International Labour Organization

GLOBAL ACCELERATOR

Briefing note on the Establishment of Skills Development Fund in Indonesia

December 2025

Status of the discussion and possible way forward[1] - December 2025

Executive Summary

- Achieving Indonesia's "Golden Indonesia 2045" vision demands significant investment in workforce skills amid rapid economic and technological changes. Although the country benefits from a large demographic dividend, skills gaps persist and remain one of the constraints to productivity growth. National Legislation such as the *Perpres* 68/2022 (on revitalizing vocational education and training) and *Permenko PMK* 6/2022 (*Strategi Nasional* (Stranas) Vokasi) provide a clear mandate to establish an alternative financing mechanism to address training gaps, including by establishing a Skills Development Fund (SDF) to regularly support demand-driven Technical and Vocational Education and Training (TVET).
- **An outcome-oriented, co-financed SDF**. National stakeholders have converged on the need for an outcome-oriented SDF, i.e., a financing mechanism that conditions funding on verifiable results rather than on attendance and completion of training alone. Grants or training funds will be released based on measurable expected impact, including career and wage progression, sustained retention, or demonstrable productivity gains.
- **A phased approach**: Acknowledging that building a successful SDF requires careful sequencing to build trust, capacity, and stakeholders' buy-in, particularly given industry concerns about immediate new financial burdens and learning from international experiences where the SDF path to maturity takes significant time, a four-phase approach is presently considered, aligning sequential steps of institutional development within a longer, achievable timeframe:

Phase 1. **Conceptualization and pilot** (years 1-2) phase: Leverage existing *Anggaran Pendapatan dan Belanja Nasional* (APBN/State Budget) or other potential funds, which may include funds derived from recovered funds from corruption cases, the foreign workers' fee funds (*Dana Kompensasi Penggunaan Tenaga Kerja Asing*/ DKPTKA), and the existing endowment funds of LPDP via *Lembaga Pengelola Dana Pendidikan* (LPDP/Indonesia Endowment Fund for Education Agency) to pilot the outcome-oriented grant system and donor money.

Phase 2. **Scale-up and co-funding** (years 3-4): Expand the pilot nationally, primarily through APBN resources, and transition the institutional embryo unit under LPDP into a formal *Badan Layanan Publik* (BLU/Public Service Body). Introduce co-funding mechanisms, such as incentivized contributions by the private sector, either as CSR or as pilot voluntary levies.

Phase 3. **Maturity and mandatory levy** (years 5-7): Utilize trust from earlier phases to implement the Mandatory Levy-based mechanism[2], as the primary funding source, through which each registered company contributes to a single central fund or sector-based funds, with or without additional government co-financing, to enable a self-sustaining, demand-driven skills ecosystem. Managed by a new, dedicated body, co-led by the private sector.

Phase 4. **Sustainability and optimization** (year 8 onwards): Refine the operation of a fully operational, levy-funded system.

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1 The present note is prepared by staff of the ILO (Country Office for Indonesia and Timor-Leste and Decent Work Team for Southeast Asia) within the framework of the technical cooperation project "Modern and adaptive social protection and skills development systems for transforming Indonesia" financed through the Joint SDG Fund to support the implementation of the Indonesian Roadmap for the Global Accelerator on Jobs and Social Protection for Just Transitions. It aims to summarize the status of the national discussion up to December 2025 and to outline—to the extent possible—a practical way forward for the establishment of a national skills development fund. The contents are based on the consultations performed over 2025 with national stakeholders and refer to previous documents including the technical note on Skills Development Funding in Indonesia (ILO, 2023) and the unpublished paper "Towards an Effective Skill Development Fund for Indonesia" (Malik).

