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- ILO Technical Backstopping Office: **ILO Labour Migration Branch (MIGRANT)**
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**This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office**

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## List of Abbreviations

AAPTIP	Australia-Asia Program to Combat Trafficking in Persons
ACE	ASEAN Confederation of Employers
ACMW	ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers
ACTEMP	(ILO) Bureau on Employers' Activities
ACTRAV	(ILO) Bureau on Workers' Activities
ACW	ASEAN Commission on Women
ACWC	ASEAN Committee on the Promotion and Protection of the Rights of Women and Children
AEC	ASEAN Economic Community
AFML	ASEAN Forum on Migrant Labour
AIM	Asian Institute of Management
ALM	ASEAN Labour Ministers
AMS	ASEAN Member States
AP-Migration	Asia-Pacific Migration Advocacy Network
ASEAN	Association of South East Asian Nations
ASEC	ASEAN Secretariat
ASETUC	ASEAN Services Trade Unions Council
ATP	ASEAN TRIANGLE Project
ATUC	ASEAN Trade Union Council
CAMFEBA	Cambodian Federation of Employers and Business Associations
CLM(V)	Cambodia, Lao PDR, Myanmar and Viet Nam
COMPAS	ESRC Centre on Migration, Policy and Society, University of Oxford
COP	Community of Practice
CSO	Civil Society Organization
DFATD	Department of Foreign Affairs, Trade and Development

DOLE	Department of Labour and Employment, Philippines
DWT	ILO Decent Work Team for Southeast Asia
EO	Employers' Organisation
EU	European Union
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
GMS	Greater Mekong Sub-region
IAI	Initiative for ASEAN Integration
ILMS	International Labour Migration Statistics
ILO	International Labour Organization
ILOSTATS	ILO database of labour statistics
ILS	International Labour Standard
IOM	International Organization for Migration
ITC/ILO	(ILO) International Training Centre in Turin
ITUC AP	International Trade Union Confederation for Asia Pacific
KNOMAD	Global Knowledge Partnership on Migration and Development
LF	Logic(al) Framework
LNCCI	Laos National Chamber of Commerce and Industry
M&E	Monitoring and Evaluation
MEF	Malaysian Employers Federation
MIGRANT	(ILO) International Migration Programme
MOU	Memorandum of Understanding
MRA	Mutual Recognition Agreement
MRC	Migrant Resource Centre
MRS	Mutual Recognition of Skills
MTE	Mid-Term Evaluation

NGO	Non-Governmental Organization
NOA/NOB	National Officer (Grade A / Grade B)
NPC	ILO National Project Coordinator
OSH	Occupational Safety and Health
PAC	ASEAN Triangle Project Advisory Committee
PARDEV	Partnerships and Field Support
PMF	Performance Measurement Framework
RMCS	Regional Model Competency Standards
ROAP	(ILO) Regional Office for Asia and the Pacific (in Bangkok)
SARTUC	South Asia Regional Trade Union Council
SLOM	ASEAN Senior Labour Officials Meeting
SOMTC	Senior Officials Meeting on Transnational Crime
SPO	Senior Project Officer
SURAC	Sub-regional Advisory Committee on Migration and Anti-Trafficking
TC	Technical Cooperation
TF-AMW	Task Force on ASEAN Migrant Workers
TOT	Training of Trainers
TUC	Trade Union Council
TUCP	Trade Union Congress of the Philippines
UN	United Nations

## Executive Summary

### *Background and project description*

Over the past years, the Association of South East Asian Nations (ASEAN) Community has established a far-reaching initiative towards a deeper regional integration that is built around three distinct pillars: the ASEAN Political-Security Community, the ASEAN Economic Community, and the ASEAN Socio-Cultural Community. International labour migration throughout ASEAN has significantly increased in a variety of ways over the past few decades. Yet, many migrant workers in the region are subject to labour exploitation and abuse. Irregular migration is widespread. Furthermore, at the national level, there is not sufficient regulation of the recruitment process and inadequate enforcement of labour protection laws, and few mechanisms for workers to lodge complaints. In the light of the above concerns, the ILO launched the ASEAN TRIANGLE Project (ATP) in May 2012 which is funded by the Canadian Department of Foreign Affairs, Trade and Development (DFATD). The Project is due to end on 31 May 2016.<sup>1</sup>

The ATP aims to protect and promote the rights of migrant workers by strengthening regional policies and capacities related to the recruitment and labour protection of women and men migrants. The Project has three major objectives: Strengthened regional legal and policy framework; Enhanced capacity of governments; and Enhanced capacity of social partners. The direct beneficiaries of the Project are the organizations in the countries where the project is being implemented, in particular governments, workers', employers' and civil society organizations; the regional institutions, including ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW), ASEAN Economic Community (ACE), ASEAN Trade Union Council (ATUC), Task Force on ASEAN Migrant Workers (TFAMW) and ASEAN Secretariat (ASEC); and both the existing and the potential migrants in the ASEAN region.

### *Objective and Methodology of the Final Independent Evaluation*

The final independent evaluation has the following key objectives:

- 1) To **assess** development results and potential impacts generated by the Project and **compare** these results against the expected outcomes.
- 2) To **identify** the Project's strengths and good practices for knowledge sharing and for replication by the ILO, the Project partners or other relevant actors.
- 3) To **identify** recommendations and **draw** lessons learned for strengthening of future interventions on labour migration within the region and **provide** inputs into the design of a potential Phase II.

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<sup>1</sup> The ATP was given a further no-cost extension to September 30, 2016 after the finalisation of the evaluation report.

In addition, the evaluation will review the Project's work from May 2012 to May 2016, and will also follow up on recommendations of the Mid-Term Evaluation (MTE) and its corresponding management responses.

As per the ToR (cf. Annex 1), this evaluation will address the six standard evaluation criteria of Relevance, Validity of design, Effectiveness and project progress, Efficiency of resource use, Effectiveness of management arrangements, and Impact and sustainability of the project, as well as one additional factor, notably: 'Knowledge sharing, lessons learnt, partnership quality and social dialogue' (for details see Annex 3).

The Final Independent Evaluation has applied mixed methods that draw on both quantitative and qualitative evidence and involves multiple means of analysis, including a critical reflection process. Details are provided in Sections 2.4, and the field mission schedule to four ASEAN countries is detailed in Annex 2.

### **Main Findings**

The main conclusions of this final independent evaluation can be summarized according to the six Evaluation Criteria used throughout this report plus the additional criteria of knowledge sharing, lessons learnt, partnership quality and social dialogue. The *relevance* of the ATP has been concluded to be very high for the needs, priorities and plans of its implementing partners, as well as for DFATD/Government of Canada and ILO/UN. The *validity of design* was rather mixed, being clear in its four-tiered approach (regional, tripartite-plus, rights-based and gender-responsive), in its logic structure and in its complementarity with the Greater Mekong Sub-region (GMS) Triangle project, but rather weak on the Performance Measurement Framework (PMF) particularly because indicators and targets were not clearly defined and yearly milestones were lacking altogether in the original PMF.

Regarding *project progress and effectiveness*, it was shown that the project is delivering on all three immediate outcomes in a fast and efficient way on most activities, including those related to gender. ATP has clearly succeeded in putting the migration debate on the map in the ASEAN region, and has also opened up new avenues for engagement with ASEAN for the social partners. Stakeholders are actively involved and a genuine dialogue has developed. Most of them expressed their appreciation for the possibility of being able to learn from each other on migration issues and policies. The *use of resources* available has been efficient considering the complex regional structure of the project with seminars, consultants and sub-contracts taking up the majority of funds. Timeliness was at times hindered by factors related to internal processes of stakeholders, gender issues have been taken explicitly into consideration, and activities were quite large in number.

The *effectiveness of management arrangements* has been satisfactory, supported by reliable funding from the Government of Canada, and by the continuity of the staff in the relatively small project team. The good practices of institutional arrangements, such as the series of preparatory meetings organized at national levels, has also contributed to this, while more attention is required in future for the follow-up of regional interventions at national levels. This touches upon the relation between the two TRIANGLE projects and it was concluded that

coordination between and management of the two projects deserves the continued attention and consideration at the ILO Deputy Regional Director level. The involvement of gender expertise has been effective, and reporting more than required including the risk register updates. The present evaluation proposes, for a potential second phase, to design a revised PMF including yearly milestones, end-of-project targets and assumptions. Finally, oversight has been effective with yearly Project Advisory Committee (PAC) meetings and less frequent Sub-regional Advisory Committee on Migration and Anti-Trafficking (SURAC) meetings. The *impact and sustainability* of the project is difficult to establish exactly because of the unclear baselines formulated in the Results-Based Management (RBM) system; in particular, it was concluded that it is not possible at this stage to assess the impact of ATP on the position of migrant workers. Nevertheless, in a number of areas sustainability has been quite substantial: firstly, the AFML has become an institutionalized forum; secondly, the dissemination of project outputs to a broader audience has enhanced the project's outreach, and this includes outputs such as the capacity building tools produced and the guidelines and policies developed; thirdly, mainstreaming issues of gender equality in all the project activities is expected to result in long-term effects on gender awareness; and, lastly, a substantial sense of ownership has been ingrained in each of the stakeholders.

Regarding the final criteria, *Knowledge sharing, lessons learnt, partnership quality and social dialogue*, the main conclusions are as follows. Several partnerships with ASEAN regional organisations are noteworthy for documentation, such as the tripartite-plus approach, the involvement of ASEC, and the series of preparatory meetings organised jointly by ATP and stakeholders for the AFML. The project has also produced various concrete products of knowledge sharing such as the International Labour Migration Statistics (ILMS) database, the newsletter, different types of publications and several videos (including an end-of-project video). Concerning the ILO Conventions, some solid, though somewhat fragmented, work was undertaken related to C181, 188 and 189, but the two other relevant conventions (C97 and C143) did get less attention. For a possible ATP Phase II a project concept note was drafted which proposed a quite similar structure as before although the second immediate outcome statement requires revision. At the same time new elements were built in the proposed framework, such as Mutual Recognition of Skills (MRS), social protection and fair recruitment, and these were stressed by all stakeholders interviewed during this final independent evaluation.

### **Recommendations**

The recommendations will be presented also according to the same six evaluation criteria, as well as one additional criteria, i.e. on the cross-cutting issue of gender. Overall it can be concluded that it will be important to continue the project *through an ATP-Second Phase*, as was also advised by all stakeholders during the interviews with the evaluator. The recommendations given below are specifically also intended for consideration by the Project Management Team for inclusion in the draft *Project Document* for the potential second phase to be submitted to the Government of Canada. In view of the fact that the current Phase I is running out within two months, there is not much space to propose revisions for the current, closure period.

### *Relevance*

- 1) **Work closely with ASEC and ACMW/ALM/SLOM in order to try to enhance the process towards consensus on the ASEAN Instrument (cf. Section 3.1)**, which has been delayed for quite some time now and is hampering the further implementation of the ACMW work plan. Although it is not directly within the reach of the ATP, through AFML, seminars, capacity building, etc. this process can be supported. Another way of doing this is to provide enhanced support to the specific country that is holding the Chairmanship of ASEAN, and to consider to equip an office in that country before and during that particular year.
- 2) **Track more closely the progress in the implementation of the 99 recommendations that have been formulated by the AFML, and institutionalize half-yearly monitoring reports and/or management gatherings**, in order to further institutionalize the AFML as a highly relevant forum on migrant labour issues and policies.

### *Validity of Design*

- 3) **Improve the Performance Monitoring Framework (PMF) for the potential second phase of ATP by adding clearly defined indicators, baselines, yearly milestones, end-of-project targets and assumptions** to more closely adhere to standard Logical Framework approaches. In addition, **include provisions to keep track of data, as far as possible, on the estimated number of migrant workers impacted from the interventions** and on the degree of the impact.
- 4) As a follow-up to the MTE-recommendation on the funding of activities in Brunei, Malaysia and Singapore, **explore options to include Malaysia among the countries in which national activities can be undertaken and funded**. The inclusion of Brunei and Singapore remains impossible as they are not ODA-eligible countries.

### *Project progress and effectiveness*

- 5) **Continue and expand certain components of the program that were particularly useful and valued by the stakeholders**, such as the capacity building of Labour Attaches or Consular officials, the ILMS database, the training on ASEAN Economic Integration, the work on labour inspection, the workshop series on the fishing sector, the mainstreaming of gender, etc., and include new areas of focus, such as MRS, social protection (including portability) and fair recruitment.

### *Efficiency of resource use*

- 6) **Maintain the focus on the main activities, and, where possible, propose a reduced number of activities for ATP Phase II** in order not to spread the resources too thinly.

### *Effectiveness of Management Arrangements*

- 7) **Support ATUC in continued capacity building and in strengthening their focal point system**, and facilitate discussions between ATUC and ASEC on a future formal recognition by ASEAN.
- 8) **Support ACE in continued capacity development**, and continue to facilitate the inclusion in ATP interventions of the four employers' organisations which have not yet joined ACE.
- 9) **Support TFAMW in continued capacity development and networking.**
- 10) **Investigate enhanced cooperation between ATP and TRIANGLE II**, with a view to enhance the alignment between the two projects, and to ensure more efficiently the link between the national and the regional level. Investigate in the course of 2016 in what way the efficiency and effectiveness of the cooperation between and the management of the two project teams can be enhanced, thereby explicitly considering such challenges as the different geographic reach of the two projects, and the reporting to two different donors with different reporting requirements (as further explained in Section 3.5).

### *Impact and sustainability.*

- 11) **Design a clear and comprehensive exit strategy within the coming 18 months**, whereby it will be made very explicit how ILO will transfer the responsibilities to ASEAN Member States and other stakeholders.

### *Cross-Cutting Issue of Gender*

- 12) **Maintain the current level of attention for gender issues**, and where possible expand to activities targeted to women migrant workers (e.g. domestic workers).

# 1 Background and Project Description

## 1.1 Background of the ASEAN Triangle project (ATP)

With a combined gross domestic product (GDP) of \$1.9 trillion and a population of 625 million, including 300 million workers, the countries that form the Association of South East Asian Nations (ASEAN) together stand out as a dynamic region. The economic growth has been extensive and includes all the developing economies in the group.

During the 12th Summit of the ASEAN in January 2007, the leaders affirmed their strong commitment to accelerate the establishment of an ASEAN Community by 2015, and also signed the Cebu Declaration. Furthermore, the ASEAN Leaders agreed to establish the ASEAN Economic Community (AEC) and transform ASEAN into a region with free movement of goods, services, investment, skilled labour, and a freer flow of capital. Under the AEC, ASEAN has planned to establish as a single market and production base, making ASEAN more dynamic and competitive; introducing new mechanisms and measures to strengthen the implementation of its existing economic initiatives; accelerating regional integration in the priority sectors; facilitating the movement of business persons, skilled labour and talent; and strengthening the institutional mechanisms of ASEAN.

Over the past years, the ASEAN Community has established a far-reaching initiative towards a deeper regional integration that is built around three distinct pillars: the ASEAN Political-Security Community, the ASEAN Economic Community, and the ASEAN Socio-Cultural Community. The political process of regional integration is expected to affect future migration outcomes – especially for the low-skilled workers covered under bilateral agreements, workers affected by the rising trade and structural changes taking place, and those high-skilled workers explicitly covered under Mutual Recognition Arrangements (MRAs).

International labour migration throughout ASEAN has significantly increased in a variety of ways over the past few decades. According to the latest World Bank estimates, the total stock of international migrants in the ASEAN region is currently above 10.2 million, nearly quadrupled since 1980. Migrant workers make an enormous development contribution to the region's economies in the form of skills, labour power, services and competitiveness in countries of destination; and return of financial flows, skills and knowledge to countries of origin. Migrants fill a niche in labour markets of destination countries by doing jobs that nationals are unwilling or unable to fill.

Yet, many migrant workers in the region are subject to labour exploitation and abuse. Irregular migration is widespread. Studies into the recruitment process and working conditions of low-skilled migrants consistently reveal indicators of abuse commonly associated with labour

exploitation. Irregular migration thrives because of the various disincentives that make licensed recruitment channels unattractive to low-skilled women and men migrants.

