

FINAL SELF-EVALUATION REPORT

ASEAN-ILO/JAPAN INDUSTRIAL RELATIONS (IR) PROJECT

Project Title:	ASEAN-ILO/Japan Industrial Relations (IR) Project
ILO TC/SYMBOL:	RAS/08/06M/JPN, RAS/08/11M/JPN, RAS/09/02M/JPN, RAS/09/05M/JPN, RAS/10/09M/JPN, RAS/10/56M/JPN, RAS/11/52M/JPN
Type of Evaluation:	Final Self Evaluation
Countries:	ASEAN member countries
Date of the Evaluation:	February – April 2012
Administrative Office:	ILO ROAP
Technical Backstopping Office:	DWT Bangkok
Date Project Ends:	31 December 2011
Donor:	Government of Japan Ministry of Health, Labour and Welfare (US\$450,000)
Evaluation Manager:	Ms June Krairiksh Programme Officer ILO/Japan Multi-bilateral Programme
Evaluation Consultant:	Ms Eriko Ito Independent Consultant
Keywords:	Industrial Relations

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ACRONYMS

ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
ASEAN	Association of South East Asian Nations
ASEC	ASEAN Secretariat
CTA	Chief Technical Adviser
DWCP	Decent Work Country Programme
DWT	Decent Work Team
ILO	International Labour Organisation
ILO/Japan	ILO/Japan Multi-bilateral Programme
IR	Industrial Relations
IRT	Industrial Relations Team
MHLW	Ministry of Health, Labour and Welfare, Japan
PCC	Project Cooperating Committee
ROAP	Regional Office for Asia and the Pacific
SLOM	ASEAN Senior Labour Officers Meeting

EXECUTIVE SUMMARY

Project Title: ASEAN-ILO/Japan Industrial Relations (IR) Project

Quick Facts

Countries:	ASEAN member countries
Type of Evaluation:	Final Self Evaluation (February – April 2012)
Administrative Office Responsible:	ILO ROAP
Technical Backstopping Office:	DWT Bangkok
Evaluation Manager:	Ms June Krairiksh, Programme Officer ILO/Japan Multi-bilateral Programme
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Date Project Ends:	31 December 2011
TC/SYMBOL:	RAS/08/07M/JPN, RAS/08/11M/JPN, RAS/09/02M/JPN, RAS/09/05M/JPN, RAS/10/09M/JPN, RAS/10/56M/JPN, RAS/11/52M/JPN
Donor:	Government of Japan Ministry of Health, Labour and Welfare (US\$450,000)
Keywords:	Industrial Relations

Background & Context

1. Summary of the Project Purpose, Logic and Structure

The **ASEAN-ILO/Japan Industrial Relations (IR) Project** is an integral component of the *ASEAN-Japan Cooperation Programme in Industrial Relations* which started in 2002 and of which two earlier phases were implemented by the ILO Association of Japan. This phase was implemented by the ILO Regional Office for Asia and the Pacific (ROAP), in close cooperation with the ASEAN Secretariat (ASEC). Implementation started in mid-2008 with a continuous funding support by the Ministry of Health, Labour and Welfare (MHLW) of Japan. The project aims to contribute to improving IR in the ASEAN countries. The target groups of the project are the ILO constituents of the ASEAN countries and the ASEC. The project has two immediate objectives: (1) To promote constructive industrial relations among the ASEAN countries; and (2) ASEAN Secretariat's capacity to disseminate knowledge and information on IR among its members are improved through close cooperation with the ILO.

2. Present Situation of the Project

The project was originally planned to be completed in three years starting from mid-2008. However, the project completion has been reset to December 2011. The next phase started its implementation in January 2012. The majority of activities and outputs stated in the project document have been completed at the time

of evaluation while some activities are in the final process of completion or decided to be carried out in the next phase.

3. Purpose, Scope and Clients of the Evaluation

The primary purpose of this evaluation is to assess to what extent progress has been made in achieving the project's objectives. The evaluation revisits the project design, examines the planning process and agreed implementation strategies and adjustments made, the institutional arrangements and partnerships, and its sustainability. The clients for this evaluation are the project's management team (ILO/Japan team), DWT Bangkok, ROAP, Bureau for Workers' Activities (ACTRAV), Bureau for Employers' Activities (ACTEMP), the ILO tripartite constituents in the ASEAN member countries, and the project donor (Government of Japan).

4. Methodology of Evaluation

As required by the purpose and objectives of the evaluation TOR (Annex A), the evaluation methodology consists of the following:

- Conduct a desk review of relevant documents;
- Carry out a telephone brief with the ILO/Japan team;
- Conduct a short survey with selected regional seminar participants;
- Carry out interviews with the ILO/Japan team, ASEC representatives, and relevant DWT Specialists as feasible;
- Draft a preliminary report to be circulated to the relevant key project stakeholders for comments and feedback; and
- Finalize the evaluation report.

Main Findings & Conclusions

The project has contributed to promote constructive IR among the ASEAN countries, especially through the 3 regional seminars. Seminar participants appreciated the opportunities of face-to-face meetings where active tripartite participation was promoted. They acknowledged the importance of social dialogue for improving constructive IR, and they have better understanding of the regional challenges in the area of IR. In addition, the 1st regional seminar in February 2009 provided a first tripartite platform to review the draft ASEAN Guidelines on Good Industrial Relations Practices which were officially adopted by the ASEAN Labour Ministers in May 2010. Also, the tripartite Industrial Relations Team (IRT) established by the project has strengthened the tripartite consultation process for the project's implementation. A national tripartite workshop organized in Lao PDR on the subject of labour dispute resolution, tripartite social dialogue and labour law reform resulted in establishment of a tripartite body at a working level, which is clear impact of the project in Lao PDR.

The project has produced several materials/reports: regional seminar reports and a manual of good practices for enterprises in order to facilitate more and wider access to the available resources on IR. All publications went through tripartite review and comments which is a necessary process but took longer time than anticipated. Therefore the integrated report of the 3 regional seminars and the manual could not be finalized at the project's end in December 2011. They are expected to become available in 2012.

Regarding the capacity building component of the ASEC, regular communication had been made among the ILO, the ASEC and the donor, and a proposal was developed. However, due to turnover and understaffing of the ASEC, the actual capacity building activities were agreed to be carried out in the next phase of the project through intensive training and participating in seminars and workshops.

The project document does not have specific reference to the project's exist strategy and how the project will ensure the sustainability of the project's impact. The project has certainly provided a regular platform to meet, share information and exchange experiences in the area of IR among the ASEAN tripartite members. Seminar participants have deepened their understanding of the project's core message that it is indispensable to build sound and harmonious IR for sustainable development of the region. The Lao National Workshop resulted in establishment of a tripartite body at a working level. Materials/reports produced by the project will contribute to expand the reach of the project's impact if disseminated effectively. Capacity building of the ASEC staff is expected to contribute to the sustainability of the project's impact, however, that component was not fully achieved during the project's duration and planned to be carried out in the next phase.

Recommendations & Lessons Learned

Below are main recommendations to be considered by the ILO/Japan and the ASEC during the next phase of the project.