2 Financing mechanisms for promoting social inclusion in skills and lifelong learning systems: Global overview of current practices and policy options (International Labour Office, 2023)

Executive Summary

- **Tailored design, sectoral relevance and regional equity**. Diverse stakeholders' preferences and the common goal to endow the country with a dedicated results-oriented funding vehicle to coordinate the offer of training are reflected in a nuanced SDF architecture. Potentially multi-purposed in nature, combining enterprise workforce training, pre-employment training and training carried out to warrant equity and inclusion, the Fund shall count on the private sector, including Sectoral Skills Committees (SSCs), to lead in quality assurance, relevance, and funding for the offer dedicated to the enterprise workforce, while the APBN and governmental institutions strategically drive regional equity initiatives and training for nascent or nationally prioritized sectors.
- **Collaborative governance:** The SDF will progressively become an independent body relying on shared ownership and tripartite governance (government, industry association and trade union) with the TKNV (*Tim Koordinasi Nasional Vokasi*) and its members tasked to ensure alignment with national development and educational goals.

Background and rationale

The Indonesia Long-Term Development Plan (RPJPN)[3] envisions the country becoming a high-income economy with no extreme poverty and a productivity base strengthened by technological innovation. Achieving such a goal requires tackling productive challenges such as a decline in the Total Factor Productivity (TFP) growth from 2.3 per cent in 2011 to 1.2 per cent in 2024[4], persistent skill mismatches and rising underemployment.[5] Against such a framework, an SDF can become the vehicle to incentivize skills upgrades for the workforce of (levy-paying) economic units while also helping to orient the training supply where the gaps are larger. By doing so, the SDF will help overcome limited private-sector engagement in workforce upgrading (due to resource constraints, risk aversion, and/or managerial gaps) and, more generally, enhance the quality of vocational training.

Indonesia's commitment to the Global Accelerator on Jobs and Social Protection for Just Transitions (GA)—whose roadmap was endorsed in June 2025—has renewed momentum for the SDF. The GA Roadmap identifies skills development and lifelong learning as national priorities, and, under priority 2.6, the SDF as a key financing instrument aligned with the "Stranas Vokasi Action Plan Strategy 8".[6]

While dialogue on establishing the SDF had slowed during the COVID recovery years, inclusion in the GA roadmap gave it new impetus. A pivotal stakeholders' consultative workshop took place on July 24, 2025, enabling the consolidation of the national stakeholders' position on the way forward.

Definition

Skills Development Funds (SDFs) are dedicated financing mechanisms usually established outside standard government budgetary channels.[7] The consultative process undertaken in 2025 suggests national stakeholders envisage the Indonesian SDF (ISDF) as a **strategic, sustainable financing mechanism that leverages multiple funds to support workforce development and serves as an instrument for demand-driven vocational training reform**.

Overall goal and specific purpose

The ISDF will aim to address skills development challenges across economic sectors and regions. It is intended not merely as a vehicle to pool funds but as a strategic mechanism to maximize returns on investments in Indonesia's human resources. ISDF will thus enable the shift from fragmented, worker-driven, APBN-financed subsidy allocations to the (eventually) mandatory, outcome-based, industry-levy-supported and demand-oriented training. A necessary, agreed-upon condition for such a system to perform as intended is professional management by an autonomous body that guarantees training relevance and quality, grounded in progressively stronger industry or private-sector ownership and transparency.

Through country consultations over the past years, three complementary purposes/ financing streams haven been considered:

Stream 1: Enterprise workforce training and productivity enhancement (in-service focus). Through this, the fund could be used to finance the upskilling and

3 BAPPENAS (2024), "Beranda - RPJPN 2025-2045".
4 Thawley, Cosimo, Masyita Crystallin, and Kiki Verico (2024)
5 The latter, combined with a steady and relatively low unemployment, reflects a situation whereby the workforce is often engaged in low-productivity jobs.
6 In 2022, the government of Indonesia issued Presidential Decree No. 68/2022 on the Revitalization of Technical Vocational Education and Training (TVET). The subsequent regulations issued by the Coordinating Ministry for Human Development and Culture Nos. 5 and 6/2022) describe the organizational structure for the establishment of a National Coordinating Team for Revitalization of Vocational Education and Training (TKNV) for the implementation of the Presidential Decree, along with the National Strategy (Stranas Vokasi) and Action Plan assigning roles and responsibilities of the major stakeholders. Under Activity 8.1 of Strategy 8 of the Stranas Vikasi, the government should establish an SDF as an alternative financing scheme to complement public funding possibly including allocations from the State Budget (APBN), village funds, regional budgets (APBD), Corporate Social Responsibility (CSR), and other sources.
7 ILO (2023)

reskilling of existing employees in small, medium, and large companies across all industries (or specific sectors), potentially benefiting the programmes and activities of the SSCs.