Global experiences demonstrate that labour migration can deliver significant development dividends in countries of origin, as well as destination, when properly governed. However, the potential development gains of labour migration in the ASEAN region is being diluted by major inequities, inefficiencies, consumption and excessive rent-taking. Furthermore, at the national level, there is not sufficient regulation of the recruitment process and inadequate enforcement of labour protection laws, and few mechanisms for workers to lodge complaints. In the light of the above concerns, the ILO launched the ASEAN TRIANGLE project (ATP) in May 2012 and is funded by the Canadian Department of Foreign Affairs, Trade and Development (DFATD). The Project is due to end on 31 May 2016.<sup>2</sup>

## 1.2 The ASEAN Triangle Project: Goal and Objectives

The ATP aims to protect and promote the rights of migrant workers by strengthening regional policies and capacities related to the recruitment and labour protection of women and men migrants. The Project has three major objectives:

- 1) **Strengthened regional legal and policy framework** to more effectively govern labour migration and protection of the rights of women and men migrant workers, in a gender responsive manner.
- 2) **Enhanced capacity of governments** to oversee enforcement of labour and migration laws and regulations, in a gender responsive manner.
- 3) **Enhanced capacity of social partners** to influence migration policy and protect the rights of women and men migrant workers.

The direct beneficiaries of the Project are:

- The organizations in the countries where the project is being implemented, in particular governments, workers', employers' and civil society organizations,
- The regional institutions, including ACMW, ACE, ATUC, TFAMW and ASEC, and
- Both the existing and the potential migrants in the ASEAN region.

### *Management set-up of ATP*

The Senior Programme Officer/Project Coordinator is responsible for the overall management and implementation of the project based in the ILO Regional Office of Asia and the Pacific (ROAP); a Technical Officer provides technical backstopping in the design, monitoring and evaluation, and reporting of project initiatives (based in ROAP); two assistants provide

<sup>2</sup> The ATP was given a further no-cost extension to September 30, 2016 after the finalisation of the evaluation report.

administrative and financial support (based in ROAP); National Project Coordinators (NPCs) and part-time Administrative Assistants based respectively in the countries where the project is being implemented and Technical support and backstopping is provided by the ROAP and ILO HQ (among others by the Migration Specialist-ROAP, by MIGRANT Unit Geneva, and by specialists in Labour Standards, Skills and Employability, OSH, Labour Inspection, HIV, Gender, Workers, Employers and Labour Statistics).

### 1.3 Mid Term Evaluation

The Project's Mid-Term Evaluation (MTE) conducted in June-July 2014 highlighted ATP's various achievements and also provided a number of recommendations to improve the performance of the project as follows:

- 1) Undertake a potential Impact analysis in order to better assess what the project will have achieved upon closure.
- 2) Upgrade the Performance Measurement Framework with better defined indicators and improve reporting.
- 3) Revisit job description of Technical Officer to be appointed.
- 4) Enhance communication in promoting the ratification of conventions.
- 5) Build on the interest raised in the fishing sector.
- 6) Adjust and/or re-evaluate activities with limited potential impact and uncertain sustainability – support initiatives resulting from activities organized by beneficiaries.
- 7) Intensify initiatives and activities in favour of CLM countries.
- 8) Consider funding the participation of government officials of Malaysia, Singapore and Brunei at all major events.
- 9) Consider merging the project with GMS TRIANGLE in a multi-donor trust-fund project with one single brand name (TRIANGLE) and working both at regional and national levels.
- 10) Bring policy closer to the people with the help of trade unions and civil society.

The ATP has made efforts to address all ten recommendations provided in the MTE and this will be discussed in detail in Chapter 3 of the present report.

### 1.4 Overview of Contents

The present report will outline in Chapter 2 the purpose and methodology of the final independent evaluation. Chapter 3 provides an overview of the overall findings of the evaluation by means of the six evaluation criteria and the additional criteria of knowledge sharing, lessons learnt, partnership quality and social dialogue. Chapter 4 summarizes the main

conclusions and discusses the recommendations. Finally, Chapter 5 provides the lessons learnt and the emerging good practices.

## 2 Purpose and Methodology of the Final Independent Evaluation

### 2.1 Purpose, Objective and Scope of the Evaluation

The final independent evaluation has the following key objectives:

- 1) To **assess** development results and potential impacts generated by the Project and **compare** these results against the expected outcomes.
- 2) To **identify** the Project's strengths and good practices for knowledge sharing and for replication by the ILO, the Project partners or other relevant actors.
- 3) To **identify** recommendations and **draw** lessons learned for strengthening of future interventions on labour migration within the region and **provide** inputs into the design of a potential Phase II.

The evaluation will review the Project's work from May 2012 to May 2016, and will also follow up on recommendations of the Mid-Term Evaluation (MTE) and its corresponding management responses.

The ATP has been implemented in seven countries (Cambodia, Indonesia, Myanmar, Lao People's Democratic Republic, the Philippines, Thailand and Viet Nam). As the Project covers issues in ASEAN as a whole, Brunei Darussalam, Malaysia and Singapore are involved as and where appropriate, though funding is not extended to these countries as per the Grant Arrangement between the Government of Canada and ILO.

### 2.2 Clients

The principal clients of the evaluation are:

- ✓ Management team of ATP at the regional and countries level
- ✓ Technical unit (MIGRANT/Geneva)
- ✓ Administrative unit (ROAP/Bangkok)
- ✓ Donor (Government of Canada).

Other users of the findings include tripartite constituents (ACMW, ACE, and ATUC), and other Project partners (e.g. TFAMW and ASEC), as well as projects and agencies working on related areas at the national and regional level, and stakeholders in other regions with similar challenges related to labour migration.

The evaluation will be used in the following ways:

- Findings and recommendations will be used to highlight the achievements of the Project.
- Lessons learned will be used for onward activities and, where appropriate, for the design of the second phase of the Project.
- The evaluation report will be disseminated within the ILO for organisational learning through the EVAL's i-Track evaluation database.
- A summary of the evaluation will be made available publicly through EVAL's websites.

## 2.3 Conceptual Framework: Evaluation Criteria

The present final, independent evaluation is based upon the ILO's evaluation policy and procedures. The ILO adheres to the United Nations system's evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The final evaluation will address: Relevance, Validity of design, Effectiveness and project progress, Efficiency of resource use, Effectiveness of management arrangements, and Impact and sustainability of the project. These are defined in the ILO policy guidelines for results-based evaluation 2012: [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_176814/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm).

In addition to the above, the evaluation will also assess: gender equality, knowledge sharing, lessons learnt, partnership quality and social dialogue aspects of the Project.

The suggested analytical framework for the final evaluation is outlined in the Terms of reference for this evaluation (see Annex 1), and further detailed below.

## Evaluation Questions/Analytical Framework

Criteria and Questions to be Addressed	Sources of data	Which stakeholder
<b>A. Relevance and strategic fit</b>		
1. Do the Project plan and strategies aligned with the ILO's Strategic Policy Framework, its corresponding biennial programmes, and implementing countries' DWCP including ILO's mainstreaming strategy on gender equality 15 and make it explicit reference to it?	ProDoc (Project Document), Progress Reports (Annual, Half-yearly & Quarterly)	ILO/ATP Team and (DWT) Gender expert
2. Does the Project align with national and regional gender related goals?	ASEAN reports	(DWT) Gender expert/Project staff
3. Were the Project outcomes and activities relevant to the needs and interests of ASEAN Governments and Social Partners?	Progress Reports, MTE	All stakeholders
4. Is the Project consistent with national, regional and global strategic priorities and programming on labour migration and does it make effective use of ILO's comparative strengths?	Reports of governments, ASEAN & international organizations	All stakeholders & Labour Migration Specialist
5. Does the Project support and contribute to overall objectives of Canada's international development cooperation including gender equality and its partnership strategy with the ILO?	Donot documents and MoU with ILO	Donor
6. Do the Project objectives align with the ASEAN Labour Ministers Work plan (ALMM, 2010-2015)?	ALMM work plan	ASEAN
7. To what extent are the Project priorities reflected in the upcoming ASEAN Labour Ministers Work plan (2016-2020)?	ALMM work plan	ASEAN
8. Is the intervention strategy appropriate for achieving the stated Project purpose and what are the lessons learnt in the design and implementation of the Project?	ProDoc, Progress Reports, MTE	All stakeholders
<b>B. Validity of design</b>		

<b>9. Are the objectives clearly stated, describing the solutions to the identified problems and needs?</b>	Pro Doc	ATP, MTE
<b>10. Are the indicators of achievements clearly defined, describing the changes to be brought about?</b>	Pro Doc	ATP, MTE
<b>11. Did the project design adequately consider the gender dimension of the planned interventions and how?</b>	Pro Doc., MTE	DWT/Gender experts/Project Staff
<b>12. Do the project objectives and outcomes adequately include gender concerns?</b>	Pro Doc.	DWT/Gender experts
<b>13. To what extent are the output and outcome indicators of the project gender-inclusive?</b>	Pro Doc, MTE Progress Reports	DWT/Gender experts/Project Staff
<b>14. Was a needs analysis and/or baseline study carried out that specifically address gender issues?</b>	Pro Doc.	DWT/Gender experts
<b>C. Effectiveness and Project Progress</b>		
<b>15. What are the primary and secondary, direct and indirect, positive and negative, immediate and long-term results of the Project?</b>	ProDoc, MTE	ATP, DWT, ASEAN Secretariat
<b>16. To what extent did the Project achieve the three immediate objectives set forth and what were the enabling and disabling factors?</b>	ProDoc, Progress reports, MTE	All stakeholders
<b>17. Have the Project implementation arrangements contributed to strengthening the capacity of the Project's regional and national partners/institutions?</b>	Progress reports, MTE	Regional and national partners & institutions, DFATD
<b>18. How effective was collaboration and coordination of the Project with other ILO technical Units (e.g. SECTOR in Geneva, NORMES in Geneva and Standards Specialist in Bangkok, INWORK and SAP-FL in Geneva)?</b>	Progress reports, MTE	ILO-Geneva & Turin, DWT Bangkok,
<b>19. How effective and strategic was the collaboration and coordination of the Project with other ILO projects and programmes working on labour migration issues and ASEAN issues, at the regional and country level?</b>	Progress reports, MTE	GMS Triangle Team, ATP, DWT & Other UN agencies incl. UN-Women & IOM

<b>20. Have the Project's partnerships with regional institutions (ACMW, ACE, ATUC and TFAMW) contributed to strengthening regional cooperation in addressing and increasing awareness on labour migration issues in the region?</b>	Progress reports, MTE	Regional institutions, ATP, DWT
<b>21. Do results (effects of activities and outputs) affect women and men differently? If so, why and which way?</b>	Pro Doc, MTE Progress Reports	DWT/Gender experts & key stakeholders
<b>22. Did the project achieve its gender-related objectives? What kind of progress was made and what were the challenges?</b>	Pro Doc, MTE Progress Reports	DWT/Gender experts & key stakeholders
<b>D. Adequacy Efficiency of resource use</b>		
<b>23. Was the Project's use of resources optimal for achieving its intended results (Financial, human, institutional and technical)?</b>	Financial reports, MTE & Progress Reports	ATP, DWT
<b>24. Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue?</b>	Partners work plans, Financial reports, MTE	ATP, Key Partners
<b>25. Was the funding and timeframe sufficient to achieve the intended outcomes?</b>	Financial reports, MTE	ATP, Key Partners
<b>26. Which project activities represented the greatest value for money towards achieving the three immediate objectives?</b>	Financial & progress reports	ATP, Key Partners
<b>27. To what extent were partnerships and synergies with other ILO interventions particularly the ILO GMS TRIANGLE project, including projects funded by other donors established? Synergies with other UN or relevant projects could also be included.</b>	Progress reports	ATP, GMS, DWT, UN
<b>28. Were resources allocated strategically to achieve gender-related objectives?</b>	ProDoc, Progress reports	DWT/Gender experts, ATP
<b>E. Effectiveness of Project Management including risk management and M&amp;E</b>		
<b>29. Was institutional arrangement with the partners, the role of tripartite constituents, especially with government agencies appropriate and effective?</b>	Progress reports, MTE	Tripartite stakeholders, ATP, DWT

<b>30. Does the Project Management Team have adequate gender expertise?</b>	Progress reports	DWT/Gender experts, ATP
<b>31. Was technical backstopping, sought and received from gender specialists when needed or did the Project make strategic and efficient use of external gender expert, when needed.</b>	Progress reports	DWT/Gender experts, ATP
<b>32. Were the key partners and other ILO staff familiar with the Project goal and strategies?</b>	Work plans	All Stakeholders
<b>33. What support and cooperation did the Project receive from the member states of ASEAN, social partners, regional institutions (ASEAN Secretariat, TFAMW), ILO -MIGRANT Unit in HQ and ILO Regional Office in Bangkok (Senior Migration Specialist and Senior Management)?</b>	Pro Doc, MTE & Progress reports	All Stakeholders
<b>34. Were the management capacities and arrangements adequate to facilitate expected results?</b>	Pro Doc, MTE & Progress reports	ATP, DWT, Key Stakeholders
<b>35. How effective was the internal management in terms of preparing annual work plans and its implementation, staff arrangements, governance and oversight of the Project?</b>	MTE & Progress reports	ATP, DWT, Key Stakeholders
<b>36. How effectively did ATP National Project Coordinators support and follow-up on the outcomes of regional activities at the national level and what were their achievements, challenges and limitations?</b>	MTE & Progress reports	ATP, DWT, Key Stakeholders
<b>37. How does the Project and its partners ensure that regional initiatives and agreements are communicated to national stakeholders and/or implemented at the national level?</b>	Progress reports	ATP, National organizations
<b>38. How effectively did the Project management and ILO monitor project performance and results?</b> <b>a. Is a monitoring and evaluation system in place, if yes, how effective is it and does it collect sex-disaggregated data and monitors gender-related results?</b> <b>b. How appropriate were the means of verification for tracking progress, performance and indicators?</b> <b>c. Is relevant information and data systematically being collected and collated?</b>	Pro Doc, MTE & Progress reports	ILO Regional Evaluation Officer, ATP, DWT, Key Stakeholders

<p>d. Is reporting satisfactory? Is data disaggregated by sex (and by other relevant characteristics)?</p> <p>e. Were midterm evaluation recommendations addressed by the project and the partners?</p>		
<b>F. Impact and sustainability</b>		
39. What changes did the Project contribute to the regional policy framework, capacity development of governments and social partners viz. its baseline survey?	ASEAN report, Progress Reports, MTE	ATP, Key partners, DWT
40. How likely that the positive results of the Project will be maintained or up-scaled by the ASEAN Forum and ILO partners?	Progress Reports, Work plans of partners	ATP, Tripartite partners
41. What are the possible long-term effects on gender quality and are the gender related outcomes likely to be sustainable?	Progress reports	DWT/Gender experts, ATP
42. What were the Project's contributions to strengthen the national level partners' (government & tripartite constituents) effective roles towards developing strategies in the ASEAN Forum on Migrant Labour and progress in the implementation of the ASEAN Cebu Declaration 2007?	AFML minutes, ASEAN reports	ATP, ASEC, ACMW and other key partners,
43. Do the partners take ownership of the achievements and challenges of the Project?	Progress Reports, Work plans of partners	ATP, Key partners
44. What additional impacts do stakeholders foresee emerging after the Project's completion? Key areas to be considered include: <ul style="list-style-type: none"> <li>a. Regional ASEAN policy frameworks and dialogues that the Project had contributed to.</li> <li>b. Capacity development efforts of ATP to cover labour migration issues relevant to governments, social partners and civil society.</li> <li>c. Tripartite participation in formulation and implementation of recommendations at the ASEAN Forum on Migrant Labour and other sub-regional and regional dialogues on labour migration.</li> </ul>	Progress Reports, ASEAN reports, Work plans of partners	Key partners, ATP
45. Is there any planned exit strategy of the Project?	Progress Reports	ATP

<b>46. What further actions required for sustainability of the Project supported initiatives?</b>		ATP, Key partners & DWT
<b>G. Others: Knowledge Sharing, Lessons Learnt, Social Dialogue, Good Practices</b>		
<b>47. What are the lessons learned and good practices noteworthy for documentation particularly concerning partnerships with ASEAN regional organisations and knowledge sharing?</b>	Progress Reports, ASEAN reports	ATP, Key partners & DWT
<b>48. What types of knowledge sharing product has the Project produced and what was its impact?</b>	Progress Reports	All stakeholders
<b>49. To what extent, the Project contributed to promoting relevant ILO standards (e.g. C181, C188, C189, C97 and C143)?</b>	Progress Reports	ATP, DWT
<b>50. What are the issues and recommendations that need to be taken into consideration in the next phase of the Project?</b>	MTE, Progress Reports	ATP, Key partners, DWT
<b>51. To what extent the tripartite partners were involved in various activities and different phases of the Project?</b>	Progress Reports, MTE & Partners work plans	ATP, Tripartite partners, DWT

### *Logic Framework and Performance Management Framework*

The original Logic Framework (LF) and the Performance Management Framework (PMF) as presented in the Project Document were revised in a few steps by the ATP Team following the recommendations made by the MTE. The original LF and PMF were attached to the Project Document as Annexes 1 and 2.

