; Asia.

Background & Context

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*”. 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 clients 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.

Methodology of evaluation

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.

Main Findings & Conclusions

The conclusions of the present independent final evaluation are below analysed according to the seven evaluation criteria used throughout the report. The first criteria is ***Relevance and Validity of Design***. 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. The Activities listed in the original LogFrame were changed substantially at the time of the request by the project to the Government of Japan 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 for example that site visits were for long periods not allowed during the pandemic. With respect to Output 2, the main activities stayed more or less the same, but a number of new sub-activities were introduced. 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, it is concluded that 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.

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. 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. 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. 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 are generally only likely to be durable if a follow-up phase or project can solidify 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. 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. 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 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.

Recommendations

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 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.
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.