Stream 2. Pre-employment and skilling (supply-side focus). As an alternative —or in addition —the funds could contribute to improving the supply of skilled workers ready to enter the job market, focusing specifically on (re)training young job seekers, unemployed vocational graduates, and NEET (Not in Education, Employment, or Training) groups. If used for such a purpose, the specific objective would be to finance rigorous, outcomes-based bridging programmes, training interventions in which the grant to providers is linked to verifiable outcomes, such as official certification or job placement, rather than just enrolment. Alternatively, the SDF could help drive national productivity and competitiveness by financing strategic national priorities, such as reskilling and upskilling for digital, green, and circular-economy jobs.

Stream 3. Equity and inclusion (social focus). The fund could also support vulnerable groups (people with disabilities), regions, or economic units that cannot regularly afford training costs, with the specific objective of advancing social inclusion.

The precise balance among these streams will be finalized based on pilot results, stakeholder preferences, and legal instruments.

Phased implementation – overview

Establishing the SDF will require coordinated planning, institutional adjustments, and multi-stakeholder engagement. A four-phase approach is proposed, with transitions conditional on predefined Key Performance Indicators (KPIs). Figure 1 below provides a summary graphic representation of the envisaged stages.

▶ Figure 1. SDF Phased Implementation

Conceptualization and pilot phase (years 1-2)

Objectives: Test purpose/coverage (enterprise workforce training and/or pre-employment and skilling and/or equity and inclusion), eligibility rules, modality of collection/management/disbursement of funds, quality assurance, steering and monitoring responsibilities. Build trust for a a levy-based skills development fund. Initiate drafting of levy collection law.

Funding sources: APBN as seed capital.

Institutional setting: Institutional incubation via LPDP (as fund manager) steering via TKNV, technical standards by Kemnaker.

Scale-up and co-funding phase (years 3-4)

Objectives: Scale-up number of beneficiaries, pilot the ISDF operating with private sector funds (voluntary basis or CSR). Finalize the text of the levy collection law based on experience and data from phase 1.

Funding sources: APBN (scaled national rollout of ISDF) (70%) and CSR + voluntary levy + donor funding (30%).

Institutional setting: Transition from LPDP managed vehicle to permanent and independent BLU or BHP. Leverage existing digital infrastructure for immediate scale and efficiency (Prakerja or Siap Kerja or other).

Maturity and mandatory levy phase (years 5-7)

Objectives: Complete shift a mostly private setcor financed fund. Formalize industry ownership and role.

Funding sources: Mandatory ISDF Levy, collected by BLU/BHP (70%) and APBN + Donor + BPJS Ketenagakerjaan investment yields and other potential funds. (30%).

Institutional setting: BLU/BHP-led collection, management and implementation.

Sustainability and optimization phase –(year 8 onwards)

Objective: Realize a fully adaptive funding vehicle, relying on analytics, ensure coherent approach to the skills development system and long-term national competitiveness.

Funding sources: Mandatory ISDF levy (self-sustaining), contribution by APBN and donor money minimal and limited to stream 2, 3 or emergencies.

Institutional setting: BLU/BHP-led collection, management and implementation.

▶ Phase 1: Conceptualization and pilot phase (years 1-2)

Government-led phase to test an outcome-based training financing model. The primary objective during this phase is to develop the foundational infrastructure to finance outcome-based training. In parallel, during this phase, drafting of the legal text for the mandatory levy and the permanent SDF institution begins, relying on the pilot's performance data.

Seed capital sourced from the state budget (APBN) and potentially from corruption-recovered funds, DKPTKA, LPDP endowment funds, and development partners.

During this phase, the ISDF requires an experienced governing body capable of responsibly disbursing and managing the pilot fund. Stakeholders' consultation pointed to LPDP.[8] As the ideal institution to serve the purpose, although other options were also suggested.[9] Specifically, its expertise in fund management and flexible BLU status would enable it to accelerate disbursement operations and demonstrate the efficiency and integrity of the outcome-based model.