1. Try to keep same participants over the time as appropriate so that the level of knowledge and understanding on IR issues would remain more or less equal and more time could be spent on in-depth discussion during the annual regional seminars.
2. Re-emphasize the importance of disseminating seminar materials and having an information sharing session/workshop for a wider reach of the regional seminar effect at the country level. Consider possibilities of having a session during each regional seminar for formulating a country action plan on how each country can move forward with the topics discussed at the regional seminars.
3. Re-emphasise that all data in the country presentations should be sex-disaggregated as feasible and good practices on tackling gender disparity evolving around the regional seminar topics should be addressed.
4. Re-consider various conditions of Internet access in the region in order to reduce technical problems and increase access to the ILO's Asia-Pacific IR Network. Registration for the Network should be promoted at each regional seminar.
5. Capacity building component of key partner agencies has to be planned well. Capacity building of the ASEC staff is expected to contribute to the sustainability of the project's impact, therefore, better planning is required for the next phase. Practical and effective dissemination strategy of the project's materials should be developed and implemented under the capacity building component of the ASEC staff in order to expand the reach of the project's impact.
6. Key documents should become available from the ASEAN's and the ILO's websites. Key documents, such as the ASEAN Guidelines on Good Industrial Relations Practices, Regional Seminar Reports and the manual for enterprises produced by the project should become all available from the ASEAN's and the ILO's websites for wider reach and recognition.
7. Exit strategy should be discussed and developed in the course of the project cycle. Funding situation of the ASEC in the area of improving IR and strengthening tripartite cooperation should be discussed to ensure synergy among like-minded activities and to develop a practical exit strategy of the project. It is also necessary to discuss among key partner agencies to identify who will/can take initiatives after the project ends (e.g. ASEC, regional Workers' and Employers' organizations).

Below three lessons learned are drawn from the project.

1. Providing a regular tripartite platform for information/experience sharing is effective to promote constructive IR.

Through the annual regional seminars, the project has provided a regular platform to meet, share information and exchange experiences in the area of IR among the ASEAN tripartite members. Seminar participants appreciated the opportunities of face-to-face meetings where active tripartite participation was promoted. They have deepened their understanding of the project's core message that it is indispensable to build sound and harmonious IR for sustainable development of the region. They acknowledged the importance of social dialogue for improving constructive IR, and they have better understanding of the regional challenges in the area of IR.

In addition, the 1st regional seminar provided a first tripartite platform to review the draft ASEAN Guidelines on Good Industrial Relations Practices and comments were reported to the Project Cooperating Committee (PCC) and the ASEAN Senior Labour Officers Meeting (SLOM) accordingly. Status of the draft Guidelines was updated at the IRT meetings by the ASEC. Thus, the project supported tripartite consultation process of the Guidelines development. The Guidelines were officially adopted by the ASEAN Labour Ministers in May 2010.

2. Tripartite consultation process is essential, but takes time.

It is essential for the project's successful implementation to keep social partners well-informed and enable them to have opportunities to express their views properly. Therefore, for example, all publications by the project went through tripartite review and comments. However, the consultation process took much longer time than anticipated. Then, some key publications could not be finalized at the time of the project's end and the project's wider impact by disseminating those publications could not be observed during the project duration. Future programmes should reserve sufficient time for the tripartite consultation process.

3. Establishing stable communication procedure among key stakeholders is a key for smooth implementation.

The project has set up two main bodies - IRT and PCC - for the project implementation. IRT met five times during the project's duration to engage the tripartite constituents and the donor in the project design and implementation. The outcome of those IRT meetings was reported at the PCC meetings in conjunction with the ASEAN SLOM. PCC met annually to review the project implementation and endorse the project's proposed activities among the representatives of the ASEAN member states and the donor. Thus, the project has established a firm communication procedure to discuss issues among the tripartite constituents as well as the donor, and retain adequate political support from the ASEAN member states, which has enabled smooth implementation of the project activities.

A. BRIEF PROJECT BACKGROUND AND ITS LOGIC

The **ASEAN-ILO/Japan Industrial Relations (IR) Project** is an integral component of the *ASEAN-Japan Cooperation Programme in Industrial Relations* which started in 2002 and of which two earlier phases were implemented by the ILO Association of Japan. This phase of the ASEAN-ILO/Japan Industrial Relations Project was implemented by the ILO Regional Office for Asia and the Pacific (ROAP), in close cooperation with the ASEAN Secretariat (ASEC). Implementation started in mid-2008 with a continuous funding support by the Ministry of Health, Labour and Welfare (MHLW) of Japan. This three-year phase was managed by the ILO/Japan Multi-bilateral Programme (ILO/Japan) at the ROAP with technical support by the Specialist on Labour Administration and Labour Relations in the Decent Work Team (DWT) in Bangkok.

The project aims to contribute to improving industrial relations in the ASEAN countries. The project worked with the ASEC under the framework of the Cooperation Agreement signed by the ILO Director General and the Secretary General of the ASEAN in March 2007. The target groups of the project are the ILO constituents of the ASEAN countries and the ASEC. The project has two immediate objectives as the following:

Immediate Objective 1: To promote constructive industrial relations among the ASEAN countries.

Immediate Objective 2: ASEAN Secretariat's capacity to disseminate knowledge and information on IR among its members are improved through close cooperation with the ILO.

The overarching theme of the project was: *"Building Better Industrial Relations Towards ASEAN Integration"*¹.

B. PURPOSE, SCOPE AND CLIENTS OF EVALUATION

This is a final self-evaluation of the project². The primary purpose of this evaluation is to assess to what extent progress has been made in achieving the project's objectives. Specifically, it seeks to:

- Assess whether the project has achieved its immediate objectives,
- Assess the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit, and
- Look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.

The evaluation revisits the project design, examines the planning process and agreed implementation strategies and adjustments made, the institutional arrangements and partnerships, and its sustainability.

The self-evaluation takes into account all interventions, geographical coverage, and the whole period of the project (mid-2008 to December 2011). The self-evaluation also takes into consideration the following benchmarks: (i) Regional outcome RAS126, (ii) relevant, current country priorities and strategies, and (iii) ASEAN Labour Ministers' Work Programme, 2010-2015.

The clients for this evaluation are the project's management team (ILO/Japan team), DWT Bangkok, ROAP, Bureau for Workers' Activities (ACTRAV), Bureau for Employers' Activities (ACTEMP), the ILO tripartite constituents in the ASEAN member countries, and the project donor (Government of Japan).

¹ This theme was proposed and endorsed at the ASEAN Senior Labour Officers Meeting (SLOM) in 2008 where the project's framework was presented for SLOM's endorsement.

² The total budget of the project is US\$450,000. Under the ILO evaluation policy, a self-evaluation should be completed for projects with budgets below US\$500,000.

C. EVALUATION METHODOLOGY

As required by the purpose and objectives of the evaluation TOR (Annex A), the evaluation methodology consists of the following:

- Conduct a desk review of relevant documents;
- Carry out a telephone brief with the ILO/Japan team;
- Conduct a short survey with selected regional seminar participants³;
- Carry out interviews with the ILO/Japan team, ASEC representatives, and relevant DWT Specialists as feasible;
- Draft a preliminary report to be circulated to the relevant key project stakeholders for comments and feedback; and
- Finalize the evaluation report.

D. REVIEW OF IMPLEMENTATION

The project was originally planned to be completed in three years starting from mid-2008. However, the project completion has been reset to December 2011. The next phase started its implementation in January 2012. The majority of activities and outputs stated in the project document have been completed at the time of evaluation while some activities are in the final stage of completion or decided to be carried out in the next phase. Below is the project's key implementation status in accordance with its logical framework.

Immediate Objective 1: To promote constructive industrial relations among the ASEAN countries

Output 1.1: Tripartite Industrial Relations Team (IRT) is constituted

Tripartite IRT was constituted soon after the project's launch in 2008. It consists of Government representatives from the ASEAN countries (assigning one lead country per year), representatives from Workers' and Employers' organizations, the ASEC representatives, Government of Japan (as a dialogue partner) and the ILO. Five IRT meetings took place over the project's duration in order to keep the constituents informed of the project status and strategy, review the progress, and discuss preparation for regional seminars and necessary follow-ups. The outcome of IRT meetings was reported at the Project Cooperating Committee (PCC)⁴ meetings in conjunction with the ASEAN Senior Labour Officers Meetings (SLOM).