## 2.4 Methodology and Work Plan

### *Methodology*

ILO's Evaluation Handbook provided the basic framework for the final independent evaluation, which will be carried out in accordance with ILO standard policies and procedures and with the requirements of the Government of Canada as specified in the Grant Arrangement signed with

the ILO. The ILO evaluation standards adhere to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The Final Independent Evaluation has applied mixed methods that draw on both quantitative and qualitative evidence and involves multiple means of analysis, including a critical reflection process. These methods include in particular:

- 1) Review of documents (see for details Annex 11):
  - a. Documents related to the project, including the project document, annual reports, mid-term evaluation report, minutes from the Project Advisory Committee meetings, agreements with project implementing partners and their progress reports, regional outcome documents from ASEAN –level meetings supported by the ATP.
  - b. Review of other relevant documents such as the ILO Strategic Framework 2012-13, 2014-15, Canadian government's development priorities, and key documents of ASEAN meetings, Decent Work Country Programmes, ILO regional migration strategy, and the documents published by the Project.
- 2) Wrote an Inception Report at the end of the first week, and submitted in its final version on 12 March 2016;
- 3) Interacted with the representatives of the primary implementing partners of the ATP in ASEAN, which are the ACMW, ACE, ATUC, TFAMW, and the ASEAN Secretariat. In addition, meetings/interviews were held with other actors of the Project, including those involved in the work on the Greater Mekong Sub-region (GMS) Triangle Project, mutual recognition of skills (MRS) and the AFML.
- 4) Attended the ACE-ATUC dialogue meeting on 8 March 2016 in Bangkok and conducted side-meetings with ACE and ATUC leaders and the Project stakeholders from Cambodia and Malaysia.
- 5) Visited four out of the 10 ASEAN countries to conduct direct interviews and discussions with the Project participants, stakeholders and the donor representatives. Countries for field missions were selected based on the following criteria:
  - Extent of ATP activities and beneficiaries,
  - Involvement of government, social partners and CSOs (e.g. CLMV) in the project,
  - Presence of implementing partners, e.g. Thailand (base of ATP Project Team) Indonesia (ASEAN Secretariat, DFATD), Philippines (ATUC Secretariat, PAC meeting), and Lao PDR (Chair of ASEAN in 2016),
  - To attend crucial meetings (ACE-ATUC dialogue meeting in Bangkok and PAC meeting in Manila).

Based on the above criteria, ATP has identified four priority countries for field work and for direct interaction with the project partners and participants namely: Thailand, Indonesia, the Philippines and Lao PDR. A detailed field mission schedule is given in Annex 2. Interactions

with a few stakeholders from Cambodia, Malaysia and Myanmar were scheduled as side meetings or impromptu discussions while being in Thailand and Philippines, and with stakeholders from Vietnam a skype meeting was held after the mission. The remaining two out of the ten ASEAN countries, Singapore and Brunei, are not ODA-eligible, and thus cannot receive funding from the Government of Canada for in-country activities.

- 6) Conducted skype interviews with other partners and stakeholders involved with the Project such as those in Malaysia, Vietnam and Cambodia, as well as in Geneva.
- 7) Presented the preliminary findings of the evaluation to the Project management team on 16 March 2016 and to the Project Advisory Committee (PAC) on 17 March 2016 in Manila.
- 8) Submitted the draft evaluation report to the Evaluation Manager who shared it with all key stakeholders for their comments and inputs in early April 2016.

By interacting with and interviewing such a large number and variety of stakeholders it was possible to cross-check the information acquired, and therefore the accuracy and validity of data and information could be verified and triangulated. This was further supplemented with direct observations in the field during interviews as well as during the participation in both the ACE-ATUC Joint Workshop in Bangkok and the PAC Meeting in Manila. In addition, the study of documents provided yet another angle for verification of acquired data. Therefore, both qualitative and quantitative data were used in comparing and drawing the conclusions of the analysis.

### *Work Plan*

The final evaluation will be conducted between 29 February and 20 April 2016. The time frame for the different activities are indicated in the following work plan:

No.	Description	Dates (2016)
1	Desk review and preparation of inception report	29 Feb - 4 March
2	Meetings with the Project staff in ROAP/Bangkok	7-8 March
3	Attend the ACE-ATUC Joint Meeting in Bangkok	8 March
4	Interview/Meetings and site visits in Indonesia	9-11 March
5	Interview/Meetings and site visits in Manila	14-16 March
6	Presentation at the PAC meeting	17 March

7	Interview/Meetings and site visits in Lao PDR	18 March
8	Draft report preparation	21-25 March
9	Draft report preparation and possible additional skype interviews	21-23 March
10	Submission of draft report to the Evaluation Manager	7 April
11	<ul style="list-style-type: none"> <li>• Sharing of draft report with the key stakeholders &amp; constituents for comments and suggestions, and consolidate them in the draft report sent to the evaluator</li> <li>• Finalization of the evaluation report and submission to the Evaluation Manager (3 days)</li> <li>• Review of the final report, and submission to EVAL Unit in ILO</li> </ul>	8 - 20 April

Annex 3 provides the data collection matrix/worksheet indicating which key questions need to be asked to which stakeholders, and which sources of data need to be consulted to be able to answer a particular question. The questions are grouped by the six evaluation criteria plus the additional category (i.e. 'other').

Management and responsibilities have been specified in detail in the ToR in Section 6.0 (see Annex 1).

## 2.5 Limitations

The final evaluation of a four-year project has its limitations in terms of what a brief evaluation mission of almost two weeks can try to (un-)cover, especially if the project has a relatively large number and variety of stakeholders at the international, regional and national levels, a substantial number of relevant (project) documents (over 65 entries), and no less than 36 'Indicative Activities' (Project Document 2011: 26-38). The variety of the latter activities is also quite large, as can be shown in the below table which gives a rough division into several categories (although one needs to realize that some activities could cover more than one category):

Categories identified among Indicative Activities*)	Number
Develop Guidelines and Tools (or protocol)	11
Workshops, meetings, consultations	8
Share Best Practices, Media, Foster dialogue	7
Capacity Building (education/training)	3

Technical Assistance	2
Research & Database	2
Other	3
<b>TOTAL</b>	<b>36</b>

*\*) Categorisation and tabulation are made by the evaluator.*

The ToR provides clear guidance, and includes a list of evaluation questions distinguished along the lines of six evaluation criteria and one additional category ('other'). It is quite a long list of questions (Annex 3 specifies 51 questions) and sub-lists were designed targeted at specific stakeholders.

### 3 Overall Findings

The overall findings of the evaluation have been grouped in this chapter according to the six Evaluation Criteria given in the ToR (Annex 1): Relevance, Validity of Design, Project Progress and Effectiveness, Efficiency of resource use, Effectiveness of Management Arrangements, and Impact and Sustainability (Sections 3.1 to 3.6). In addition to the above, the evaluation will also assess knowledge sharing, lessons learnt, partnership quality and social dialogue aspects of the Project (Section 3.7).

#### 3.1 Relevance

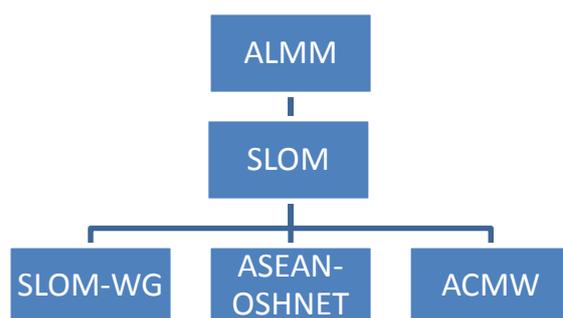
In this section the relevance of the ATP project will be investigated for the needs, priorities and plans of the implementing partners in ASEAN, of the donor, i.e. DFATD/Government of Canada, and of ILO/UN.

##### *ASEAN*

The focus of ATP on ASEAN is very relevant especially following the Cebu Declaration in 2007 in which the ASEAN Member States (AMS) showed a strong commitment to accelerate the establishment of an ASEAN Community by 2015. The ASEAN Community Vision 2025 was adopted at the 27th ASEAN Summit in November 2015 in Kuala Lumpur; it provides guidance for an ASEAN Community that is “politically cohesive, economically integrated, socially responsible, and a truly people-oriented, people-centred and rules-based ASEAN.” The protection and promotion of the rights of migrant workers is an important component of the Social Justice and Rights Element of the ASCC Blueprint 2009-2015 (see ASEC 2014). In fact, each of the three ASEAN Pillars has adopted a blueprint, and migration governance is recognized in all Blueprints.

The ATP objectives/outcomes are clearly in line with the strategic plans and priorities on labour migration of several regional entities. An investigation of some of their work plans provides evidence for this.

Firstly, the first *ASEAN Labour Ministers (ALM)* Work Programme (2010-2015) identified four strategic priorities which need to be addressed for the labour sector areas in order to function well: (i) Legal foundation, (ii) Institutional capacity, (iii) Social partners, and (iv) Labour markets and workforce development. The ALM-Meeting (ALMM), which meets every two years, is the main body in the ASCC for labour issues to which the other bodies report (see Figure 1).



***Figure 1: Structure of the ASEAN Socio-Cultural Community (ASCC).***

The new ALM Work Programme (2016-2020) is not yet finalized but the draft of December 2015 identifies four Key Result Areas at Outcome level: Skilled and Adaptable Workforce, Productive Employment, Harmonious, Safe and Progressive Workplace, and Expanded Social Protection. Under these four areas, 22 so-called Thematic Areas have been identified. For most of these 22 areas, either the SLOM, the SLOM-WG or the ASEAN-OSHNET (cf. Figure 1) are earmarked as the responsible body, except for the four areas directly related to migrant workers for which the ACMW is the responsible body (discussed in detail below). These four areas are as follows:

- Governing mechanisms of labour mobility (e.g. recruitment, job placement, reintegration),
- Study on portability of social security for migrant workers across ASEAN Member States,
- Protection and promotion of the rights of migrant workers, and
- Labour dimension of trafficking in persons.

It is clear that these are very closely aligned to the objectives of the ATP. The new work plan for 2016-2020 is to be finalized at the ALMM in May 2016 in Vientiane.

Secondly, the *ASEAN Senior Labour Officials Meeting (SLOM)* meets every year, and monitors the implementation of the ALMM Work Plan. The SLOM has produced a new draft work plan (2016-2020) which includes the same four relevant Key Result Areas as indicated for the ALM. However, since all issues on migrant workers are the responsibility of the ACMW, these issues are not included in the SLOM work plan.

Thirdly, the *ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW)* was established as one of the outcomes of the Cebu Declaration (2007). It held its first meeting in 2008 and institutionally reports to the SLOM (see Figure 1 above). The ACMW is made up of senior officials from the Ministries of Labour of all 10 ASEAN Member States, and its leadership rotates annually in line with the chairmanship of the ASEAN. Three themes or ‘thrusts’ were identified:

1. protection of migrant workers against exploitation, discrimination, and violence;
2. labour migration governance; and
3. fight against trafficking in persons.

A *fourth* thrust was included in the Work Plan, i.e. the Development of *an ASEAN Instrument* on the Protection and Promotion of the Rights of Migrant Workers. Each of the thrusts were either led by the ASEAN Secretariat, or by one or more of the countries involved. The second ACMW Work Plan 2016-2020 will also be completed at their next meeting in Vientiane in May 2016. The biggest challenge will be to arrive at consensus on the Instrument for which the drafting team already met 15 times without reaching a joint conclusion. Some member states would like it to be legally binding<sup>3</sup>, and at the same time including the families of migrants as well as undocumented migrants. This may prove to be over-ambitious and a compromise is likely to be sought for by the ASEAN Member States (AMS) in their next meeting in May 2016.

Fourthly, the *ASEAN Trade Union Council (ATUC)* is a grouping of 18 representative national trade union centres in 9 ASEAN states (leaving out Brunei) and in East Timor, and is thus quite representative, despite the great differences among these 18 unions.<sup>4</sup> ATUC designed, after some delays, an Indicative Work Plan (2013-2015) which consists of five components, as follows:

- a) Research Papers on Trade Union Cooperation among migrant sending and receiving countries, plus a research paper on the social protection floor, and another one on re-integration of migrant workers;
- b) Ratification, Application, and Advocacy Campaign on ILS (Conventions 143 and 189 as well as Conventions 87 and 98), at ASEAN and National levels;
- c) Strengthening trade union services for migrant workers, in particular: Training of ATUC affiliates' focal persons/migrant workers desks, Complaint mechanisms and complaint forms, Inter-union agreements on servicing migrant workers, Migrant Resource Centres, and Contribution to the ASEAN Migration Data Base.
- d) ATUC – ACE Interface, and ATUC engagement with the ASEAN Secretariat; and
- e) Capacity building program and secretariat support to ATUC.

At the recent PAC meeting (March 2016), ATUC presented its overall strategy entitled 'Nine Priority Program', and these are:

1. The ASEAN Social Charter, the ATUC Trade Union Roadmap, the Responses to the ASEAN Labour Ministers' Work Programme, and Country Actions
2. ASEAN Labour, Fair Globalization and FTAs

<sup>3</sup> The Government of Indonesia, for example, is underscoring the importance of the legally binding nature of the instrument, as they had a negative experience in the past. When Indonesia ratified the UN Convention on Migrant Workers in 2012, it turned out that the receiving countries did not ratify it, and thus their own migrant workers were not protected while staying in those countries.

<sup>4</sup> Cambodia (CCTU, CCU, CLC); Indonesia (KSBSI, KSPI/CITU, KSPSI); Laos (LFTU); Malaysia (MTUC); Myanmar (CTUM); Philippines (TUCP, FFW); Singapore (NTUC); Thailand (LCT, NCPE, SERC, TTUC); Vietnam (VGCL); and Timor Leste (TLTUC).

3. The Global Jobs Pact and the Social Protection Floor
4. Migrant Workers, including Trafficking
5. Coherence between ILO Conventions and National Laws
6. Progressive Labour Practices and Workforce Developments
7. Youth Employment & Elimination of Child Labour
8. Decent Work and IFIs
9. The Decent Work Country Programmes

Four out of these nine are clearly aligned with the ATP objectives (priorities 1, 3, 4 and 5). ATUC's Policy Brief on migrant workers goes into more detail about ATUCs work on migration and its development was supported by ATP.<sup>5</sup>

Fifthly, the *ASEAN Confederation of Employers (ACE)* represents only six out of ten ASEAN countries (i.e. Cambodia, Indonesia, Malaysia, the Philippines, Singapore and Thailand), and these six national employers' organisations are quite diverse organisations. ACE has already been recognised by ASEC some time ago because it is mentioned as one of the 'Entities Associated with ASEAN' in Annex 2 of the ASEAN Charter 2007. However, in all its interventions involving ACE, ATP has consistently invited also the employers' organisations from the other four countries (i.e. Brunei, Lao PDR, Myanmar and Vietnam). With support from ACE the ten employers' organizations jointly developed an Employers Action Plan 2013-2016 especially focussed on developing regional guidelines and other tools/products, and on capacity building of ACE. The activities foreseen were regional meetings and training, policy work and research work. ACE has jointly with ATP identified five priority areas in developing their policy position on labour migration in ASEAN, and presented the progress they have made against these areas recently at the 4<sup>th</sup> PAC meeting in Manila (17 March 2016); these priority areas are:

- 1) Skills matching and labour mobility,
- 2) Productivity and Occupational Safety and Health,
- 3) The regulatory environment for recruiting and placing migrant workers,
- 4) Managing Diversity/Anti-discrimination, and
- 5) Forced Labour and human trafficking.