TKNV steer strategic direction; KEMNAKER leads quality assurance. Pre-set target indicators are monitored (e.g. # number of trainee beneficiaries, # of economic unit beneficiaries, enrollment, attendance, completion, unit costs and work/salary/career performance pre-and post-training), and progress on those is tracked, with achievement of pre-defined targets being the necessary condition to move to the next phase.

▶ Phase 2: Scale-up and co-funding phase (years 3-4)

National expansion of the pilot model. The main operational functions, digital platform and proven SOPs are progressively transitioned from the incubator (if hosted within LPDP) to a more formal, independent BLU/BHP (*Badan Hukum Publik* (Public Legal Body)) structure where employers/the private sector are (upon suitable capacitation) heavily involved (board membership, design of operational procedures and criteria for monitoring training outcomes). To ensure immediate efficiency and nationwide reach, this new body begins building its permanent platform by leveraging existing, tested digital infrastructure, such as the Prakerja/Kartu Prakerja programme and/or Siap Kerja (or any other already existing ones). At this stage, the government's regulatory role is to finalize the legal framework for incentivized CSR contributions and, most critically, to complete drafting and approval of the mandatory levy regulation (or law), which will be enacted in the next phase. Finally, during phase 2, the steering entities decide on the purposes and streams to be financed with private resources in the next phase.

During this phase, the APBN continues to provide capital for the scaled-up outcome-based model supplemented by other donor funding. An "incentivized CSR integration" scheme is piloted to encourage enterprises to align their CSR allocations with national skills development priorities through the skills fund platform in exchange for non-financial benefits (e.g., public recognition, ESG compliance). The objective of strategically pooling fragmented funds is being progressively achieved.

▶ Phase 3: Maturity and mandatory levy phase (years 5-7)

This stage marks a critical shift for the Fund from state-led funding to full financial sustainability, with a mandatory employer levy as the primary funding source. If not financed by the Streams 2 and 3, they may still rely on APBN and/or other possible sources, such as BPJS Ketenagakerjaan investment yields[10] and donor funds.

Institutionally, the private sector maintains and possibly deepens its engagement.

At this stage, a separate managing entity for the ISDF is fully operational, controls the financial aspects, including levy collection, and is governed by a tripartite board (government, employers and workers), while still receiving oversight/coaching from LPDP.

▶ Phase 4: Sustainability and optimization (year 8 onward)

At this stage, ISDF operates through a fully levy-based/outcome-based system, with the ISDF levy as the primary source of funding and funding from other sources minimal, primarily linked to Streams 2 or 3 or to emergency needs, not to operational costs.

Enhanced analytical functions to inform training strategies have become an integral part of ISDF operations.

National stakeholders are engaged simultaneously in the ISDF steering and, to the extent possible, operations, ensuring a coherent approach to the skills development system and long-term national competitiveness.

Proposed way forward

1. **Secure political commitment and private sector buy-in**

   An explicit inter-ministerial agreement on roles and responsibilities is essential, along with private-sector support for the gradual introduction of a levy.

2. **Develop operational guidelines for phase 1**

   Specific guidelines/operational procedures shall clarify:

8 About LPDP
9 Hosting BLU within Bappenas was also suggested bilaterally.
10 The use of BPJS's yield is subject to approval from its supervisory body and the Ministry of Finance. In this setup, BPJS will be one of the contributors to the SDF in line with one of the loss-of-employment (JKP) scheme's objectives; see also PERMENKO No.6/2022, strategy 8.1.

- Purpose and eligibility rules (for individuals and for employers) for each financing stream initially considered (enterprise workforce, pre-employment, equity inclusion).
- Outcome-based training criteria (completion and certification, increased salary, retention, career opportunities, company productivity, etc.)
- Institutional setting (LPDP-hosted or BHP).
- Purpose of the fund (enterprise workforce, pre-employment, equity inclusion),
- Specific operational modality for LPDP/BHP:
    - Modality for financial fund management (banking, release authorization)
    - Modality for fund collection (transfer from source to LPDP/BHP)
    - Modality for fund disbursement (criteria to be fulfilled, channels for submission of requests, monitoring and reporting of training completion and labour market outcomes)
- Specific operational modality for quality assurance:
    - Role of Kemnaker, Apindo and Kadin.
    - Modality of engagement (ex ante, ex post, definition of quality criteria, etc.)
- Specific operational modality for steering function/ body:
    - Role of Bappenas, TKNV, Kemenko PMK, Kemnaker, social partners
    - Draft TORs