Output 1.2: Annual Regional Seminar on Industrial Relations is organized

Three regional seminars on IR were organized: the 1st Regional Seminar on "Promoting Good Practice for Sound and Harmonious Industrial Relations" in February 2009 in Bogor, Indonesia; the 2nd Regional Seminar on "Emerging Industrial Relations Issues and Trends in ASEAN Countries in time of Financial and Economic Crisis" in February 2010 in Kuala Lumpur, Malaysia; and the 3rd Regional Seminar on "Legal Framework and Practice for Labour Dispute and Settlement" in November 2010 in Manila, the Philippines. Reports of good IR practices were prepared each year by designated countries and presented at the seminars.

³ The survey should cover at least 3 governments, 3 employers and 3 workers' organizations participated in the regional seminars.

⁴ The Project Cooperating Committee (PCC) comprises of government representatives of the ASEAN countries, ASEC, Government of Japan (as a dialogue partner) and ILO. PCC was established during the previous phase of the ASEAN-Japan Cooperation Programme in Industrial Relations implemented by the ILO Association of Japan. PCC meets in conjunction with the ASEAN SLOM. PCC meets annually to review the project's implementation and endorse the project's proposed activities in the following year.

The Report of the 1st Regional Seminar is available from the ASEAN website and the second one from the ILO's website. The Integrated Report of the 3 Regional Seminars has been finalized and will be uploaded on the ILO's website in due course.

Output 1.3: National Workshop is organized (if fund permits)

A national tripartite workshop was held in Vientiane, Lao PDR in August 2010 on the subject of labour dispute resolution, tripartite social dialogue and labour law reform. The country has been experiencing a large increase in the number of disputes, and the legal and institutional framework as well as the capacity of the constituents is not adequate to meet the challenges posed. As a result of the workshop, a tripartite body has been established at a working level, which is chaired by the Director General for Labour Protection at the Ministry of Labour and Social Welfare.

Output 1.4: Materials for IR practice and dialogue are produced, distributed and shared among ASEAN countries

This output refers to the reports of annual regional seminars. As mentioned above, the report of the 1st Regional Seminar is available from the ASEC website and the second one from the ILO's website for wider dissemination⁵.

Immediate Objective 2: ASEAN Secretariat's capacity to disseminate knowledge and information on IR among its members are improved through close cooperation with the ILO

Output 2.1: Proposal to ASEAN Secretariat is done for more efficient work on IR

Regular communication had been made among the ILO, the ASEC and the donor in terms of building capacities of the ASEC staff on the issue of IR and a proposal was developed. However, due to turnover and understaffing of the ASEC, the actual capacity building activities were agreed to be carried out in the next phase of the project through intensive training and participating in seminars and workshops.

Output 2.2: Documentation of lessons learned and recommendations for other possible future collaboration produced

Two publications have been prepared under this output:

- 1) An integrated report of the 3 regional seminars, "Building Better Industrial Relations in an Integrating ASEAN", has been developed by consolidating reports of the 3 seminars for wider dissemination. The major parts of this report are good practices and lessons learned from different countries in building a sound IR system, in line with the ASEAN Guidelines on Good Industrial Relations Practices. This report is expected to become available in the ASEAN's as well as the ILO's website.
- 2) A compilation of IR practical materials for enterprises, "Enterprise Manual", has been prepared by the ILO with help of practitioners and guidance of academic resource. The compilation covers three ASEAN member states with data collection from tripartite partners of relevant member states. The draft manual was submitted to the ASEAN member states for review and comments and it is to be finalized in due course.

⁵ The 3rd Regional Seminar is covered by the Integrated Report.

E. EVALUATION FINDINGS

E.1 Relevance and Strategic Fit

This project aims to contribute to improving industrial relations in the ASEAN countries. The project was conceptualized in recognition of a continuous interest of all ASEAN countries for harmonious and productive industrial relations. At the 19th ASEAN Labour Ministers Meeting in May 2006, it was highlighted that stable and harmonious industrial relations were “crucial to sustaining growth and ensuring a favourable investment climate for companies to invest and do business in the region⁶”.

The project’s aim is still consistent in the region as the ASEAN Labour Ministers adopted the ASEAN Guidelines on Good Industrial Relations Practices at the 21st ASEAN Labour Ministers Meeting in May 2010 to “further strengthen ASEAN’s continuing quest for harmonious and productive industrial relations based on social justice, as a cornerstone of quality workplaces and economic success”⁷. The adopted Guidelines clearly state that establishing good industrial relations practices remains “a progressive and essential step to enhance the competitiveness of the ASEAN and make it a choice of destination of global investments and businesses”. The project is also in line with the implementation of the ASEAN Labour Ministers’ Work Programme, 2010-2015 which provides the framework to prepare the region’s labour force to face the challenges of globalization and trade liberalization. Strengthening tripartite cooperation is one of the priority areas set in the Work Programme which covers four strategic priorities; legal foundation, institutional capacity, social partners and labour markets and workforce development.

In terms of the relevance to the ILO’s initiatives, strengthening the capacity of the ILO’s constituents and improving industrial relations norms, institutions and practices in all countries, and particularly in some of the least developed countries of the region, are strategic to the ILO’s mission and goal of Decent Work. This was reinforced by the mandate given to the ILO by the 14th Asian Regional Meeting in 2006, which cited improved industrial relations and labour market governance as fundamental conditions for realizing decent work in the Asia-Pacific region. At a regional level the project contributes to the ILO Regional Outcome RAS126 – Increased knowledge and capacity in the region to promote coherent policies in support of decent work for all women and men. At a national level of the ASEAN member countries, the project contributes to the Decent Work Country Programme (DWCP) priorities and immediate outcomes for strong and representative employers’ and workers’ organizations influencing economic, social and governance policies⁸.

E.2 Validity of Project Design

This project is an integral component of the *ASEAN-Japan Cooperation Programme in Industrial Relations* which started in 2002 of which two phases were implemented by the ILO Association of Japan, whilst this project was implemented by the ILO ROAP in close cooperation with the ASEC. Hence, this project is a continuous effort to improve industrial relations in the region, supported by the same donor, the Ministry of Health, Labour and Welfare of Japan, while there was a shift of key implementing agencies. Some structures and procedures had already been in place for the project’s implementation such as the Project Cooperating Committee (PCC) before this project’s launch in mid-2008. The project’s overall design and implementation strategy was proposed and discussed at the PCC meeting in May 2008 and results of the discussion were reported to the following ASEAN Senior Labour Officers Meeting (SLOM). The SLOM endorsed the basic project design. Therefore the project’s design was validated among key stakeholders and had appropriate political support of the ASEAN member states from its inception.

⁶ Joint Communiqué of the 19th ASEAN Labour Ministers Meeting, 5 May 2006, Singapore

⁷ Joint Communiqué of the 21st ASEAN Labour Ministers Meeting, 24 May 2008, Ha Noi

⁸ Relevant DWCP priorities and immediate outcomes are listed in Annex B.

The project's development objective is to contribute to improving industrial relations in the ASEAN countries. Consistent with this long-term objective, the project has two immediate objectives, first to promote constructive industrial relations among the ASEAN countries, and second to improve the ASEAN Secretariat's capacity to disseminate knowledge and information on IR among its members through close cooperation with the ILO. The target groups of the project are the ILO constituents of the ASEAN countries and the ASEC.

Under the 1st immediate objective, there are four outputs: (1) constitution of tripartite Industrial Relations Team (IRT), (2) organization of annual regional seminars on industrial relations, (3) organization of a national workshop (if the fund permits), and (4) production and dissemination of materials for IR practices and dialogue.

Under the 2nd immediate objective, there are two outputs: (1) development of a proposal to ASEC for more efficient work on IR and (2) production of documents on lessons learned and recommendations for other possible future collaboration. The 1st output was originally phrased as organizing a fellowship programme for the ASEC officials, however, due to the understaffing of the ASEC it was revisited and revised, then the actual capacity building activities were agreed to be carried out in the next phase of the project.