These are all closely aligned to the objectives of the ATP.

Sixthly, the *Task Force on ASEAN Migrant Workers (TF-AMW)* is a network of CSOs from all over ASEAN and the convenor is based in Singapore; the network comprises trade unions, human rights and migrant rights non-governmental organisations and migrant worker associations. It is aimed at supporting the development of a rights-based framework for the protection and promotion of the rights of migrant workers. The TFAMW calls on ASEAN Countries to uphold and implement the highest standards in labour rights including decent

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<sup>5</sup> Entitled "Toward a harmonized, rights-based regional approach in strengthening protection of ASEAN migrant workers. A policy brief of the ASEAN Trade Union Council (ATUC)." November 2015.

work and occupational health and safety standards, equal pay for equal work, freedom of association, right to form and join trade unions and associations, social protection and social security based on non-discrimination and gender equality principles. Their objective and principles are thus closely aligned with those of ATP. It organizes the CSO follow-up meeting with ATP support in May of each year, as well as the CSO country-level preparatory meetings ahead of the AFML each year.

Seventhly, the *ASEAN Secretariat (ASEC)* was set up in February 1976 by the Foreign Ministers of ASEAN. The ASEAN Secretariat's basic function is to provide for greater efficiency in the coordination of ASEAN organs and for more effective implementation of ASEAN projects and activities. Therefore, the feedback received from ASEC during the PAC on 17 March in Manila, that *'the ATP project has been instrumental in supporting the implementation of the Cebu Declaration'* is underscoring clearly the relevance of ATP.

Lastly, the *ASEAN Forum on Migrant Labour (AFML)* was a result of the Cebu Declaration, and was institutionalized by the AMS as a regular activity under the ACMW Work Plan in 2009 during the 1<sup>st</sup> AFML in the Philippines. It is the only known regional migration forum in Asia that is carried out in a tripartite nature with additional involvement of civil society organizations (CSO). It brings together key stakeholders in labour migration in ASEAN, including ILO's tripartite constituents as well as the ASEAN Secretariat, civil society, including the TFAMW, and international organizations, in particular ILO, IOM and UN Women.

The ACMW recommended that the AFML be held annually to advance the principles in the Cebu Declaration, and, accordingly, in November 2015 the 8<sup>th</sup> AFML was held in Malaysia, and the 9<sup>th</sup> is being planned for the latter part of 2016 in Lao PDR. Each AFML has formulated and accepted a number of recommendations and up to the 6<sup>th</sup> AFML this number was 64 and these were grouped in six major clusters which are quite diverse, but also very relevant for the ATP project's objectives (see Box 1).

The progress on the implementation of the recommendations is being tracked through periodic (i.e. once in two years) so-called 'Assessment Papers' written by ATP, of which the second one was published in 2015 (see [www.ilo.org/afml](http://www.ilo.org/afml)). This frequency may well be too low, especially as the number of recommendations and diversity of topics keeps on increasing. For example, at the 7<sup>th</sup> AFML one of the subthemes of the conference was the Promotion of fair and appropriate employment protection and payment of wages, and the 8<sup>th</sup> AFML paid specific attention to Occupational Health and Safety (OSH) and labour inspection to ensure workplaces provide minimum employment rights. The 7<sup>th</sup> AFML arrived at another 20 recommendations and the 8<sup>th</sup> added 15 more, resulting in an overall total of 99 recommendations to be tracked. What is needed is a closer involvement of the ASEAN Member States (AMS) and of the other stakeholders in the implementation and monitoring of these recommendations.

**Box 1: AFML: Clustering of 64 Recommendations of the 3<sup>rd</sup> to the 6<sup>th</sup> AFML.**

- A. Information sharing, dissemination, and public information campaigns regarding overseas work, including costs at all stages, working conditions information for sending countries, and creating a positive perception of migrant workers: Pre-departure orientation, Post-arrival orientation, Migrant Worker Resource Centres, Promoting a positive image of migrant workers, and Legislative and policy developments.
- B. Collection, sharing, and analysis of data regarding migrant workers for both sending and receiving countries: ILMS database for ASEAN, Labour market information, Regional data and information sharing efforts, and Data collection, analysis, and sharing at a national level.
- C. Effective return and reintegration strategies, including sustainable alternatives for migrant work: Policy and legislative developments, Regional information sharing, migrant welfare funds and emergency repatriation, Information dissemination on options upon return, and financial literacy training.
- D. Facilitate access for complaints and grievance mechanisms for both sending and receiving countries
- E. Promotion of cooperation, partnership, information exchanges, and meaningful involvement among all stakeholders in both sending and receiving countries: National, Bilateral and Regional cooperation efforts of government, trade unions, employers, and civil society, and Regional dialogues.
- F. Regulation of overseas recruitment.

The ATP objectives are also closely aligned with national and regional *gender* related goals of ASEAN institutes. Significantly, the draft new ALM Work Programme (2016-2020) includes as its *very first* Thematic Area ‘Gender Equality’, in particular Gender mainstreaming of the labour sector, for which the SLOM is the Responsible Body, and Vietnam is the Country Coordinator. Alignment with the work of the ASEAN Committee on Women (ACW) and the ASEAN Commission on the Promotion and the Protection of the Rights of Women and Children (ACWC) is also clear, and the ‘Conference Statement’ of November 2014 includes gender recommendations by ACW and ACWC for inclusion in the ACMW Instrument.

**Government of Canada:** The cooperation between ASEAN and the Government of Canada dates back to 1977. More recently the ‘Joint Declaration on the ASEAN-Canada Enhanced Partnership’ was signed between the two partners to implement an enhanced partnership. The declaration’s Work Plan 2007-2010 specifies joint cooperation on the 3 Blue Prints (BP), and for example in the Economic BP cooperation is agreed on exchange of skilled workers. The associated ‘Plan of Action’ lays down the way the joint declaration will be implemented, and Section 3.4 of this plan is about the ‘Rights of Migrant Workers (Cebu declaration and ACMW)’, aligning closely to the main objective of ATP.

**ILO/UN:** A ‘Cooperation Agreement’ between the ASEAN Secretariat and the International Labour Office was signed in March 2007 to facilitate collaboration in areas of mutual interest to include: the exchange of information, cooperation in research (including gathering statistics), cooperation in the implementation of programmes and projects including explicitly ‘labour migration’, and representations in meetings and workshops. Progress against these areas are reported annually by the ILO’s Deputy Regional Director to the SLOM.

The Project is linked to a number of outcomes of the ILO Global Programme and Budget 2012-13 and 2014-15, primarily to **Outcome 7**: More migrants are protected and they have access to decent work. It is also linked to Outcome 9: Employers have strong independent representative organisations, and to Outcome 13: Decent work in economic sector. There is also close cooperation with certain projects, in particular with the ‘sister project’, GMS Triangle, funded by the Government of Australia/DFAT, which operates mainly at the national level in particular in CLMV countries and in Thailand and Malaysia; the funding of this project has been extended with 10 years which is now re-named as TRIANGLE II.

There is also a clear alignment with some of the Sustainable Development Goals (SDGs) which have included labour migration concerns in two goals:

- SDG Goal 8: Promote inclusive and sustainable economic growth, employment and decent work for all; and
- SDG Goal 10: Reduce inequality within and among countries.

All in all the ATP project scores quite high on the evaluation criteria of Relevance.

### 3.2 Validity of Design

The design focuses on the protection of the migrants from labour exploitation in the light of increasing integration particularly within ASEAN but also outside of it. The Project Document (ProDoc) discusses very clearly and at length the migration trends, the recruitment channels and agencies, exploitative practices, the legal and policy framework and the implementation challenges (ProDoc 2011: 10-18). This analysis leads to the proposed ASEAN Triangle Project (ATP) approach characterized by four valid elements of design:

- 1) Tripartite-plus approach, including CSOs (some are specialised in labour migration issues);
- 2) Regional approach: the number of international migrants within the ASEAN region is currently above 10.2 million, and there are crucial differences between sending and receiving countries;
- 3) Rights-based approach; and
- 4) Gender responsive approach.

The ASEAN Triangle Project was developed in conjunction with the GMS Triangle project, or as the ProDoc (2011: 18), states: “At the project outset, the ASEAN TRIANGLE project will use the existing GMS TRIANGLE consultation fora, at national and regional levels, as a framework and platform to generate consensus among member states. The GMS project has already

established close relations with constituents in the participating countries...” In the meantime, ILO Specialists on Workers’ Activities and Employers’ Activities had consulted with the members of ACE and ATUC on the type of assistance they would ideally require from such a project.

Validity of design refers especially also to the *Results Based Management (RBM)* applied in the project through the Logic Model (LM) and the Performance Measurement Framework (PMF) partly in response to the requirements of the sponsor which was CIDA at the time of the design. The LM and PMF are included in the ProDoc as Annexes 1 and 2. In essence it is a rather straightforward structure with the three *Immediate Outcomes* as the centrepiece:

1. Strengthened regional legal and policy framework to more effectively govern labour migration and protect the rights of women and men migrant workers, in a gender responsive manner.
2. Enhanced capacity of governments to oversee enforcement of labour and migration laws and regulations, in a gender responsive manner.
3. Enhanced capacity of social partners to influence migration policy and protect the rights of women and men migrant workers.

Once these three outcomes are achieved, the *Intermediate Outcome*, i.e. “Reduced labour exploitation and inequality of women and men migrants from ASEAN member states”, will also be achieved. In addition, a contribution will then have been made to the *Ultimate Outcome*, i.e. “Increased labour rights protection and decent work opportunities for women and men migrant workers in Southeast Asia”, but this is the much broader, ultimate impact which cannot be achieved by this particular project alone. This ‘upper’ structure of the Logic model, i.e. the different types of Outcomes, is clearly stated, describing the solutions to the identified problems and needs.

In general, the present evaluation agrees with the conclusions of the MTE on the validity of the project design in particular (MTE 2014: 16-17):

- The three-tier approach of the three immediate outcomes is logical and coherent. The tripartite approach is highlighted in a coherent way.
- The Gender Responsive Approach is well defined and refers to the ILO Action Plan for Gender Equality (2010-2015) and to ILO’s 1999 policy on gender equality.<sup>6</sup> The project contributes to the DFATD Outcome of “improved human rights for the most vulnerable groups to poverty and human rights abuses: women, children, migrant workers and ethnic minorities”.

<sup>6</sup> See further the recent “*EQuality Framework*” (Accelerating Equality and the Quality of Work) of the ILO DWT in Bangkok (February 2016).

- Whilst the project concept is rational, the project document lacks a comprehensive (potential) impact analysis. It only describes the links to development strategies of ILO without explaining how activities will contribute to the objectives.
- The Performance Measurement Framework (PMF) is clear in presenting objectives and results in a logical sequence, but lacks precision in quantifying and/or qualifying indicators. Several suggested indicators are non-measurable either because of the non-availability of reliable data (e.g. the “number of women and men labour migrants that are exploited”) or because of the impracticality of defining a reference value (e.g. the “extent of cooperation” or the “quality of engagement”).
- Targets were not specified (“to be set”). Well defined time frames and targets would provide a better view on impact expectations;
- It was unrealistic to set the frequency of data collection for monitoring purposes at the mid-term and final evaluation; the process of monitoring progress in implementation needs to be a continuous process throughout the project.

In addition, the present evaluation finds that the outputs would have benefitted from more specifications and/or diversity: in the original design, five out of the seven outputs are about the development of ‘tools and guidelines’ for specific target groups, countries or sectors, which seems too general and difficult to measure (it is not specified which tools or guidelines, nor how many of them). Furthermore, the absence of yearly milestones in the original PMF makes monitoring more difficult (further discussed in Section 3.5). On the other hand, the 36 indicative activities are found to be clearly specified and coherently related to the structure in the logic model; these can be categorized in four types of activities: policy dialogue, development of regional tools and research, data collection for policy development, and capacity building. Following the MTE in June-July 2014, revisions were made in the RBM framework, but these will be the subject of discussion in Section 3.5 on Management Arrangements below.

The project design did adequately consider the *gender* dimension of the planned interventions as was also established by the MTE (see above). Specific care has been taken to make the output and outcome indicators of the project gender-inclusive, and for example all outcome statements include either “for women and men migrant workers” or “in a gender responsive manner”. In addition, many of the 36 ‘indicative activities’ include a gender component, although only few of them are exclusively about women migrants (e.g. 124 on Domestic Workers and 112 on cooperation with ACWC); nevertheless, as we will see in the remainder, some activities have been undertaken specifically targeted at gender.

In sum, the validity of design was rather mixed, being clear in its four-tiered approach, its logic structure and its complementarity with the GMS Triangle project, but rather weak on the PMF particularly because indicators and targets were not clearly defined and yearly milestones were lacking altogether in the original PMF.

### 3.3 Project Progress and Effectiveness

Over the four years of the implementation, the ATP has built on ASEAN's political commitment and on the commitment of the social partners to improve migration awareness, policies, and processes for migrant workers in the region, especially women migrant workers. A number of the achievements of ATP have been mentioned regularly during the interviews with stakeholders, and these are summarized below for each of the three immediate outcomes:

#### *Immediate Outcome 1: Strengthened regional legal and policy framework*

- The Tripartite-plus engagement is valued by almost all stakeholders. The pivotal structure for such engagement is the ASEAN Forum on Migrant Labour (AFML) which has become established as a broad-based platform, recognized by ASEAN Member States (AMS) as well as all social partners, to reflect on the implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers and provide recommendations on its effective implementation. That the AFML has become established as such is at least partly due to the many efforts that the ATP has undertaken to support it, for example through regional and national preparatory meetings with a total of 2,247 participants (of which 44% female) since 2012.
- The continued dialogue on the Mutual Recognition of Skills (MRS), and the recognition of MRS by the SLOM at its latest meeting, has resulted in the development of ASEAN-wide and country-level action plans for skills recognition and labour mobility of medium and low-skilled workers. Guided by a Mapping Study on the preparedness of AMS on skills recognition, three tripartite regional technical meetings and a series of national meetings led to the identification of priority occupations for skills recognition, namely construction, domestic work, tourism and garment work.
- The advocacy and lobby work undertaken with the CSO 'Philippines Migrant Rights Watch' (PMRW) for ILO Convention 189 on Domestic Workers: the convention is ratified by 22 states, including Philippines (in 2012), which is the only ASEAN country that ratified it.
- The International Labour Migration Statistics (ILMS) Database, launched in October 2015 during the 8<sup>th</sup> AFML, is the first of its kind in ASEAN. It gathers together official government sources of data regarding migrant workers' stocks and flows, and data on countries' nationals who work abroad. It is published on the ILOSTAT Database portal, a useful research tool used by policy makers, researchers, academics and ILO to influence policy design, development and implementation. It was cited as a good practice by the Global Migration Group (GMG). An accompanying "Guide" and "Analytical Report" highlight the main trends within the region and draw conclusions on how to improve data collection, analysis and sharing in ASEAN. In addition, it has the clear potential to be replicated as an ILO Good Practice (and interest was already shown for example in West Africa and Arab States).
- The series of workshops on the Fishing sector in Indonesia, where it is part of the government's priority for the development of the Maritime sector; fishing is a regional issue by nature, and at the same time often a lucrative industry. ATP also supported Indonesia to conduct a Gap Analysis to move toward ratifying ILO Convention No. 188, and to conduct tripartite meetings in Indonesia towards the ratification of ILO Convention No. 189.