3. **Secure and allocate seed capital**

   BAPPENAS and the Ministry of Finance identify and formally allocate seed capital from APBN (existing national skills budgets and/or DKPTKA) or from other sources, such as recovered funds from corruption cases or the existing endowment funds of LPDP, through Lembaga Pengelola Dana Pendidikan (LPDP/ Indonesia Endowment Fund for Education Agency). Donors' availability is also explored.

4. **Define other operational parameters/tools for the pilot phase**

   The steering committee (led by TKNV) immediately defines the pilot's precise operational parameters:

   (a) Priority sector/s.

   (b) eligible outcomes for financial allocation (e.g., acquisition of specific National Professional Certification Board (BNSP)/Professional Certification Body (LSP) certifications, completion of standardized apprenticeships, on-the-job performance).

   (c) Digitized ISDF grant or claim forms.

   (d) Digital management and disbursement workflows (and/or standard operating procedures).

   (e) Physical infrastructure for the pilot (office space, IT requirements).

   (f) Key Performance Indicators and targets for phase 1.

5. **Establish a working group for drafting levy legislation**

   In parallel to the pilot, TKNV establish a formal working group (including all tripartite stakeholders) to begin drafting the two essential permanent regulations required to move the process to the next phase: the one for the establishment of a formal body (if the LPDP option is chosen for the embryo) and the one for the ISDF levy, drawing from pilot data.

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Annex: Phased establishment – baseline operational arrangements

This annex provides further detail on the possible initial operational arrangements for each phase considered in the overview. Additional discussion of elements such as the minimum seed funding amount, per-course allocation and coverage/number of beneficiaries will still be needed to complete the operational rollout.

Phase 1: Conceptualization and pilot phase (years 1-2)

A. Structure: **Institutional embryo**

At this initial stage, the structure is an "institutional embryo" established as a pilot unit embedded within the LPDP, currently operating as a BLU[11], or as an independent BHP, or another suitable government structure. Under LPDP, the structure can leverage the trusted brand, established financial expertise, and status as a BLU to accelerate operations and expedite procedural coordination. A joint task force of the key stakeholders runs the institutional embryo as follows:

(a) **LPDP or BHP (financial managers)** acts as the **pilot financial manager** and **incubator** (if LPDP). The body's role is not collection but the management of dedicated APBN (or other source) seed capital and the processing of ISDF disbursements. LPDP, the established legal basis for financial management, already exists and is anchored in its mature BLU status (PP 23/2005) and in its mandate for education financing (Perpres 111/2021). The new regulation requires that the ISDF be managed within the existing structure or through an ad hoc BHP.

(b) **TKNV and social partners** serve as pilot steering entities. Specifically, leading the working group drafting the permanent regulations (mandate of the ISDF and ISDF levy), providing the overarching strategic direction and political mandate, and ensuring the pilot aligns with the Stranas Vokasi.

(c) **Kemnaker** provides the technical and quality standards that the financed courses must follow, verifies consistency with the SKKNI (National Work Competency Standards) and the accreditation of eligible training providers (LPKs), and defines the outcome-oriented criteria needed to select and fund training and to validate each claim.

(d) **Kadin, Apindo, and SSCs** validate the **market relevance** of sponsored training programmes and proposals before funds are disbursed and contribute to establishing the criteria to validate the labour market outcome linked to the training.

B. Function

During phase 1, the embryo unit serves as the initial joint platform to manage the allocated APBN seed capital and to validate the ISDF's outcome-based approach. It also explores managing non-binding sources, including multilateral cooperation, funds recovered from corruption cases, DKPTKA, LPDP's existing endowment funds, and CSR funds that extractive companies have already set aside.