Although the basic design of the project remains the same as in the earlier two phases, there is a substantial difference, with the ILO as the key implementing agency, that for the first time representatives of Employers' and Workers' organizations in the ASEAN region have been directly invited to review the project design, implementation strategy and activities through setting up a tripartite IRT and organizing IRT meetings⁹. It is appropriate and effective to have such a tripartite body for the project aiming to promote constructive industrial relations among the ASEAN countries.

The project's framework could have been simplified by integrating the last output under the 2nd immediate objective into the last output under the 1st immediate objective as both refer to production of materials/documents. Then, perhaps under the 2nd immediate objective, the last output could have been rephrased around development and implementation of a dissemination and information sharing strategy of IR materials by the ASEC.

E.3 Project Progress and Effectiveness

As described in the Section D "Review of Implementation", the project has completed most outputs and activities.

Since the core activity of the project is organizing annual regional tripartite seminars on industrial relations, a *short survey* was conducted to assess the effectiveness and usefulness of the 3 regional seminars. There were a total of 26 evaluation forms¹⁰ sent to previous seminar participants. The 26 persons¹¹ were selected through discussion among the ILO/Japan team and relevant ILO Specialists¹². In total 12 evaluation forms¹³ were returned to the evaluation consultant. The results and the analysis of the survey are presented below.

⁹ While PCC had already been in place before the project's inception, it comprises of government representatives of the ASEAN countries, ASEC, Government of Japan (as a dialogue partner) and ILO, thus it is not tripartite.

¹⁰ Please see Annex B: Regional Seminar Evaluation Questionnaire.

¹¹ The breakdown of 26 people is: 8 from Government representatives, 10 from Employers' Organizations and 8 from Workers' Organizations, with 11 females and 15 males.

¹² i.e. Specialist on Labour Administration and Labour Relations, Sr. Specialist on Employers' Activities and Regional Specialist in Workers' Activities.

¹³ The breakdown of 12 respondents is: 5 from Government representatives, 3 from Employers' Organizations and 4 from Workers' Organizations, with 6 female and 6 male respondents.

Findings from Evaluation Survey on Regional Tripartite Seminars

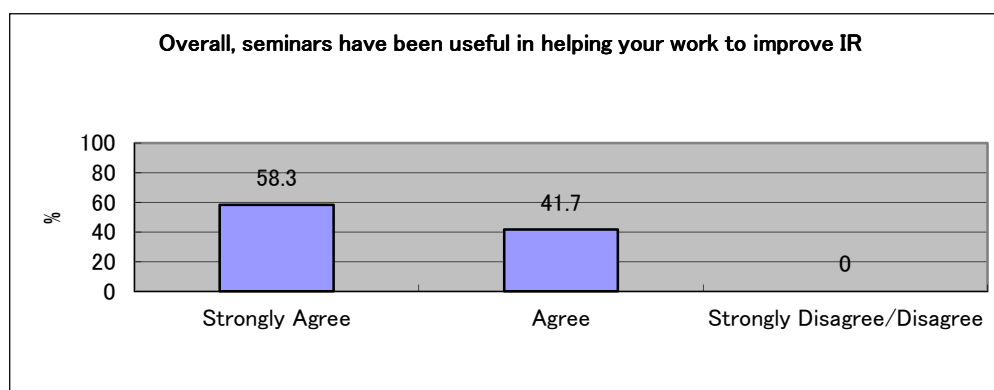


Figure 1: Percentage of respondents who found the seminars useful in helping their work to improve IR

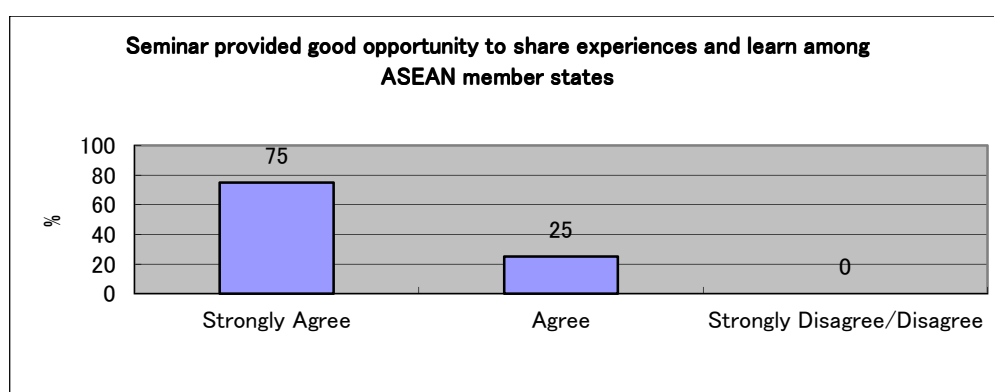


Figure 2: Percentage of respondents who found the seminar provided good opportunity to share experiences and learn among ASEAN member states

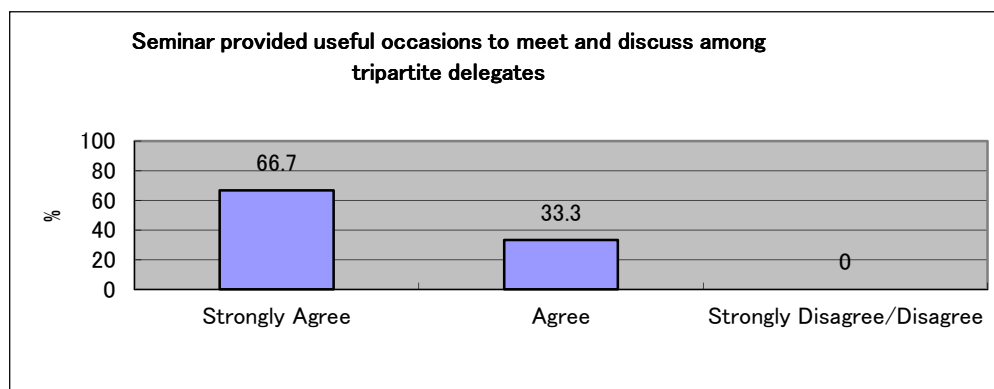


Figure 3: Percentage of respondents who found the seminar provided useful occasions to meet and discuss among tripartite delegates

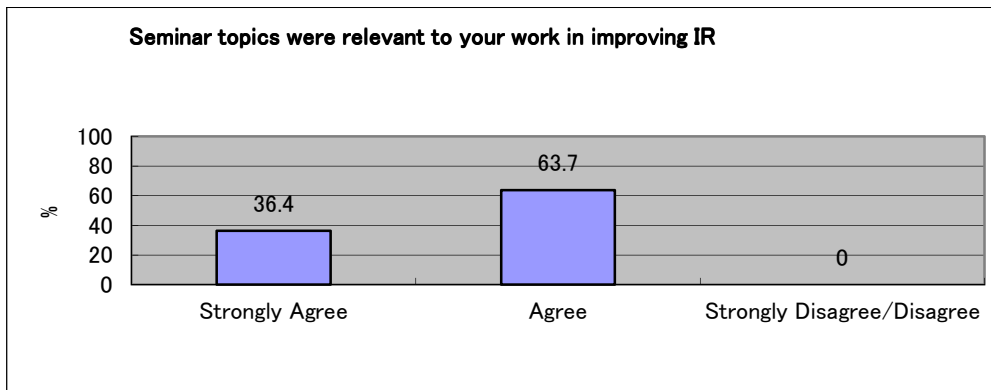


Figure 4: Percentage of respondents who found the seminar topics relevant to their work in improving IR