- Various research activities have also been initiated by ATP (for a list of 12 regional researches, see Annex 9). One good example concerns the survey on migration costs for Vietnamese workers travelling to Malaysia to work in the manufacturing and construction industries. Preliminary results show that workers are paying an average of USD 1,360 to migrate to work overseas. The results were presented and discussed at a global meeting on migration costs in Washington DC in November 2015. Comparable data are being collected in other key migration corridors (e.g. Qatar to Pakistan/Bangladesh/India/Philippines) through the World Bank. The study is expected to be finalized in May 2016.
- The gender-responsive approach is also very much valued by all stakeholders, and a particular example mentioned often is the draft GEM Toolkit: “Gender equality in labour migration law, policy and management.” In addition, concerning the ILMS Database, it is appreciated that out of 18 indicators, 10 collect sex-disaggregated data.

### *Immediate Outcome 2: Enhanced capacity of Governments*

- The capacity building of Labour Attaches and/or Consular officials is generally considered as extremely valuable, in particular the two courses on negotiations skills and conflict management conducted in partnership with the Asian Institute of Management (AIM), both of which were led by two former Philippine labour ministers with expertise on labour migration governance and negotiations.
- The training course introduced on ASEAN economic integration and labour migration targeted government officials from ASEAN member states, and staff of ASEC, ACE and ATUC: They were trained on labour migration governance in the context of regional economic integration in a regional course organised by COMPAS (Oxford University), ILO-ITC and ILO ROAP. The course has been repeated three times on an annual basis, twice targeted at training at mid-level officials, and once to target officials with the rank of Director-General or above.
- The work on labour inspection has been valued by several stakeholders; this work particularly included the ASEAN Conference on Labour Inspection which brought together senior officials from all 10 AMS and representatives of ACE, ATUC and ASETUC.
- The efficient working relationship between ATP and ASEC is another important area of project progress.
- ATP supports the individual AMS of CLMV to take the lead in selected activities concerning four different sectors, which was considered a good practice, and an important learning experience for those countries.
- The development and potential use of migrant welfare funds particularly for CLM countries is seen by those involved as a potential good practice.
- A comprehensive overview of the Regional Tools produced by ATP is given in Annex 8.

### *Immediate Outcome 3: Enhanced capacity of social partners*

- The capacity of ACE has certainly increased as it was more or less dormant around 2012. ACE has developed and implemented a three-year work plan, and has developed and

published four Policy Position papers with support from ATP and ILO-ROAP on the following topics:

- Skills matching and labour mobility,
- Forced labour and human trafficking
- Occupational Safety and Health,
- Regulating recruitment of migrant workers.

These position papers were discussed and formulated with the guidance of ILO's ACT/EMP and were adopted in regional meetings by ACE members as well as by the four employer's organizations which are not part of ACE. Policy position papers are tools that guide ACE's affiliates at regional and national labour migration policy discussions and ensure a more coherent voice on labour migration issues among employers in the region. A fifth paper is in the making, dealing with non-discrimination at the workplace. Still, ACE has the big challenge of trying to incorporate the other four countries into their organization, and are often also pre-occupied with national level challenges, such as the relatively acute shortage of labour in Malaysia and the lack of solutions offered by the national government. Further strengthening of ACE and its organizational structure would be beneficial.

- The capacity of ATUC has clearly increased over the years since the project started, and they have for example:
  - Developed and implemented a three-year work plan;
  - Signed the ATUC Inter-Union Cooperation agreement on migrant workers among ASEAN unions;
  - Developed and adopted a regional complaints mechanism and referral system for migrant workers;
  - Adopted principles for a harmonized, rights-based approach in strengthening protection of ASEAN migrant workers;
  - Participated in a regional dialogue on women's empowerment, return & reintegration, and identified youth and women concerns in migration during the first ATUC Youth Rally (September 2015 in Kuala Lumpur) for the inclusion in future activities;
  - Participated in three Social Protection workshops/seminars;
  - ATUC's Focal Point system is considered as an achievement while at the same time it requires substantial strengthening since about half of them have left their position for different reasons.
  
- Both ACE and ATUC have substantially widened their participation in the AFML Process:
  - Participated in AFML annual meetings;
  - Participated in tripartite national preparatory and sectoral meetings;
  - Action on selected AFML recommendations.
  
- The First ACE-ATUC Joint Meeting on 8-9 March 2016 in Bangkok with representatives from 10 AMS, was labelled as 'historic' by the ILO Regional Director for Asia and the Pacific. At the meeting it was decided to follow-up this meeting by regularizing the dialogue on an annual basis, and four areas of mutual concern were identified for future joint dialogue:

- i. Labour mobility and the implementation of the MRS for medium and low-skilled workers in ASEAN. MRS shall be linked to labour market demand and supply in AMS.
  - ii. Expanding social protection mechanisms to better protect the most vulnerable groups, including migrant workers. Measures would include, for example, examining portability of social security arrangements.
  - iii. Ethical and fair recruitment of migrant workers.
  - iv. Protection of migrant workers throughout the migration cycle, consistent with international labour standards.
- The third social partner, the Task Force for ASEAN Migrant Workers (TFAMW), has been encouraging civil society engagement in the AFML with support of the ATP. CSOs met each year to develop strategies to implement the Recommendations from the AFML meetings and improve engagement with governments and social partners. The TFAMW also participated in ATP regional and sub-regional meetings and training programs and took the lead in promoting the ratification of relevant ILO Conventions. Various CSOs are active in providing information services (e.g. community radio), are promoting awareness campaigns on safe migration and other topics, are providing pre-departure training in Sending Countries, and are reporting on referral and complaint mechanisms. In addition, the TFAMW sets itself the task of tracking and monitoring the compliance of labour rights (laws) in recruitment processes, in the workplace, in the living place, and upon return of migrant workers.

Therefore, it can be concluded that substantial progress has been made in all three immediate outcomes. Whether these outcomes were actually achieved is difficult to say considering the vague definition of indicators and targets, and the absence of yearly milestones. The three outcomes have in common that the commitment of the involved stakeholders is the primary enabling factor for achievement, and this has been quite positive. Following the Cebu Declaration and the ASEAN Community Vision 2025 the AMS's commitment has been maintained at a relatively high level, while ACE, ATUC and TFAMW are clearly motivated to enhance their role in protection and promotion of the rights of migrant workers.

Disabling factors for achievement of the outcomes can also be identified. The AMS are divided in sending and receiving countries and often migration issues are already difficult to solve at the bilateral level (e.g. between Malaysia and Indonesia); it also results sometimes in delayed decision making (e.g. in the case of the Instrument), while some countries are more or less back-benching on a number of issues (in particular Singapore and Brunei). ACE has difficulties in convincing the employers' organisations of four ASEAN countries to join their ranks, while the organisations in the other six countries are very diverse (e.g. while Malaysian employers acutely require additional migrant workers, their Indonesian counterparts do not need migrant workers). Despite the fact that Annex 2 of the ASEAN Charter 2007 lists quite a large number of organisations as 'Entities Associated with ASEAN', ATUC has not yet been recognized by ASEC because the AMS could not reach consensus on their inclusion; this means that ATUC has no *formal* channel to influence ASEAN policy on migration. ATUC is also competing with other

confederations for their position in ASEAN (e.g. ASETUC). Furthermore, a big challenge remains the actual implementation of the many recommendations of the different AFML's. Lastly, meeting at ASEAN level always implies a lot of traveling for the stakeholders involved, and the ATP has made the best of this by combining meetings, workshops, etc.

As we have seen in the above, ATP has clearly contributed to strengthening the capacities of the Project's regional and national partners/institutions and the main examples are that each tripartite partner has developed its own work plan and has started to implement it, and that they all undertake or participate in research activities related to the position of migrant workers.

ATP has also made good progress in achieving its gender-related objectives, having put the position of women migrant workers squarely on the agenda, as well as having specific activities related to gender undertaken, for example, the inclusion of gender indicators in the ILMS database, the work on Convention 189 on Domestic Workers, the inclusion of a gender component in the regional training course on labour migration governance organised by Oxford University, ILO-ITC and ILO ROAP, and the completion of the draft GEM Toolkit.

In the area of communication, ATP has also made progress with the publication of policy briefs and papers, working papers and analytical statistical reports, booklets, leaflets, etc. as well as the Digital Newsletter that was published 8 times in the period 2014 – 2015 which was particularly appreciated by several stakeholders.

The collaboration and coordination with ILO technical units and projects and with other UN organisations was quite effective. Because of the physical proximity between ATP and the ILO DWT Office in the same building in Bangkok, relations are quite intensive and mutually stimulating. The same holds for the relations with the GMS Triangle program, now TRIANGLE II. Time and again the ATP also calls upon expertise from ILO experts in Geneva. We have already seen that concerning gender issues, close contacts were maintained with UN Women, while cooperation takes place on specific projects with IOM in Bangkok, both with the national and the regional office; the coordination of activities between ILO and IOM may need some more attention in the coming period as there is a clear overlap between the two organizations concerning their mandate on labour migration. Another area that requires more attention is the involvement of Canadian experts in selected components as the Government of Canada is funding the project and would want to show the Canadian people the direct use of Canadian expertise in the area.

From the above, it can be concluded that the ATP has clearly succeeded in putting the migration debate on the table in the ASEAN region, and has also opened up new avenues for engagement with ASEAN for the social partners. Stakeholders are actively involved and a genuine dialogue has developed, and most of them appreciate the possibility of being able to learn from each other on migration policies.

### 3.4 Efficiency of resource use

The financial resources for the ATP were provided by the Government of Canada to a total of CDN \$5.5 million in four regular and predictable tranches with the last instalment paid in March 2015. This reliable payment scheme has surely benefited the planning process. The total amount converted into US\$ was at the start of the project US\$ 5,416,024, but due to currency exchange rate differences this amounted ultimately to US\$ 5,170,264 (as per March 2016).

In general, it can be concluded that these financial resources were used efficiently for achieving the intended results, and that the ATP even did more than planned with the existing resources. With a relatively small Project Team, ATP was able to build a network of relations with the main regional partners spread over ten ASEAN countries, in particular with ACMW, ASEC, ACE, ATUC and TFAMW. In addition, it was able to critically support the yearly AFML bringing together all these stakeholders, and at times inviting others as well. Budgetary and workload considerations led to the inclusion in the Team of the Technical Officer in 2014 (instead of continuing to hire less cost-effective consultants), and of a second administrative assistant in 2015.

Table 1 below provides a summary of the project expenditures in the years 2012 to 2016 as per the latest calculations on 23 March 2016, whereby we need to keep in mind that the project deadline has been extended budget-neutrally until the end of May 2016. The table shows that spending started slowly in the first year (with less than 5% of the total in 2012), but then quickly picked up pace.

**Table 1: A Summary of the Project Expenditures 2012 – 2016 (as per 23 March 2016).**

BUDGET CATEGORY	EXPENDITURES IN % IN THE YEARS 2012 - 2016					TOTAL (%)	TOTAL (US\$)
	2012	2013	2014	2015	2016		
International ILO Experts	26.8	19.9	11.6	12.5	18.3	15.2	784,497
International ILO Experts (P3)	0.0	0.0	0.0	5.4	12.9	3.2	165,000
International Experts - External Collaborator (Short-term)	1.2	11.9	11.1	11.9	2.9	10.1	520,236
Administrative Support	5.2	4.2	3.1	3.9	5.8	4.0	206,811
Travel Costs	5.9	2.2	1.6	2.0	1.9	2.1	108,438
Evaluations and M&E	0.0	0.0	1.3	1.8	4.9	1.5	80,103
National Officers (Indonesia & Philippines)	13.4	6.8	4.8	4.9	9.2	6.2	321,000
National Consultants	0.0	1.0	1.2	1.0	0.6	1.0	49,363
Project Sub-Contracts	1.5	3.5	6.5	8.5	13.2	7.0	363,860
Seminars	30.9	36.9	43.3	33.7	15.8	35.1	1,813,951
Sundries & Equipment	3.6	2.1	3.9	3.0	3.0	3.1	162,196
Program Support Costs (13%)	11.5	11.5	11.5	11.5	11.5	11.5	594,809
<b>TOTAL (%)</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>5,170,264</b>
<b>TOTAL (absolute, in US\$)</b>	<b>240,508</b>	<b>1,110,679</b>	<b>1,639,554</b>	<b>1,542,582</b>	<b>636,940</b>	<b>5,170,264</b>	
<b>TOTAL (Column-%)</b>	<b>4.7%</b>	<b>21.5%</b>	<b>31.7%</b>	<b>29.8%</b>	<b>12.3%</b>	<b>100.0%</b>	

Source: Summarised overview by evaluator based on data provided by the ATP Management.

The table also shows that the largest budget category is earmarked for Seminars, spending about 35% of the total budget which is quite logical in view of the immediate outcomes and outputs specified. This category is also the largest in every single year, except for 2016 when the project closure accounts for a different pattern of expenditures. The second largest category concerns international experts consisting of long-term staff and short term consultants (External Collaborators) together accounting for over 28% of the budget. National staff, consisting of national officers, administrative support and national consultants, account for over 11%, and project sub-contracts for another 7%. In addition, ILO regulations stipulate that 13% should be reserved for program support costs; the fact that it effectively amounts here to 11.5% is due to the fact that it is calculated over direct project costs, excluding the support costs itself and the original provisions for cost increases (which amounted to US\$ 213,393 in 2011).<sup>7</sup>

Assessing which project activities represented the greatest value for money towards achieving the three immediate objectives will not be possible, because financial reporting within the ILO system was until recently not outcome related. At the outset of the project the expected spending on the immediate outcomes and outputs was specified in the ProDoc as follows:

Immediate Outcome 1	Strengthened regional legal & policy framework	US\$ 1,690,476
Immediate Outcome 2	Enhanced capacity of governments	US\$ 1,180,830

<sup>7</sup> The provision for cost increase was used to cover the exchange rate fluctuation and also to cover the inclusion of a Technical Officer Staff line.

Immediate Outcome 3	Enhanced capacity of social partners	US\$ 1,032,000
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However, as indicated in the above, these amounts could not be matched with the budget categories in Table 1.

Timely delivery of outputs was at times hindered by factors external to the ATP's reach and usually were due to the internal dynamics of the key stakeholders involved. Examples include the ongoing delay in the agreement among the AMS on the Instrument within the ACMW, and the delay in finalizing the multiyear work plan by ATUC.

Several stakeholders interviewed indicated that the focus of ATP is rather broad and that it would be better for ATP to focus on fewer issues. This is not necessarily always beneficial in view of the fact that at times some activities are being delayed while others are forging ahead; at other times this may be reversed. Nevertheless, it is important to keep that advice in mind especially to avoid spreading the resources too thinly.

Where possible, partnership and synergy was established with other projects and institutes, in particular with the DFAT-funded ILO GMS TRIANGLE project and its successor TRIANGLE II, as well as with ITC-Turin, UN-Women and IOM (as mentioned in the above). Cooperation with other institutes was also quite efficient, for example with the Asian Institute of Management (AIM) in Manila and with Oxford University, as well as with Philippines Migrant Rights Watch (PMRW), an NGO Network, and the NGO *Atikha*-Overseas Workers and Communities Initiative Inc. (both based in Manila).

Resources were also allocated strategically to achieve specific gender-related objectives, such as the gender indicators in the ILMS Database, the work on Convention 189 on Domestic workers, the financial education Module, and the GEM Toolkit.

On the whole, the use of resources available has been efficient considering the complex regional structure of the project.

### 3.5 Effectiveness of management arrangements

The funding agency, CIDA (later DFATD) of the Government of Canada, signed a 'Grant Arrangement' with ILO in 2011 to implement the project. Administratively the project falls under the Embassy of Canada in Jakarta, Indonesia, and staff of this embassy usually represent the Government of Canada at the ATP-PAC meetings. The Embassy of Canada in Bangkok is

also in regular contact with the ATP management, and its staff participate in many of the activities organized by ATP.

The project is executed by the ILO ATP management, consisting currently of 4 staff members in Bangkok, i.e. a Senior Programme Officer, a Technical Officer, a Program Assistant and a Programme and Administrative Assistant, and two National Project Coordinators, one each in Jakarta and Manila, who are supported on an ad hoc basis by their respective country offices. General continuity of staff members over the years has contributed to a stable project implementation and familiarity of the staff with the key stakeholders and vice versa.