The completion of phase 1 requires four key milestones to be achieved:

1. Secure the formal mandate: Establish a formal body to run the fund and the coordination mechanisms between the relevant ministries (Kemenkeu/LPDP, Kemnaker, and Kadin), clarifying the fund flow, technical validation (Kemnaker), and relevance validation (Kadin/SSCs-embryo) procedures.
2. Define pilot operational details: The steering entities immediately define (i) the pilot's precise scope, (ii) KPIs for each future phase, (iii) select the sectors for initial rollout, (iv) select the target groups and (v) the labour market-related training outcomes (e.g., BNSP certification) and (vi) eligible recipients (e.g., apprentices, existing workers).
3. Finalization of disbursement process and modality: Digitize and streamline the mechanism and system for submitting training proposals, development of training programmes, and/or the claim-and-reimbursement workflow.
4. Initiate the drafting of the presidential/ministerial regulations establishing the ISDF levy, using the pilot's performance data as technical justification.

Phase 2: Scale-up and co-funding phase (years 3-4)

A. Structure: **Shift to progressively independent body**

During this phase, the pilot unit (embryo) progressively strengthens and fully adopts or expands existing, tested digital registration, monitoring and disbursement infrastructure, such as that of the Kartu Prakerja or the Siap Kerja programmes.

b. Function

The new entity's primary function is to **scale the ISDF outcome-based** model from a limited pilot to a national programme, continuing the disbursement and monitoring functions. Moreover, an **"Incentivized CSR Integration"** scheme is piloted. The latter could take a

11 KEMENKEU-RI, Requirements for Forming a Public Service Body (BLU)

practical, low-resistance approach that encourages (not forces) companies to align their existing CSR spending with the ISDF priorities in exchange for non-financial benefits (e.g., public recognition, ESG compliance), while allowing pooling of resources under a common umbrella.

C. Management modality

The ISDF operates under the continued strategic oversight of the oversight of the TKNV. The key milestone to be completed by the end of this phase is the finalization and enactment of the mandatory levy regulation. This regulation, informed by data from the phase 1 pilot and phase 2 scaling, will define the mandatory contribution rate, the collection mechanism, and the fund allocation model.

Phase 3: Maturity and mandatory levy phase (years 5-7)

A. Structure: **Independent SDF institution**

If established initially under the LPDP, the ISDF is now formally established by presidential regulation (*perpres*) or law as a fully independent BLU (already the case if BHP) and manages the now mandatory levy, ensuring long-term stability, autonomy from political budget cycles, and credibility with industry partners, now its primary funders. The ISDF is fully responsible for collecting levy funds, managing finances, and disbursing, while possibly still receiving technical assistance from LPDP for implementation and oversight.

B. Function

The **mandatory ISDF Levy is introduced and implemented as the primary funding source, marking a shift away from reliance** on APBN. In this phase, the ISDF Body will be legally mandated to collect the levy from employers and explore other strategic funds, such as BPJS Ketenagakerjaan investment yields (particularly for equity purposes). Meanwhile, it continues to function as a fund Manager, disbursement manager, and quality control guarantor.

C. Management modality

The ISDF continues to operate as an independent body under the oversight of a dedicated tripartite board (*Dewan Pengawas*). APBN funding may still be present (less than 30 per cent) to fund strategic programmes under purpose/stream three only.

Phase 4: Sustainability and optimization (year 8 onward)

A. Structure: **Independent ISDF institution**

The structure is now mature, and- if originally established under LPDP- the ISDF has become a fully independent statutory body. A fully levy-based system where ISDF levy is the primary source of funding is operating, and APBN support is minimal and dedicated solely to funding additional strategic programmes.

B. Function

The ISDF functions evolve from being solely administrative to more markedly driving national and sectoral training strategies, thanks to added analytical functions consisting of:

- Analysing data from financed and concluded trainings and related labour market outcomes.
- Relying on and driving analyses by SSCs, ideally in the form of regular annual needs analyses.
- Proactively processing data to create and fund strategic programs for emerging skills (e.g., green economy, AI, digital)

C. Management modality

The ISDF operates with full operational autonomy. The tripartite board (government, employers, workers) governs the entire ecosystem. The ISDF levy is the primary, sustainable source; APBN and other funding sources contribute only for emergencies. The ISDF provides complete transparency to its stakeholders through mandatory public audits, annual reports, and stakeholder consultations, demonstrating the efficiency and value of the single-administration model.

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