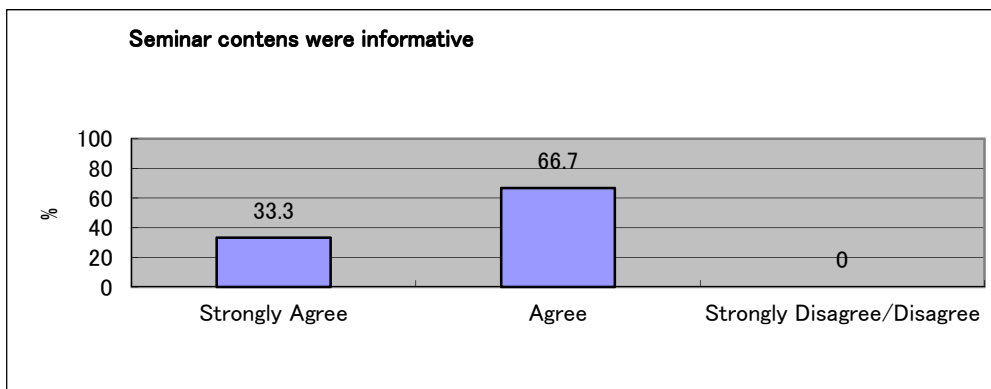


Figure 5: Percentage of respondents who found the seminar contents informative

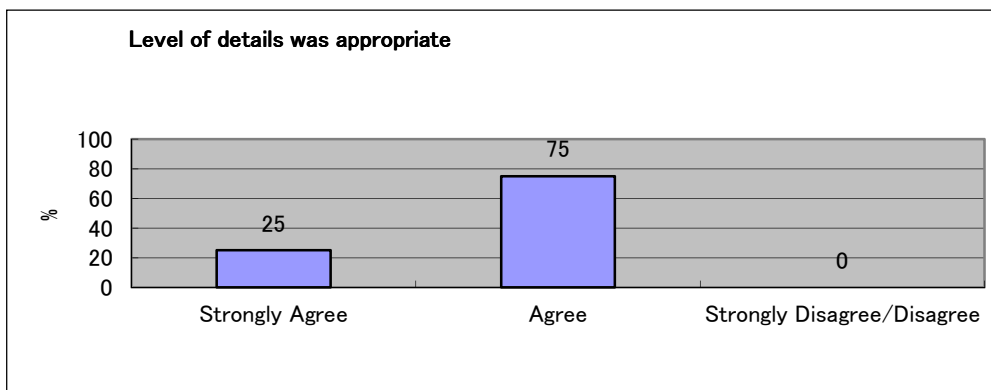


Figure 6: Percentage of respondents who found the level of details at the seminar appropriate

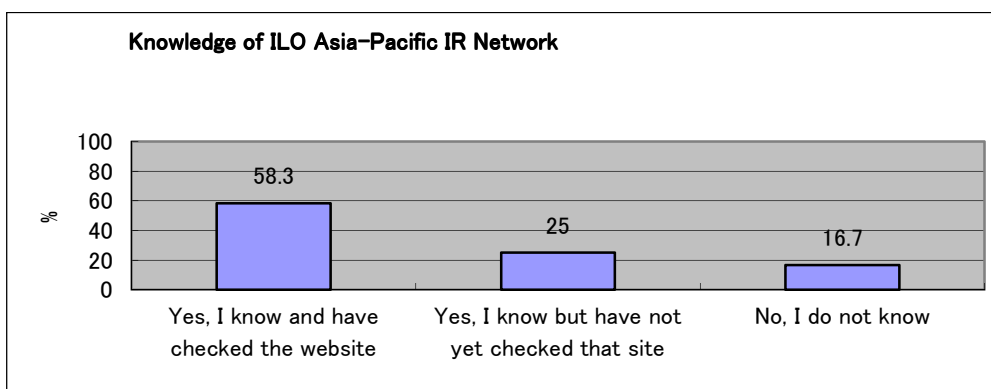


Figure 7: Percentage of respondents who know ILO's web-based Asia-Pacific IR Network

Overall, the respondents were very positive about the regional seminars. All respondents found the regional seminars useful and informative in helping their work in improving IR. In particular, 75% of respondents strongly agreed that the seminar provided good opportunity to share experiences and learn among the ASEAN member states, and two-thirds of respondents strongly agreed that the seminar provided useful occasions to meet and discuss among tripartite delegates. They acknowledged the importance of social dialogue for improving constructive IR. The regional seminars have certainly served as a platform for active information sharing in the ASEAN region and helped participants to understand the regional challenges in the area of IR. The seminars have also contributed to promote tripartism and social dialogue at the ASEAN level.

The county reports/presentations, the main session of each regional seminar, were the most popular session, while topics of high interest were spread over various country presentations. This is not surprising since half of the respondents referred to the diversity of challenges each member state has been facing in the area of improving IR. Many respondents found their new knowledge on other countries' IR practices useful as a good 'hint' and guidance for their work in improving IR although it might not be possible to apply that knowledge directly to their daily work.

More than 80% of respondents have shared and passed the materials/hand-outs provided at the seminar to others, mostly to their direct colleagues. This rate is already high, however, it will be good to re-emphasize the importance of disseminating materials and having an information sharing session/workshop for a wider reach of the seminar effect.

At the 1st regional seminar, one session was devoted to group work to review the draft ASEAN Guidelines on Good Industrial Relations Practices which were drafted jointly by the ASEC and the ILO Offices in Bangkok and Jakarta. It was the first time that the draft was subjected to tripartite review. Comments and recommendations were reported to PCC and SLOM accordingly. The Guidelines were officially adopted at the 21st ASEAN Labour Ministers Meeting in May 2010. Almost all respondents of the survey found the Guidelines useful in providing a good starting point and a road map for the ASEAN member states on how to attain sound IR. One respondent commented further that the guidelines, though non-binding, set a good basis to start discussion on the possibility of adopting common standards on labour relations in the region.

Over 80% knew the ILO's Asia-Pacific IR Network, a web-based platform for knowledge sharing hosted by the ILO ROAP. But one respondent mentioned technical problems for registration and logging in at the website. It is advisable to re-consider various conditions of Internet access in the region in order to increase access to the ILO's Asia-Pacific IR Network. Registration should be promoted and the ILO should check the registration rate among seminar participants and the effectiveness of the Network at each regional seminar.

In terms of logistics, all respondents agreed that the seminar duration was appropriate. Two respondents requested that invitation and information of the seminar to be sent well in advance; in particular, one suggested copies of hand-outs and reading materials to be sent to participants well in advance so that there would be ample time to go over prior to the seminar and more interaction and in-depth discussion could be held during the seminar period. In addition, one respondent suggested the ILO trying to keep same participants over the time so that the level of knowledge on IR among participants would remain more or less equal and that participants could spend more time on in-depth discussion.

Other suggestions for improvements of future seminars are:

- Future seminars, to be more useful, should result in a Conference Statement in the form of Policy Recommendations that should be followed up in the ASEAN. The ILO together with the ASEC can coordinate and ensure that follow-up in the ASEAN takes place and tangible results are achieved.
- Opportunities of interactive discussion on more specific themes (e.g. social protection for precarious workers) should be increased since the general topics have been already covered at the previous seminars.

- Participation of the three non-ASEAN East Asian countries (i.e. China, Japan and South Korea) should be further pursued. Many companies from those three countries have production bases in the ASEAN region. It is indispensable for those countries to know the reality of IR of the host countries from different angles; from the perspectives of governments, employers' and workers' organizations, for creation of constructive IR within their production bases.
- Evaluation questionnaire should be distributed on the last day of the seminar and collected at the end of the seminar to assess the effectiveness of the seminar.

In summary, the annual regional seminars, the core activity of the project, have been appreciated by participants and the seminars have served as a regular platform to meet, share experiences and learn among the ASEAN tripartite members in the area of IR. The ASEAN Labour Ministers referred to the regional seminars that "in the area of strengthening labour cooperation in the region, two¹⁴ regional seminars were successfully organized under the "ASEAN-ILO/Japan Programme on Industrial Relations""¹⁵.