The institutional arrangements with the tripartite constituents gathering at regional meetings, often preceded by a series of preparatory national consultations, was appropriate and effective considering the complex structure of ASEAN and ATP's regional approach whereby national partners have joined to form regional organisations. Some stakeholders, especially government, indicated that as coordinator for the national level, they are facing problems to relay and translate what has been decided at regional level to the national level. Firstly, because only few persons can attend at the regional level, and secondly, because concluding documents and recommendations need to be translated into the national language. Following ATP regional level interventions, e.g. AFML, ACMW, training courses, etc., they would like to be able to organize meetings at the national level for which they would need support from ATP. In some instances ATP has actually been able to respond to such requests, for example:

- 1) While developing the ILMS Database, there were challenges in the national level coordination to collect and analyse labour migration data. Therefore, national level meetings to facilitate coordination amongst relevant ministries and to raise awareness of the ILMS were held in the Philippines, Indonesia, Cambodia, Lao PDR, Viet Nam and Myanmar.
- 2) The development of the pre-departure training curriculum and the migrant worker resource centre manual were tools developed at the regional level and subsequently adapted for implementation at country level, including in Viet Nam, Cambodia, Lao PDR and Myanmar. In close collaboration with the GMS TRIANGLE Project, training of trainers programs were rolled out at the national level which included provincial level officials.
- 3) With respect to the fishing sector, AMS were engaged into two regional meetings to address issues of protection of migrant fishers, improving labour inspection in the fishing sector and review of legal frameworks. Recommendations at these meetings led to follow-up activities in Indonesia and the Philippines.

While staying committed to the regional approach, ATP made specific efforts to respond to national level requests. On the condition that the national level activity is linked to a regional process, i.e. a regional recommendation or a regional tool, then ATP is able to provide technical and financial support.

Also within ATUC this problem has arisen; certain recommendations are adopted at the regional level while the implementation needs to be undertaken at the national level, but at this level the trade unions often lack the resources, the capacity or the connection to the regional level to act on the regional recommendations.

This issue is of course at the heart of the relations between the two sister-projects, ATP and TRIANGLE II, which should be the subject of continuous discussions between the two, and perhaps in due course lead to enhanced cooperation between the two. It has at times been suggested to somehow merge the two projects, for example, the MTE (2014; Recommendation No. 9) reported the idea on the side of the donors, DFATD and DFAT, to form a kind of consortium, but this was not further pursued by them. During the interviews suggestions were made to integrate the project secretariats more closely in order to enhance coordination between the national and regional activities; TRIANGLE II also includes one small component related to regional interventions at ASEAN level, namely Intermediate Outcome number 3.3 entitled “Labour mobility systems and protection frameworks are strengthened through greater regional coordination and cooperation.” However, this kind of integration seems too early at the present stage in which ATP is still in the process of writing a full-fledged Project Document for its potential second phase, while TRIANGLE II has already started its inception phase. At the same time, enhanced *coordination between and management of the two projects* certainly deserves the continued attention and consideration at the ILO deputy regional director level, thereby explicitly also considering such challenges as the different geographic reach of the two projects explained in the above, and the reporting to two different donors with different reporting requirements.

The above discussion on the problems that government and other stakeholders are experiencing in the relay and translation to the national level demonstrates clearly that the key partners were keenly aware of the Project’s objectives and strategies.

Another aspect related to institutional arrangements that will require more explicit attention in the immediate future is a greater focus of ATP’s support on the specific country that is holding the Chairmanship of ASEAN; it may even be efficient to equip an office in that country before and during that particular year.

The ATP management team has interacted closely with the gender experts at the ILO Bangkok Regional office and HQ Geneva (e.g. labour statisticians for creation of the ILMS), as well as with UN Women. In addition, it has involved outside gender expertise when needed, not only in the form of consultants (External Collaborators), but in several instances also in the form of institutional cooperation, e.g. with Oxford university, AIM, Philippines Migrant Rights Watch (PMRW) and *Atikha*.

The internal management of ATP was quite effective in terms of preparing annual work plans and its implementation, in staff arrangements and oversight of the Project. Since the

agreement with the Government of Canada is for a Grant, and thus reporting requirements are not specified in very much detail, the funder generally has less oversight at their end; however, in this case the ILO did their due diligence, and provided more frequent reporting than is specified in the Grant Arrangement, for example, quarterly and half-yearly progress reports were provided in addition to the mandatory annual reports.

As we have seen in the above, the ATP at the outset had decided to have two National Project Coordinators (NPC), one in Indonesia and one in the Philippines. At the design stage of ATP this was considered most appropriate for three main reasons; firstly, because these two countries were not included in the GMS Triangle Project design and it was considered to be complementary to the six NPC's in the GMS Triangle project (one each in CMLV, Malaysia and Thailand); secondly because there was a certain focus on these two countries with respect to ASEAN tripartite activities, in particular the presence of ASEC and DFATD in Jakarta and the secretariat of ATUC in Manila; and thirdly because these two countries have already a long-standing experience with international migrant workers from which other countries can learn lessons. The effectiveness of the support and the follow-up on the outcomes of regional activities at the national level by the two ATP NPC's has been assessed, along with the national stakeholders, as very positive; in fact, a relatively large number of activities are being undertaken precisely in these two countries, such as *in Indonesia*:

- the series of workshops on fishing,
- the work on ILMS (as a focal point),
- the workshops on Mutual Recognition of Skills,
- the work with Oxford University and ILO-Turin/Bangkok on a course on ASEAN Economic Integration in December 2015 in Bali,
- the organization of the PAC in 2014 and 2015, and
- the tripartite seminar for enhancing social protection at ASEAN level, and *in the Philippines*:
- the work with AIM on the Labour Attaché training courses,
- with *Atikha* on the financial education module,
- with ATUC on implementing their work plan,
- with DOLE to organize the ASEAN Labour Inspection Conference
- with PMRW on domestic workers,
- the academic research on establishing Migrant Welfare Funds for CLMV, as well as
- the organization of the PAC in 2016.

In addition, the NPC's also responded to incidental requests from the GMS Triangle project and from their own ILO Country Offices. In the first year of the project there was also close cooperation with the six NPC's of the GMS Triangle Project, but since then their work burden had increased so much that this cooperation decreased substantially.

One challenge did come up related to international travel and the use of the positions of National Professional Officers (NO). The internal ILO regulation is that NO's are employed at field duty stations to perform professional duties that require knowledge and experience at the national level, including, typically, knowledge of the local language, and that cannot be carried out as effectively by internationally recruited staff. While the Country Office in Manila interpreted this ruling in a strict sense which prevented the NPC on a number of occasions to travel abroad, in Jakarta it was interpreted differently, although also here the prime tasks of the NPC remained the work in Indonesia liaising with the Ministry of Manpower, the ASEC based in Jakarta, and the other tripartite national partners. In an ASEAN project, it is expected that workshops, trainings, etc. are relatively often held in one of the other nine countries, and one of the main aims of the travels is to guide, monitor and support the national tripartite delegations while traveling to those countries.

An *M&E system* is in place, but has in the beginning not worked effectively, and has been refined through a step-wise process, involving:

- 1) MTE (June-July 2014),
- 2) An Evaluability Assessment (March 2015),
- 3) M&E Plan (April 2015), including a new Theory of Change (ToC), and
- 4) Revision of the LF and PMF by the Project Team.

In most cases the recommendations of the 2014 MTE are indeed being followed up by the ATP project management, and these actions have been discussed throughout this report; for easy reference they have also been summarized in Annex 4. In several cases the project management cannot accommodate the recommendation because either the Grant Arrangement between the Government of Canada and ILO prohibits funding of activities in Malaysia, Singapore and Brunei (MTE-Recommendation 8), or a multi-donor trust fund (MTE-Recommendation 9) is no longer considered by the donors of ATP and TRIANGLE II.

The first two recommendations, however, require further analysis, also following the seven recommendations of the Evaluability Assessment which are included here as Annex 5, and the suggestions of the M&E Plan which proposed a revised Logic Model (or Theory of Change) included in Annex 6; this accommodated the first MTE-Recommendation on impact analysis. The project team also revised the Logic Model recently and this is captured in Annex 7A. However, the link between the two Logic Frameworks (LF), reproduced here in Annexes 6 and 7A, could have been made much more explicit.

Regarding the Performance Management Framework (PMF), the subject of the 2<sup>nd</sup> MTE recommendation, has received a lot of attention in the different reports mentioned above. As have already seen in Section 3.2 there were no targets and milestones in the original PMF; at a later stage attempts were made to define them on an annual basis through consultations with

stakeholders (e.g. the yearly work plans of ACE and ATUC), but this was not clearly reflected in the revised PMF (cf. the next paragraph), and the substantial delays in the setting of ATUC's work plans may also have played a role here.

Annex 7B provides the latest revision as undertaken by the ATP management, but it still includes some vague concepts as "Specific criteria and targets", instead of quantitative and qualitative **Milestones** that can be objectively verified. In addition, the two columns containing Data Sources and Data Collection Methods can be merged, while the last two columns (i.e. Frequency and Responsibility) can be left out altogether, as they contain the same information for almost each entry. As a result the PMF should look more like the one in Table 2 below.

Related to gender issues, it has been evaluated that the M&E system does indeed pay sufficient attention to collecting sex-disaggregated data and to monitoring gender-related results. In addition, ATP is monitoring and tracking the participation of women in all its activities, and these are duly reported in the Quarterly reports, for example 68 (45%) of the 152 participants in the six workshops in the period of January and February 2016 were female.

**Table 2: Proposed revised PMF for ATP.**

Expected Results	Indicators	Baseline Data	Data Source	Milestones				Targets (end-of-project)	Assumptions
				2016	2017	2018	2019		
Ultimate outcome									
Intermediate outcome									
Immediate outcome 1									
Immediate outcome 2									
Immediate outcome 3									
Output 1									
Outputs.... <i>continued</i>									

The reporting by the ATP management has been very satisfactory and timely with three levels of systematic reporting, quarterly, half-yearly and annually. The NPC's report quarterly to the ATP. Overall, reporting is rather biased towards concrete activities at the output level, while it would be beneficial to also report on progress at outcome level. Some government

stakeholders proposed that ILO would provide them with executive summaries of main events that can directly guide them on follow-up activities.

The annual reporting also includes an update of the Risk Register which has eight risks, divided into operational, financial, development and reputation risks. The annual reports update the risk level for each of the eight risks (mostly low, sometimes medium, or very low), and also provide a detailed description of the current risk and the measures taken to mitigate it. This type of risk management is considered very useful.

Crucially, ATP is governed by an effective, annual Project Advisory Committee (PAC) which has met for the fourth time on 17 March 2016 in Manila. The members are the Canadian Government/DFATD, the Chair of the SLOM, ACE, ATUC and ILO ROAP. Observers are the ASEC, the Australian Government/DFAT, and the TFAMW.

A broader forum which also coordinates between the two sister-projects, is the Sub-regional Advisory Committee on Migration and Anti-Trafficking (SURAC). This Committee meets in principle every 18 months, and has participation from ATP, TRIANGLE II, Canadian and Australian Governments. Their next meeting is in April 2016.

### 3.6 Impact and sustainability of the project

As we have indicated extensively in Section 3.3 project progress has been substantial in all three *Immediate Outcomes*, and in principle RBM is a great way of demonstrating such successes. However, this becomes more difficult if baselines are not clearly defined or if they are set at very low rates. For example, one way of establishing the impact of the project is by identifying the changes that occurred concerning the three immediate outcomes compared to the baseline as indicated in the Project Document (ProDoc). These baselines were set as follows:

Immediate Outcomes	Baseline in ProDoc
<b>1.Regional policy framework</b>	A Declaration was signed in 2007
<b>2.Capacity development of governments</b>	Baseline to be conducted during project inception phase
<b>3.Capacity development of social partners</b>	Relatively low across the region, but varies by country

With respect to the first outcome, the ACMW has met many times since the Cebu Declaration in 2007 and surely made progress in several areas, although reaching consensus among all the ASEAN Member States (AMS) is generally a long process, and for example could not yet be reached concerning the ‘Instrument’; many stakeholders underlined the importance of solving this issue soonest since it hinders progress in other areas. The baseline for the second outcome, i.e. capacity development of the government, was not determined at the time of the ProDoc, although some details were given on Indonesia and the Philippines in an annex to the ProDoc (no. 8: ‘Analysis of Legal and Policy Frameworks in the ASEAN Region’), and in a later stage the GMS Triangle sister-project completed a desk review. The baseline for the third outcome just stated that the capacity of social partners across the region was very low and varied across countries. On the whole, these baselines are neither objectively verifiable, nor providing an opportunity to show real success of the ATP project, as they are set so low that progress is unavoidable.

It is precisely these problems with assessing the progress on the three Immediate Outcomes that makes it even more difficult to establish how the project has had an impact on the lives of migrant men and women, in other words on the Ultimate and Intermediate Outcomes. Of

course, the *Ultimate Outcome*, i.e. “Increased labour rights protection and decent work opportunities for women and men migrant workers in Southeast Asia”, cannot be reached by the project alone because many other efforts from governments, CSOs, and donors are also contributing to that. However, for the *Intermediate Outcome*, i.e. “Reduced labour exploitation and inequality of women and men migrants from ASEAN Member States” no baseline data were given in the ProDoc because “No corroborated estimates exist at national or regional levels.” (cf. Annex 7). Instead it was suggested to use a rather subjective criteria: “A decline in migrant exploitation acknowledged by government and non-government partners”, whereby government and civil society reports would monitor working conditions in risk sectors for migrant women & men in the region; this kind of monitoring seems quite a daunting task (even apart from the question of how exploitation will be defined exactly). On the whole, one can conclude that it is too early to assess the impact of ATP on the position of migrant workers since the progress on the three Immediate Outcomes has not reached that stage yet: as indicated above, the regional policy framework has been improving on several fronts, but has also been hampered by the delay in the consensus on the ASEAN Instrument, while capacity development of government organisations and social partners is by definition a long-term process. Therefore, it becomes all the more important that the RBM system, in a potential second phase, will include provisions to keep track of data, as far as possible, on the estimated number of migrant workers impacted from the interventions and on the degree of the impact. It would be excellent if an improved and extended ILMS could hereby be instrumental.

At a more specific level, an *impact assessment* of selected ATP Capacity Development efforts (i.e. eight workshops and trainings) was undertaken by a consultant jointly with ATP management (Ty Morrissey, March 2016). 200 people who attended these workshops/trainings were invited online, of which just 38% (76) responded. Although it is usual for such surveys to have a low response rate, the realised level of response is disappointing as the consultant underscores, and conclusions can thus only be tentative. End of workshop assessments and longitudinal studies may provide more reliable data. In any case, the main achievements according to the assessment are in the areas of enhanced networking, increased awareness and understanding of migration issues and policies, and the training of trainers. Lessons learned are interesting and deserve to be taken up:

- Stronger engagement with government to ensure adequate preparation and representation at key meetings and workshops.
- Conduct a capacity need assessment as the first step.
- Organize exposure trips to other ASEAN countries as this would help constituents to understand the complex nature of the migration issue in the region.

The key recommendations of this impact assessment include:

- a. ATP to consider streamlining capacity development activities to focus on a select number of priority workshops (i.e. financial literacy).
- b. ATP to provide more targeted assistance and strengthen the network of key focal points (organisations and individuals) that can continue to act as reference points in the absence of ATP.
- c. ATP to continue the promotion of on-line engagement and sharing of information and data via the ILMS database and APMigration portal.

One element of sustainability is the likeliness that the positive results of the Project (cf. Section 3.3) will be maintained or up-scaled by the ASEAN Forum and ILO partners. This likeliness is expected to be quite substantial, as it is expected to occur for example through different means:

- 1) Certain project achievements are more or less permanent, such as the policies and practices developed, the capacity building tools produced and the capacities enhanced.
- 2) The project outcomes and tools will be disseminated among national counterparts for possible adjustment and replication.
- 3) Several institutionalized forums (e.g. AFML) ensure that the tools can be maintained and updated even after the completion of the project.
- 4) ILO specialists will be able to continue to work with project outputs, and adapt them to different settings and regions.
- 5) The project will give substantial attention to the documentation of good practices and lessons learned.