Immediate Objective 1: Promote constructive industrial relations among the ASEAN countries

The project has contributed to sharing information and exchanging experiences in the area of IR among the ASEAN tripartite members, especially through the 3 regional seminars. Seminar participants appreciated the opportunities of face-to-face meetings where active tripartite participation was promoted. In addition, the tripartite IRT established by the project has strengthened the tripartite consultation process for the project's implementation. A national tripartite workshop was also organized in Lao PDR on the subject of labour dispute resolution, tripartite social dialogue and labour law reform. As a result of the workshop a tripartite body has been established at a working level, which is a clear impact of the project in Lao PDR.

For the project's Immediate Objective 1, "Guidelines on good IR practices endorsed by ASEAN member states" is listed as an indicator of achievement, which is clearly attained during the project's duration. The 1st regional seminar held in February 2009 provided a first tripartite platform to review the draft Guidelines and suggestions were reported to PCC and SLOM accordingly. Status of the draft Guidelines was updated at the IRT meetings by the ASEC. Thus, the project supported tripartite consultation process of the Guidelines development. The Guidelines were officially adopted by the ASEAN Labour Ministers in May 2010. The Guidelines are regarded as "milestone documents on regional cooperation"¹⁶ and the Labour Ministers noted that "the adoption of such Guidelines would further strengthen ASEAN's continuing quest for harmonious and productive industrial relations based on social justice, as a cornerstone of quality workplaces and economic success"¹⁷. The adoption is also noted by the ASEAN Trade Union Council (ATUC) and the ATUC hopes for more intensive participation of tripartite partners in the evolution and implementation practices¹⁸. The Guidelines are downloadable from the ILO website and some other websites such as that of the ASEAN Services Employees Trade Union Council (ASETUC), however, it is not yet available from the official website of the ASEAN. It is strongly recommended that the ASEC would make the Guidelines available from its official website immediately for wider recognition of the Guidelines.

Immediate Objective 2: ASEAN Secretariat's capacity to disseminate knowledge and information on IR among its members are improved through close cooperation with the ILO

For the project's Immediate Objective 2, regular communication had been made among the ILO, the ASEC and the donor in terms of building capacities of the ASEC staff on the issue of IR and a proposal on capacity building activities was developed. However, due to turnover and understaffing of the ASEC, it was agreed

¹⁴ This statement was made before the 3rd regional seminar was organized.

¹⁵ Joint Statement of the 7th ASEAN Plus Three Labour Ministers Meeting, 24 May 2010

¹⁶ 2010 Chairman's Statement of the 17th ASEAN Summit, 28 October 2010 and Joint Communiqué of the 43rd ASEAN Foreign Ministers Meeting, 19-20 July 2010

¹⁷ Joint Communiqué of the 21st ASEAN Labour Ministers Meeting, 24 May 2010

¹⁸ ASEAN Trade Union Council (ATUC) Statement to the ALMM and SLOM 2011

that these activities would be carried out in the next phase of the project through intensive training and participating in seminars and workshops.

Regarding the project's publication, regional seminar reports have been compiled; the 1st report is available from the ASEAN's website and the 2nd one from the ILO's website¹⁹. It is desirable that all reports will become available from both the ASEAN's and the ILO's websites for wider recognition. In addition, in order to facilitate more and wider access to the available resources on IR, two publications have been developed based on the donor's suggestion: An integrated report of the 3 regional seminars, "Building Better Industrial Relations in an Integrating ASEAN", and "Enterprise Manual". The major parts of the integrate report are good practices and lessons learned from different countries in building a sound IR system, that are in line with the ASEAN Guidelines on Good Industrial Relations Practices. The Enterprise Manual is a compilation of IR practical materials for enterprises. The compilation covers three ASEAN member states with data collection from tripartite partners of relevant member states. Both publications went through tripartite review and comments which is necessary but took longer time than anticipated. Therefore the 2 publications could not be finalized at the time of the project's end in December 2011. They are expected to become available in 2012. They should be introduced at the regional seminar and it is desirable to have a session to discuss and develop an action plan on how to utilize those publications in each country. Distribution strategy beyond the seminar participants should be also planned by the ASEC and the ILO to maximize the reach towards the target audience of those materials.

Gender Aspect

The project document does not have specific reference to gender. Given the existing gender balance in the project's partner institutions, the project had little influence over the gender balance in the participants of regional seminars, PCC meetings and IRT meetings. Figure 8 shows the number of male and female participants per regional seminar, and Figure 9 shows the percentage of female participants per seminar. It is evident that the female participation rate was low at the 1st seminar, no female Workers' representative and only one from the Employers' representatives, however, the situation improved at the 2nd and the 3rd seminars. Gender dimensions were occasionally mentioned in some country presentations but there was no systematic reference to gender issues. In the future seminars the ILO should emphasise that all data in the country presentations should be sex-disaggregated as appropriate and good practices on tackling gender disparity evolving around the seminar topics should be addressed.

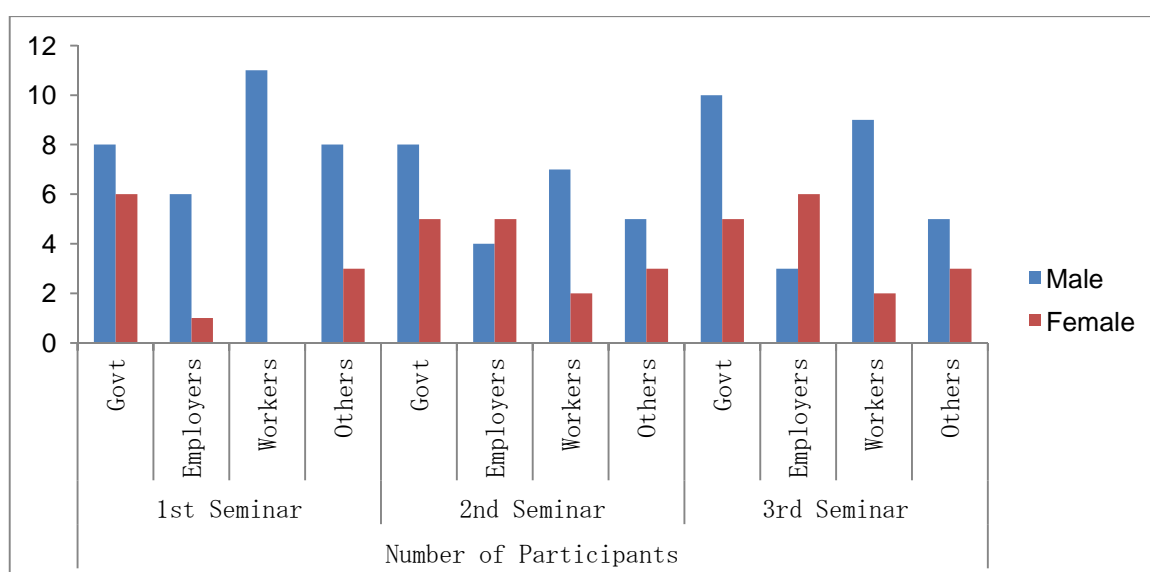


Figure 8: Number of Male/Female Participants of Each Regional Seminar

¹⁹ The 3rd Regional Seminar is covered by the Integrated Report.

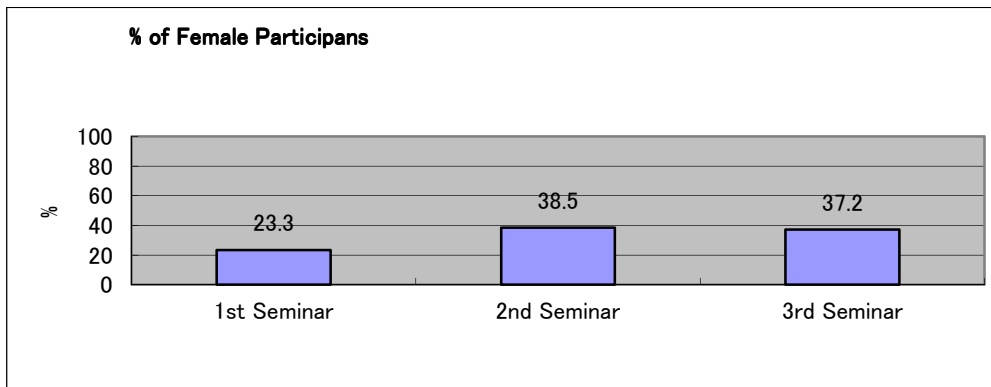


Figure 9: Percentage of Female Participants of Each Regional Seminar

E.4 Adequacy and Efficiency of Resources Use

The project's activities and expenditure were annually reviewed at the Annual Review Meeting of the ILO/Japan Multi-bilateral Programme between the ILO and the donor. Adequacy of resources and efficiency of fund use were also reviewed and necessary adjustment and budget revision were approved by the donor. For this project the donor does not show any particular concern on fund usage and its delivery.

E.5 Effectiveness of Management Arrangement

This project was managed by the ILO/Japan in close cooperation with the ASEC. Technical support was provided by the ILO Specialist on Labour Administration and Labour Relations in Bangkok. Senior Specialist on Employers' Activities and Regional Specialist in Workers' Activities in Bangkok also provided support.

Regarding the project's two main bodies, PCC and IRT, the ILO was responsible for organizing IRT meetings, while the ASEC was in charge of PCC meetings and reporting the results of PCC meetings to the following ASEAN SLOM. IRT met five times during the project's duration to keep the tripartite constituents as well as the donor informed of the project status, to review the design, implementation strategy and activities, and to discuss preparation for regional seminars and necessary follow-ups. The outcome of those IRT meetings was reported at the PCC meetings in conjunction with the ASEAN SLOM. PCC met annually to review the project's implementation and endorse the project's proposed activities among the representatives of the ASEAN member states and the donor. Thus, the project has established a firm communication procedure to discuss issues among the tripartite constituents as well as the donor, and retain adequate political support from the ASEAN member states. This stable communication procedure among key stakeholders has enabled the smooth implementation of the project activities.

It is noteworthy that the 5th IRT meeting was held in the form of video conference by connecting three ILO offices in Bangkok, Jakarta and Manila. (Previous meetings were all held in Bangkok.) In that way travel time and cost of participants was minimized. This is a good practice which should be continued in the future.

Overall the ASEC was in charge of communication with the ASEAN member states while the ILO was responsible in communicating with Workers' and Employers' representatives and the donor. Regional seminars were organized by the designated lead countries of the ASEAN. The ILO provided technical assistance by mobilizing experts and resource persons and preparing the country reports/presentations. Thus, the roles between the ILO and the ASEC for the project implementation have been clear to each other, or in case of any unclearness it was possible to discuss issues at the IRT meetings. Therefore, the communication between the ASEC and the ILO has been generally smooth and effective, which is an important element of successful implementation of the project.

E.6 Impact Orientation and Sustainability

The project document does not have specific reference to the project's exist strategy and how the project will ensure the sustainability of the project's impact. The project has certainly provided a regular platform to meet, share information and exchange experiences in the area of IR among the ASEAN tripartite members. Seminar participants have deepened their understanding of the project's core message that it is indispensable to build sound and harmonious IR for sustainable development of the region. The Lao National Workshop resulted in establishment of a tripartite body at a working level. Production of the Integrated Report and the Enterprise Manual will contribute to expand the reach of the project's impact if disseminated effectively. Capacity building of the ASEC staff is expected to contribute to the sustainability of the project's impact, however, that component was not fully achieved during the project's duration. For the next phase, better planning of the capacity building component is required and practical and effective dissemination strategy of the project's materials should be developed and implemented under the capacity building component of the ASEC staff.

There seem other agencies collaborating with the ASEC in the area of IR through tripartite cooperation, such as the Friedrich-Ebert-Stiftung (FES). The FES, a non-profit institution, seems to have supported the ASEC in organizing regional social dialogue conferences. In 2011 the Regional Tripartite Social Dialogue for Growth, Employment and Sound Industrial Relations in the Services Sectors: Best Practices and the Roles of ASEAN Tripartite Partners was held with the following main objectives: (i) to follow up the "call for greater commitment to promote Human Resource Development (HRD), stronger tripartite co-operation, education and skills development among the constituents" by showcasing best practices of tripartism in the services sectors by ASEAN social partners and EU representatives; (ii) to articulate the guiding principles and deepen the understanding on the roles and responsibilities of respective social partners in realizing the ALM's WP 2010-2015; (iii) to enhance solidarity and co-operation among employers' federations, trade union organisations and governments towards building "a caring, sharing and people-oriented ASEAN Community"; and (iv) to establish a plan for action for the next steps in enhancing social dialogue mechanisms in ASEAN²⁰. The FES's work with the ASEC seems to have common interest to the project. Some questions were sent to the ASEC to seek their opinions on the ILO's project and other donors' availability in the area of IR, but there was no response probably due to the staff turnover at the time of this evaluation. During the next phase it is necessary to discuss the funding situation of the ASEC in the area of improving IR and strengthening tripartite cooperation to ensure synergy among like-minded activities and to develop a practical exit strategy of the project.

F. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

F.1 Conclusions

The project's aim to contribute to improving industrial relations in the ASEAN countries remains valid in the region and the project fits well in the ASEAN Labour Ministers' Work Programme, 2010-2015 which provides the framework to prepare the region's labour force to face the challenges of globalization and trade liberalization. At the regional level the project contributes to the ILO Regional Outcome RAS126: Increased knowledge and capacity in the region to promote coherent policies in support of decent work for all women and men, and at a national level of the ASEAN member countries, the project contributes to the DWCP priorities and immediate outcomes for strong and representative employers' and workers' organizations influencing economic, social and governance policies.

²⁰ Joint Recommendations on the Promotion and Establishment of Sectoral Social Dialogue among Tripartite Social Partners at the ASEAN Level, 31 October – 1 November 2011

This project is an integral component of the *ASEAN-Japan Cooperation Programme in Industrial Relations* which started in 2002 of which two phases were implemented by the ILO Association of Japan, whilst this project was implemented by the ILO ROAP in close cooperation with the ASEC. Hence, this project is a continuous effort to improve IR in the region, supported by the same donor, the Ministry of Health, Labour and Welfare of Japan. Some structures and procedures had already been in place for the project's implementation such as the PCC before this project's launch in mid-2008. The project's overall design and implementation strategy was reviewed and discussed at the PCC, then endorsed at the following ASEAN SLOM. Therefore the project's design was validated among key stakeholders and had appropriate political support of the ASEAN member states from its inception, which was essential for the project's smooth implementation.

Although the basic design of the project remains the same as in the earlier two phases, there is a substantial difference, with the ILO as the key implementing agency, that for the first time representatives of Employers' and Workers' organizations in the ASEAN region have been directly engaged in the project implementation through tripartite IRT meetings. It is deemed appropriate and effective to have such a tripartite body for the project aiming to promote constructive IR in the region. IRT met five times during the project's duration to keep the tripartite constituents and the donor informed of the project status, to review the implementation strategy and planned activities, and to discuss preparation for regional seminars and necessary follow-ups. The outcome of those IRT meetings was reported at the PCC meetings in conjunction with the ASEAN SLOM. PCC met annually to review the project implementation and endorse the project's proposed activities among the representatives of the ASEAN member states and the donor. Thus, the project has established a firm communication procedure to discuss issues among the tripartite constituents as well as the donor, and retain adequate political support from the ASEAN member states. This stable communication procedure has enabled the smooth implementation of the project activities.