Mainstreaming issues of gender equality in all the project activities is expected to result in long-term effects on gender awareness among all stakeholders and participants of workshops, training courses, etc. The specific gender related outcomes, such as the work on Domestic Workers, the GEM Toolkit, etc. are certainly sustainable in itself.

Furthermore, the Project contributed substantially to strengthening the national level partners' (government & tripartite constituents) effective roles towards developing strategies in the ASEAN Forum on Migrant Labour as well as progress in the implementation of the ASEAN Cebu Declaration 2007. The examples of AFML and the consensus reached on joint recommendations, the multi-year work plans of the social partners, the training programs for labour attaches and consular officials, and the work on labour inspection, etc. have all been underlined before. At the same time, two main problems can in particular be noted here, i.e. the lack of consensus on the instrument, and the challenges on following up the 99 recommendations of the different AFML's.

The partners clearly have taken ownership of the achievements and challenges of the Project, as for example the latter two problems were mentioned frankly by almost all stakeholders interviewed, and mostly opinions were shared on how to overcome these challenges. At the

same time, all respondents mentioned the main accomplishments, and as already mentioned most have designed and are implementing multi-year work plans.

Stakeholders generally are expecting that the project will continue for another five years, and, to be sure, they foresee difficulties in maintaining the same levels of activities when this would not materialize. ATP has managed to start the dialogues between the main stakeholders of the project and without guidance and support some activities are not expected to continue. The AFML has been institutionalized, but needs especially further support to formalize a structure to follow-up the recommendations, also for example at national levels. Capacity development efforts of ATP to cover labour migration issues relevant to governments, social partners and civil society have been widely appreciated, and should be expanded. All stakeholders, including the government, have expressed also their appreciation for the tripartite approach, and the tripartite participation in formulation and implementation of recommendations at the AFML and other sub-regional and regional dialogues on labour migration; it has been considered as innovative and productive.

An *exit strategy* of the ATP Project has not yet been developed despite the fact that the Grant Arrangement (2011: 12) stipulates that it should have been completed within the first 18 months of the project implementation. ATP did recently complete an “ATP End-of-Project” video to highlight key achievements of the Project since 2012 (see further in section 3.7).

On the whole, it was concluded that it is too early to assess the impact of ATP on the position of migrant workers, and that the interventions for the three Immediate Outcomes require some more time in order to further improve the regional policy framework and to continue the longer-term capacity development efforts. The sustainability of the project’s interventions was substantial in a number of areas, but it still needs many more prolonged efforts in order for the individual components to become really sustainable.

### 3.7 Knowledge sharing, lessons learnt, partnership quality and social dialogue

Concerning the partnerships with ASEAN regional organisations, several lessons learned and good practices are noteworthy for documentation:

- 1) The preparations of international events are considered a good practice as these require a great deal of attention through intensive communication between the ATP Secretariat and the main stakeholders, as well as through series of preparatory meetings at the national levels organised by each stakeholder.
- 2) The ‘tripartite-plus’ approach has worked well and has been appreciated by almost all stakeholders involved.

- 3) The involvement of the ASEAN Secretariat (ASEC) in many activities is also a good practice, as its mission is to initiate, facilitate and coordinate ASEAN stakeholder collaboration in realising the purposes and principles of ASEAN as reflected in the ASEAN Charter. A good example was ASEC's participation in the recent workshop (18 March 2016) convened to raise awareness of ASEAN diplomatic officials posted in Manila and other relevant Philippine officials on international conventions and frameworks on migrant workers, and to promote the adoption of these international conventions by ASEAN Member States.
- 4) An important lesson learnt is that *international* interventions require detailed follow-up in terms of implementation of recommendations as well as the relay and translation of findings and recommendations to the *national* level.

The ATP has produced different types of knowledge sharing products. One of the most influential products is the ILMS Database which is continuously being updated (e.g. the inclusion of new sources of data from Myanmar and Brunei), improved (e.g. the removal of technical errors with the support of ILO Geneva) and expanded (e.g. the inclusion of data on return migration in the questionnaire). Its impact is substantial as data are easily available through the website, and these are being used by different stakeholders. Secondly, the production and distribution of the ATP Newsletter (eight issues in 2014 and 2015) makes the activities of the project and the partnerships forged known to a broader audience. The publications of reports, papers and assessments are intended for specific audiences, but are also made available as good practices through websites, especially through the ATP website, ILO ROAP and Geneva. Leaflets have also been produced to spread products more widely, such as for the position papers produced by ACE and for the ILMS Database. Lastly, ATP has produced an "ATP End-of-Project" video to highlight key achievements of the Project since 2012, which was presented at the 4th Project Advisory Committee (PAC) meeting in Manila on 17 March 2016, and will be posted in relevant websites and copies produced for distribution to ASEAN Member States, implementing partners, development agencies, media, etc.

Concerning the ILO Conventions, there are five conventions related to migration, namely:

- C97 Migration for Employment
- C143 Migrant Workers (Supplementary Provisions)
- C181 Private Employment Agencies
- C188 Work in Fishing
- C189 Domestic Workers

Out of all ASEAN countries, *only* the Philippines has ratified some of these Conventions, namely C97, C143 and C189.<sup>8</sup> The Project has contributed to promoting these relevant ILO standards in different ways:

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<sup>8</sup> As a country, Malaysia has not ratified any of these conventions, but the state of Malaysia–Sabah did ratify Convention 97 in 1964 whereby the provisions of Annexes I to III were excluded.

- Quite a bit of work was undertaken concerning Convention 189 on Domestic workers, such as the advocacy and lobby work by Philippines Migrant Rights Watch (PMRW), the educational booklet produced with support from ATP, and the tripartite meetings in Indonesia as preparation towards the ratification of this convention.
- ATUC's Indicative Work Plan consists of five components of which one concerns: 'Ratification, Application, and Advocacy Campaign on ILS (Convention 143 & 189 as well as C.87 & 98), at ASEAN and National levels', and ATUC has also indicated that one of their nine 'Priority programs' concerns the coherence between ILO Conventions and National Laws.
- ILO ROAP international labour standards specialists discussed in Manila the provisions of Convention No.97 and No.143 with the ASEAN missions to the Philippines, under the joint work with the Philippine Department of Foreign Affairs and the Embassy of Canada to the Philippines.
- For ILO Convention No 181 and 188, ATP has produced a toolkit to explain the provisions of the convention, entitled 'Protection of migrant workers in the recruitment and third party employment process'. The Government of Malaysia has been requesting technical assistance from ILO to define costs and fees charged to migrant workers. The toolkit has also been used in South Asia, especially to support the Government of Bangladesh to regulate the fee structure for migrant workers.
- The TFAMW has also at times promoted the ratification of some of these ILO Conventions.
- Following the ILO Global Dialogue Forum for the Promotion of the Work in Fishing Convention 2007 (No.188) and the ILO-ATP Regional Meeting on Work in Fishing, ATP hosted an online discussion in 2013 on the Protection of Migrant Workers in the Fishing Industry. As a follow-up, a study on the ILO Convention No.188 gap analysis was undertaken in Indonesia and in the Philippines.

All in all, some solid, though somewhat fragmented, work was undertaken related to C181, 188 and 189, but the two other conventions (97 and 143) did get less attention, and some planned work jointly with ATUC could not be implemented, and is now planned for Phase II.

The tripartite partners have been deeply involved in most activities of the project; as mentioned in the above, in the first year or so of the project, activities and partnerships needed time to get started, but after that participation has been solid, and workshops, meetings and trainings have generally been very much appreciated by stakeholders, so much so that continuation of the project through an ATP-Second Phase is advised by all stakeholders during the interviews with the evaluator. The tripartite-plus approach of the project has also involved in particular the TFAMW and they are now a regular participant in the annual PAC meeting presenting their work plans and views.

ATP has submitted a *Project Concept Note* to DFATD of the Government of Canada for a second phase of the ATP from 2016-2020. The proposed organizational structure is the same as for ATP Phase I (see Section 3.5 for suggestions for possible modifications of this structure,

especially in relation to TRIANGLE II). The proposed strategy, the 'ATP Phase II Project Framework', is attached here as Annex 10. There are definite similarities with the ATP Phase I structure in that the three Outcomes are mostly similar, the first one dealing with the policy framework and the ACMW; the second one focusing in particular on government's capacities, while the third outcome deals especially with the capacities of employers' and workers' organisations.

However, there are also some differences. Firstly, Outcome 2 is now focused on "Economic development and inclusive growth are strengthened..."; this seems to be more of an *ultimate impact* to which many other policies and projects will contribute, and therefore it is not appropriate as an outcome statement. In contrast, the second part of this outcome statement, i.e. "...enhance labour mobility arrangements to support implementation of the AEC" seems much more suitable for this purpose. Secondly, there are several new elements included in the framework, such as social protection including extension to the informal economy and portability (Output 1.1), fair recruitment (Output 1.2) and regional skills recognition systems and skills shortages (Outputs 2.1 and 2.2). These topics are precisely the ones that were mentioned by many stakeholders as crucial for the coming years to take up by ATP, and thus it makes perfect sense that these are included here.

Regarding staffing issues for a potential second phase of ATP, it seems that the combination of a central ATP management in Bangkok with two additional NPCs in two pivotal countries (Indonesia and the Philippines) has worked quite well despite some set-backs, for example, the support of the GMS TRIANGLE-NPCs in six other countries was reduced considerably after the first year of the project. This should be part of the already recommended ongoing discussions on the cooperation between the two projects, and this cooperation in combination with the other two factors why Indonesia and Philippines were chosen as the location of the NPCs (cf. Section 3.5), seem to be sufficient to merit the continuation of the two NPCs in a potential second phase. On the whole, ATP was led by a relatively small team, and should in any case be extended with an M&E expert as this has been shown in this report to be one of the weaker points of the project.

Stakeholders interviewed made various other suggestions on new issues or topics to be included in a possible second phase of ATP, and some particularly useful suggestions are as follows:

- 1) Follow up to ASEAN Convention Against Trafficking in Persons (TIP): continue inter-sectoral dialogue and cooperation on labour dimensions of TIPs;
- 2) Make comparative studies and/or visits to MERCOSUR and/or EU to learn lessons from them on particular topics, for example, EURES, the European Job Mobility Portal, was mentioned a few times as a good model (<https://ec.europa.eu/eures/public/homepage>);
- 3) Intensified capacity building and sharing of experiences between ASEAN countries concerning ratification and implementation of ILO Conventions;

- 4) Support to ALM WP 2016-2020 and ACW WP 2016-2020 on gender mainstreaming in labour migration responses, and continued attention for domestic workers in a regional context;
- 5) Support for cooperation of ATUC with other regional confederations such as the South Asian Regional Trade Union Council (SARTUC) and the Arab Trade Union Council.
- 6) Some more practical suggestions are:
  - invite migrant workers themselves to share their experiences at workshops;
  - invite participating countries to be involved from the design stage of projects and activities; and
  - arrange for interpretation as delegates are sometimes shy to speak in English.
- 7) Lastly, and very crucially, a clear exit strategy needs to be included whereby it will be made very explicit how ILO will transfer the responsibilities to ASEAN Member States and other stakeholders.

## 4 Conclusions and Recommendations

### 4.1 Conclusions

The main conclusions of this final independent evaluation can be summarized according to the six Evaluation Criteria used throughout this report plus the additional criteria of knowledge sharing, lessons learnt, partnership quality and social dialogue. The *relevance* of the ATP has been concluded to be very high for the needs, priorities and plans of its implementing partners, as well as for DFATD/Government of Canada and ILO/UN. The *validity of design* was rather mixed, being clear in its four-tiered approach (regional, tripartite-plus, rights-based and gender-responsive), in its logic structure and in its complementarity with the Greater Mekong Sub-region (GMS) Triangle project, but rather weak on the PMF particularly because indicators and targets were not clearly defined and yearly milestones were lacking altogether in the original Performance Measurement Framework (PMF).

Regarding *project progress and effectiveness*, it was shown that the project is delivering on all three immediate outcomes in a fast and efficient way on most activities, including those related to gender. ATP has clearly succeeded in putting the migration debate on the map in the ASEAN region, and has also opened up new avenues for engagement with ASEAN for the social partners. Stakeholders are actively involved and a genuine dialogue has developed. Most of them expressed their appreciation for the possibility of being able to learn from each other on migration issues and policies. The *use of resources* available has been efficient considering the complex regional structure of the project with seminars, consultants and sub-contracts taking up the majority of funds. Timeliness was at times hindered by factors related to internal processes of stakeholders, gender issues have been taken explicitly into consideration, and activities were quite large in number.

The *effectiveness of management arrangements* has been satisfactory, supported by reliable funding from the Government of Canada, and by the continuity of the staff in the relatively small project team. The good practices of institutional arrangements, such as the series of preparatory meetings organized at national levels, has also contributed to this, while more attention is required in future for the follow-up of regional interventions at national levels. This touches upon the relation between the two TRIANGLE projects and it was concluded that coordination between and management of the two projects deserves the continued attention and consideration at the ILO deputy regional director level. The involvement of gender expertise has been effective, and reporting more than required including the risk register updates. The present evaluation proposes to design for a potential second phase a revised Performance Measurement Framework (PMF) including yearly milestones, end-of-project targets and assumptions. Finally, oversight has been effective with yearly PAC meetings and less frequent SURAC meetings. The *impact and sustainability* of the project is difficult to establish exactly because of the unclear baselines formulated in the Results-Based

Management (RBM) system; in particular, it was concluded that it is not possible to assess the impact of ATP on the position of migrant workers. Nevertheless, in a number of areas sustainability has been quite substantial: firstly, the AFML has become an institutionalized forum; secondly, the dissemination of project outputs to a broader audience has enhanced the project's outreach, and this includes outputs such as the capacity building tools produced and the guidelines and policies developed; thirdly, mainstreaming issues of gender equality in all the project activities is expected to result in long-term effects on gender awareness; and, lastly, a substantial sense of ownership has been ingrained in each of the stakeholders.

Regarding the final criteria, *Knowledge sharing, lessons learnt, partnership quality and social dialogue*, the main conclusions are as follows. Several partnerships with ASEAN regional organisations are noteworthy for documentation, such as the tripartite-plus approach, the involvement of ASEC, and the series of preparatory meetings organised jointly by ATP and stakeholders for the AFML. The project has also produced various concrete products of knowledge sharing such as the International Labour Migration Statistics (ILMS) database, the Newsletter, different types of publications and several videos (including an end-of-project video). Concerning the ILO Conventions, some solid, though fragmented, work was undertaken related to C181, 188 and 189, but the two other relevant conventions (C97 and C143) did get less attention. For a possible ATP Phase II a project concept note was drafted which proposed a quite similar structure as before although the second immediate outcome statement requires revision. At the same time new elements were built in the proposed framework, such as Mutual Recognition of Skills (MRS), social protection and fair recruitment, and these were stressed by all stakeholders interviewed during this final independent evaluation.

## 4.2 Recommendations

The recommendations will be presented also according to the same six Evaluation Criteria, as well as one additional criteria, i.e. on the cross-cutting issue of gender. Overall it can be concluded that it will be important to continue the project *through an ATP-Second Phase*, as was also advised by all stakeholders during the interviews with the evaluator. The Recommendations given below are specifically also intended for consideration by the Project Management Team for inclusion in the draft *Project Document* for this potential second phase to be submitted to the Government of Canada. In view of the fact that the current Phase I is running out within two months, there is not much space to propose revisions for the current, closure period.

### *Relevance*

- 1) **Work closely with ASEC and ACMW/ALM/SLOM in order to try to enhance the process towards consensus on the ASEAN Instrument (cf. Section 3.1)**, which has been delayed for quite some time now and is hampering the further implementation of the ACMW work plan.

Although it is not directly within the reach of the ATP, through AFML, seminars, capacity building, etc. this process can be supported. Another way of doing this is to provide enhanced support to the specific country that is holding the Chairmanship of ASEAN, and to consider to equip an office in that country before and during that particular year.

Responsible Unit	Priority	Time Implication	Resource Implication
ATP jointly with ASEC and ACMW	High	Start immediately	Re-allocation of un-committed funds if necessary

- 2) **Track more closely the progress in the implementation of the 99 recommendations that have been formulated by the AFML, and institutionalize half-yearly monitoring reports and/or management gatherings,** in order to further institutionalize the AFML as a highly relevant forum on migrant labour issues and policies.

Responsible Unit	Priority	Time Implication	Resource Implication
ATP jointly with AFML management	High	Start immediately	Re-allocation of un-committed funds if necessary

### Validity of Design

- 3) **Improve the Performance Monitoring Framework (PMF) for the potential second phase of ATP by adding clearly defined indicators, baselines, yearly milestones, end-of-project targets and assumptions** to more closely adhere to standard Logical Framework approaches. Use the model in Table 2 as a guideline. In addition, **include provisions to keep track of data, as far as possible, on the estimated number of migrant workers impacted from the interventions** and on the degree of the impact.

Responsible Unit	Priority	Time Implication	Resource Implication
ATP	Medium	Include in the drafting of the Project Document for Phase II	None.

- 4) As a follow-up to the MTE-recommendation on the funding of activities in Brunei, Malaysia and Singapore, **explore options to include Malaysia among the countries in which**

**national activities can be undertaken and funded.** The inclusion of Brunei and Singapore remains impossible as they are not ODA-eligible countries.

Responsible Unit	Priority	Time Implication	Resource Implication
ATP and DFATD	Medium	Include in the drafting of the Project Document for Phase II	None.

### *Project progress and effectiveness*

- 5) **Continue and expand certain components of the program that were particularly useful and valued by the stakeholders**, such as the capacity building of Labour attaches or Consular officials, the ILMS database, the training on ASEAN Economic Integration, the work on Labour Inspection, the workshop series on the Fishing sector, the mainstreaming of gender, etc., and include new areas of focus, such as MRS, social protection (including portability) and fair recruitment.

Responsible Unit	Priority	Time Implication	Resource Implication
ATP	Low	Include in the drafting of the Project Document for Phase II	To be included in Budget for ATP Phase II

### *Efficiency of resource use*

- 6) **Maintain the focus on the main activities, and, where possible, propose a reduced number of activities for ATP Phase II** in order not to spread the resources too thinly.

Responsible Unit	Priority	Time Implication	Resource Implication
ATP	Low	Include in the drafting of the Project Document for Phase II	To be assessed.

### *Effectiveness of Management Arrangements*

- 7) **Support ATUC in continued capacity building and in strengthening their focal point system**, and facilitate discussions between ATUC and ASEC on a future formal recognition by ASEAN.

Responsible Unit	Priority	Time Implication	Resource Implication
ATUC with support from ATP and ILO ROAP	Medium	Include in the drafting of the Project Document for Phase II	To be included in Budget for ATP Phase II.

- 8) Support ACE in continued capacity development**, and continue to facilitate the inclusion in ATP interventions of the four employers' organisations which have not yet joined ACE.

Responsible Unit	Priority	Time Implication	Resource Implication
ACE with support from ATP and ILO ROAP	Medium	Include in the drafting of the Project Document for Phase II	To be included in Budget for ATP Phase II.

- 9) Support TFAMW in continued capacity development and networking.**

Responsible Unit	Priority	Time Implication	Resource Implication
TFAMW with support from ATP	Medium	Include in the drafting of the Project Document for Phase II	To be included in Budget for ATP Phase II.

- 10) Investigate enhanced cooperation between ATP and TRIANGLE II**, with a view to enhance the alignment between the two projects, and to ensure more efficiently the link between the national and the regional level. Investigate in the course of 2016 in what way the efficiency and effectiveness of the cooperation between and the management of the two project teams can be enhanced, thereby explicitly considering such challenges as the different geographic reach of the two projects, and the reporting to two different donors with different reporting requirements (as further explained in Section 3.5).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO ROAP, ATP, TRIANGLE II, DFATD and DFAT	High	2016	To be assessed (possible enhanced budget efficiency)

### *Impact and sustainability.*

- 11) Design a clear and comprehensive exit strategy within the coming 18 months**, whereby it will be made very explicit how ILO will transfer the responsibilities to ASEAN Member States and other stakeholders.

Responsible Unit	Priority	Time Implication	Resource Implication
ATP with support from ILO/ROAP, possibly jointly with TRIANGLE II	High	Include in Project Document for ATP Phase II for 2016-2017	To be assessed

### *Cross-Cutting Issue of Gender*

**12) Maintain the current level of attention for gender issues**, and where possible expand to activities targeted to women migrant workers (e.g. domestic workers).

Responsible Unit	Priority	Time Implication	Resource Implication
ATP jointly with ILO DWT Bangkok and Geneva	Medium	Include in the drafting of the Project Document for Phase II	To be included in Budget for ATP Phase II.

## 5 Lessons Learnt and Emerging Good Practices

This chapter compiles three lessons learned (LL) and two good practices (GP) from the experience gained by evaluating the ATP project, namely:

*LL1: The specific Tripartite-Plus approach has created innovative avenues for engagement.*

*LL2: Regional ASEAN level involvement requires sufficient preparatory as well as follow-up meetings at national level for all stakeholders involved*

*LL3: The cooperation between ATP and GMS TRIANGLE/TRIANGLE II has worked well but needs to be re-evaluated in the light of the links between regional and national level issues.*

*GP1: The Four-tiered ATP Approach: Regional, Tripartite-plus, Rights-based and Gender-responsive.*

*GP2: The reliability of funding benefits consistent planning and staff continuity.*

These will be discussed in detail in the following sections.

### 5.1 Lessons Learnt

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 ILO/EVAL Templates are used below for the three identified lessons learnt.

## ILO Lesson Learned Template

Project Title: Final Independent Evaluation: Tripartite Action for the Protection and Promotion of the Rights of Migrant Workers in the ASEAN Region (ASEAN Triangle Project) Project  
TC/SYMBOL: RAS/12/01/CAN

Name of Evaluator: Theo van der Loop

Date: 9 May 2016

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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b><i>LL1: The specific Tripartite-Plus approach has created innovative avenues for engagement.</i></b></p> <p>The involvement of tripartite partners and civil society in policy discussions, training sessions and formal meetings has not only put the migration debate on the map in the ASEAN region, but has also substantially enhanced dialogue, knowledge sharing, sense of ownership and thus commitment.</p>
<b>Context and any related preconditions</b>	<p>ATP has clearly succeeded in putting the migration debate on the map in the ASEAN region, and has also opened up new avenues for engagement with ASEAN for the social partners; these include in particular the yearly AFML, training seminars, the joint ACE-ATUC meeting, as well as the joint workshops on specific topics, such as ILMS Database, labor inspection, and economic integration within ASEAN, etc. Stakeholders are actively involved and a genuine dialogue has developed. Most of them expressed their appreciation for the possibility of being able to learn from each other on migration issues and policies.</p>
<b>Targeted users / Beneficiaries</b>	<p>Governments (ACMW/ALM and SLOM), ASEC, Employers and Workers Organizations at regional/ASEAN level (ACE and ATUC), Civil Society (TFAMW) and ILO.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>ASEAN works with a system of consensus, which may delay matters when countries are divided, as in the case of migration issues, between sending and receiving countries.</p> <p>The logistics (including the costs involved) of bringing participants from ten countries together remains a challenge.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>Innovative avenues for engagement, enhanced dialogue, enhanced knowledge sharing, enhanced sense of ownership, and thus enhanced commitment of stakeholders. Sharing of knowledge and expertise among the countries with vastly diverging experiences regarding migration issues enhances the capacity of all those involved through mutual understanding and enhanced possibilities of cooperation and collaboration.</p>

<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	The value of the exchanges is praised by all parties without exception and the project/ILO is considered as a neutral facilitator with strong technical capacity, and ILO has put itself on the map as the organization to liaise with when dealing with migration issues in the region.
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## ILO Lesson Learned Template

Project Title: Final Independent Evaluation: Tripartite Action for the Protection and Promotion of the Rights of Migrant Workers in the ASEAN Region (ASEAN Triangle Project)      Project TC/SYMBOL: RAS/12/01/CAN

Name of Evaluator: Theo van der Loop

Date: 9 May 2016

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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b><i>LL2: Regional ASEAN level involvement requires sufficient preparatory as well as follow-up meetings at national level for all stakeholders involved.</i></b></p> <p>ATP has initiated and supported the use of the innovative system of a series of preparatory meetings at national levels by stakeholders before joint regional level meetings. Attention also needs to be paid to the follow-up of regional interventions: <del>Implementation of recommendations and relay the</del></p>
<b>Context and any related preconditions</b>	<p>Mobilizing stakeholders, including public authorities, at all levels to engage in regional level meetings can be a challenge, especially organizing meetings of government officials at the highest level sometimes proves to be difficult. For Government, ATP invites two representatives to ensure continuity and follow-up on project activities, to mitigate the impact of structural changes in the bureaucracy.</p> <p>To promote wider participation among Social partners ATP has provided them with lists of participants in ATP meetings for their guidance in nominating representatives.</p> <p>Follow-up is an area to be further intensified, which includes the relay of conclusions and recommendations of regional interventions to the national level, as well as the translation thereof in the local language.</p>

<b>Targeted users / Beneficiaries</b>	Governments (ALM/SLOM and ACMW), ASEC, Employers and Workers Organizations at regional/ASEAN level (ACE and ATUC), Civil Society (TFAMW) and ILO.
<b>Challenges /negative lessons - Causal factors</b>	<p>More attention needs to be paid to the follow-up of regional interventions: Implementation of recommendations and relay the results to the national level.</p> <p>The ideal attendance at key events is often complex to achieve.</p> <p>The logistics of bringing participants from ten countries together remains a challenge.</p>
<b>Success / Positive Issues - Causal factors</b>	The use of the innovative system of a series of preparatory meetings at national levels by stakeholders before joint regional level meetings.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	N.A.

## ILO Lesson Learned Template

**Project Title: Final Independent Evaluation: Tripartite Action for the Protection and Promotion of the Rights of Migrant Workers in the ASEAN Region (ASEAN Triangle Project)**      **Project TC/SYMBOL: RAS/12/01/CAN**

**Name of Evaluator: Theo van der Loop**

**Date: 9 May 2016**

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
<b>Brief description of lesson learned (link to specific action or task)</b>	<i><b>LL3: The cooperation between ATP and GMS TRIANGLE/TRIANGLE II has worked well but needs to be re-evaluated in the light of the links between regional and national level issues.</b></i>
<b>Context and any related preconditions</b>	<p>ATP has made best use of the GMS TRIANGLE project, ILO Country Offices and other ILO initiatives and expertise (e.g. working closely with ILO specialists on workers' activities, employers' activities, skills, gender, statistics, etc.) to complement the resources of the project.</p> <p>In order to enhance the alignment between ATP and TRIANGLE I, and to ensure more efficiently the link between the national and the regional level, it is necessary for ILO/ROAP to investigate enhanced cooperation between them, and assess in what way the efficiency and effectiveness of the cooperation between and the management of the two project secretariats can be enhanced.</p> <p>At the same time, several challenges need to be considered, such as the different geographic reach of the two projects, and the reporting to two different donors with different reporting requirements.</p>
<b>Targeted users / Beneficiaries</b>	ILO/ROAP, ATP and TRIANGLE II, DFATD and DFAT.
<b>Challenges /negative lessons - Causal factors</b>	Challenges are: the exact way the two projects could enhance their cooperation; the different geographic reach of the two projects; and the reporting to two different donors with different reporting requirements.
<b>Success / Positive Issues - Causal factors</b>	Enhanced efficiency of the linking between the national and the regional level issues.

<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>ILO/ROAP needs to take the lead in this.</p>
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## 5.2 Emerging 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 ILO/EVAL Templates are used below. There are two Good Practices that emerged in the project that could well be replicated under certain conditions in other projects and/or countries.

GP1: The Four-tiered ATP Approach: Regional, Tripartite-plus, Rights-based and Gender-responsive. **ILO Emerging Good Practice**

### Template

**Project Title:** Final Independent Evaluation: Tripartite Action for the Protection and Promotion of the Rights of Migrant Workers in the ASEAN Region (ASEAN Triangle Project) **Project TC/SYMBOL:** RAS/12/01/CAN

**Name of Evaluator:** Theo van der Loop

**Date:** 9 May 2016

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
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<p><b><i>GP1: The Four-tiered ATP Approach: Regional, Tripartite-plus, Rights-based and Gender-responsive.</i></b></p> <p>The design focuses on the protection of the migrants from labour exploitation and on a reduction of inequality of women and men migrants in the light of increasing integration particularly within ASEAN but also outside of it. This will lead to the project's ultimate outcome of "Increased labour rights protection and decent work opportunities for women and men migrant workers in Southeast Asia",</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>All parties are encouraged by the project to engage in policy discussions; the possible project engagement with all regional and national stakeholders involved is well defined in the project document, is rational and meets approval of the ASEAN Secretariat (ASEC), of constituents and of civil society. The project has been endorsed by the Senior Labour Officials Meeting (SLOM) and the ACMW.</p>
<b>Establish a clear cause-effect relationship</b>	<p>The logical and coherent structure revolves around the three immediate outcomes of a strengthened regional legal and policy framework, enhanced capacity of governments and of social partners. Combining policy with an improvement of operational efficiency of governments and social partners is a well-founded approach to promote better protection of the migrant workers.</p>
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>A well designed project with a coherent intervention logic meets approval of all parties involved and encourages a committed approach of implementing partners.</p> <p>Governments (ACMW/ALM and SLOM), ASEC, Employers and Workers Organizations at regional/ASEAN level (ACE and ATUC), Civil Society (TFAMW) and ILO.</p>

<b>Potential for replication and by whom</b>	With the necessary modifications the four-tiered approach can be replicated in any regional grouping of countries.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<p>This Good Practice is linked to the ILO Global Program, primarily Outcome 7: More migrants are protected and they have access to decent work. It is also linked to Outcome 9: Employers have strong independent representative organizations, and to Outcome 13: Decent work in economic sector.</p> <p>There is also a clear alignment with two Sustainable Development Goals (SDGs) which have included labour migration concerns in two goals: SDG Goal 8: Promote inclusive and sustainable economic growth, employment and decent work for all; and SDG Goal 10: Reduce inequality within and among countries.</p>
<b>Other documents or relevant comments</b>	n.a.

GP2: The reliability of funding benefits consistent planning and staff continuity.

### **ILO Emerging Good Practice Template**

**Project Title:** Final Independent Evaluation: Tripartite Action for the Protection and Promotion of the Rights of Migrant Workers in the ASEAN Region (ASEAN Triangle Project)      **Project TC/SYMBOL:** RAS/12/01/CAN

**Name of Evaluator:** Theo van der Loop

**Date:** 9 May 2016

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

<b>GP Element</b>	<b>Text</b>
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<p><b><i>GP2: The reliability of funding benefits consistent planning and staff continuity.</i></b></p> <p>Both the total funding amount and the payment tranches were agreed in the Grant Arrangement between the Government of Canada and the ILO, and these were also followed precisely.</p> <p>This made implementation and planning also reliable and regular, positively impacting on outputs, partner relations and staffing continuity.</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>If the total amount of funding is known and the payment schedule is fixed and implemented as such, planning can be done consistently.</p>
<b>Establish a clear cause-effect relationship</b>	<p>Reliability of funding has benefited long-term planning, and has contributed to continuity of project staffing.</p>
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>Donors, ILO, all implementing partners and project management.</p>

<b>Potential for replication and by whom</b>	With the necessary modifications this Good practice can be replicated in any country.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<p>This Good Practice is linked to the ILO Global Program, primarily Outcome 7: More migrants are protected and they have access to decent work. It is also linked to Outcome 9: Employers have strong independent representative organizations, and to Outcome 13: Decent work in economic sector.</p> <p>There is also a clear alignment with two Sustainable Development Goals (SDGs) which have included labour migration concerns in two goals: SDG Goal 8: Promote inclusive and sustainable economic growth, employment and decent work for all; and SDG Goal 10: Reduce inequality within and among countries.</p>
<b>Other documents or relevant comments</b>	n.a.