The project has contributed to sharing information and exchanging experiences in the area of IR among the ASEAN tripartite members, especially through the 3 regional seminars. Seminar participants appreciated the opportunities of face-to-face meetings where active tripartite participation was promoted. They acknowledged the importance of social dialogue for improving constructive IR, and they have better understanding of the regional challenges in the area of IR. In addition, the 1st regional seminar in February 2009 provided a first tripartite platform to review the draft ASEAN Guidelines on Good Industrial Relations Practices which were officially adopted by the ASEAN Labour Ministers in May 2010. Also, the tripartite IRT established by the project has strengthened the tripartite consultation process for the project's implementation. A national tripartite workshop organized in Lao PDR on the subject of labour dispute resolution, tripartite social dialogue and labour law reform resulted in establishment of a tripartite body at a working level, which is a clear impact of the project in Lao PDR.

The project has produced several materials/reports: regional seminar reports and a manual of good practices for enterprises in order to facilitate more and wider access to the available resources on IR. All publications went through tripartite review and comments which is a necessary process but took longer time than anticipated. Therefore the integrated report of the 3 regional seminars and the manual could not be finalized at the project's end in December 2011 and the project's wider impact by disseminating those materials could not be observed during the project duration. They are expected to become available in 2012.

Regarding the capacity building component of the ASEC, regular communication had been made among the ILO, the ASEC and the donor, and a proposal was developed. However, due to turnover and understaffing of the ASEC, the actual capacity building activities were agreed to be carried out in the next phase of the project through intensive training and participating in seminars and workshops.

The project document does not have specific reference to the project's exist strategy and how the project will ensure the sustainability of the project's impact. The project has certainly provided a regular platform to meet, share information and exchange experiences in the area of IR among the ASEAN tripartite members.

Seminar participants have deepened their understanding of the project's core message that it is indispensable to build sound and harmonious IR for sustainable development of the region. The Lao National Workshop resulted in establishment of a tripartite body at a working level. Materials/reports produced by the project will contribute to expand the reach of the project's impact if disseminated effectively. Capacity building of the ASEC staff is expected to contribute to the sustainability of the project's impact, however, that component was not fully achieved during the project's duration and planned to be carried out in the next phase.

F.2 Recommendations for Possible Future Directions

Based on the key findings and conclusions, below are recommendations to be considered by the ILO/Japan and the ASEC during the next phase of the project.

About Regional Seminars:

- Try to keep same participants over the time as appropriate so that the level of knowledge and understanding on IR issues would remain more or less equal and more time could be spent on in-depth discussion during the seminar.
- Re-emphasize the importance of disseminating seminar materials and having an information sharing session/workshop for a wider reach of the seminar effect at the country level. Consider possibilities of having a session during each regional seminar for formulating a country action plan on how each country can move forward with the topics discussed at the seminar.
- Re-emphasise that all data in the country presentations should be sex-disaggregated as feasible and good practices on tackling *gender* disparity evolving around the seminar topics should be addressed.
- Re-consider various conditions of Internet access in the region in order to reduce technical problems and increase access to the *ILO's Asia-Pacific IR Network*. Registration for the Network should be promoted at each seminar.

About Capacity Building Component:

- Capacity building component of key partner agencies has to be planned well: Capacity building of the ASEC staff is expected to contribute to the sustainability of the project's impact, therefore, better planning is required for the next phase. Practical and effective dissemination strategy of the project's materials should be developed and implemented under the capacity building component of the ASEC staff in order to expand the reach of the project's impact.

About Key Documents/Project's Publications:

- Key documents should become available from the ASEAN's and the ILO's websites: Key documents, such as the ASEAN Guidelines on Good Industrial Relations Practices, Regional Seminar Reports and the manual for enterprises produced by the project should become all available from the ASEAN's and the ILO's websites for wider reach and recognition.

About Project's Sustainability

- Exit strategy should be discussed and developed in the course of the project cycle: Funding situation of the ASEC in the area of improving IR and strengthening tripartite cooperation should be discussed to ensure synergy among like-minded activities and to develop a practical exit strategy of the project. It is also necessary to discuss among key partner agencies to identify who will/can take initiatives after the project ends (e.g. ASEC, regional Workers' and Employers' organizations).

F.3 Lessons Learned

Below three lessons learned are drawn from the project.

1. Providing a regular tripartite platform for information/experience sharing is effective to promote constructive IR.

Through the annual regional seminars, the project has provided a regular platform to meet, share information and exchange experiences in the area of IR among the ASEAN tripartite members. Seminar participants appreciated the opportunities of face-to-face meetings where active tripartite participation was promoted. They have deepened their understanding of the project's core message that it is indispensable to build sound and harmonious IR for sustainable development of the region. They acknowledged the importance of social dialogue for improving constructive IR, and they have better understanding of the regional challenges in the area of IR.

In addition, the 1st regional seminar provided a first tripartite platform to review the draft ASEAN Guidelines on Good Industrial Relations Practices and comments were reported to PCC and SLOM accordingly. Status of the draft Guidelines was updated at the IRT meetings by the ASEC. Thus, the project supported tripartite consultation process of the Guidelines development. The Guidelines were officially adopted by the ASEAN Labour Ministers in May 2010.

2. Tripartite consultation process is essential, but takes time.

It is essential for the project's successful implementation to keep social partners well-informed and enable them to have opportunities to express their views properly. Therefore, for example, all publications by the project went through tripartite review and comments. However, the consultation process took much longer time than anticipated. Then, some key publications could not be finalized at the time of the project's end and the project's wider impact by disseminating those publications could not be observed during the project duration. Future programmes should reserve sufficient time for the tripartite consultation process.

3. Establishing stable communication procedure among key stakeholders is a key for smooth implementation.

The project has set up two main bodies - IRT and PCC – for the project implementation. IRT met five times during the project's duration to engage the tripartite constituents and the donor in the project design and implementation. The outcome of those IRT meetings was reported at the PCC meetings in conjunction with the ASEAN SLOM. PCC met annually to review the project implementation and endorse the project's proposed activities among the representatives of the ASEAN member states and the donor. Thus, the project has established a firm communication procedure to discuss issues among the tripartite constituents as well as the donor, and retain adequate political support from the ASEAN member states, which has enabled smooth implementation of the project activities.

ANNEXES

A. TERMS OF REFERENCE

TERMS OF REFERENCE
Final Self-Evaluation
Of
ASEAN-ILO/Japan Industrial Relations Project
RAS/08/07M/JPN, RAS/08/11M/JPN, RAS/09/02M/JPN, RAS/09/05M/JPN,
RAS/10/09M/JPN, RAS/10/56M/JPN, RAS/11/52M/JPN

Donor:	Government of Japan Ministry of Health, Labour and Welfare, Japan
Project budget:	450,000 USD
Project duration:	3 years (September 2008 – December 2011)
Geographical coverage:	ASEAN Member countries, governments, employers' and workers' organizations, as well as ASEAN Secretariat and
Evaluation date:	December 2011
ToR preparation	September 2011

1. Introduction and rationale for evaluation

The project aims to contribute to improving industrial relations in the ASEAN countries. Activities are conducted in close cooperation with the ASEAN Secretariat, aiming to: a) promote constructive industrial relations among the ASEAN countries, b) support the ASEAN Secretariat in building its capacity to disseminate knowledge and information about IR among its members and c) strengthen the relationship between the ASEAN and ILO's Regional Office for Asia and the Pacific. With annual financial contributions from the donor, the project is implemented over a period of three years.

The 3-year project is coming to an end by the end of December 2011. The final self-evaluation is required since the project total budget is less than US\$500,000; under the ILO evaluation policy. The self-evaluation is therefore proposed and will be managed by ILO/Japan Multi-bilateral Programme. The aims of the final self-evaluation are to assess to what extent (i) progress has been made in achieving the project's outcomes and (ii) how the project outcomes have contributed to implementing the Regional Outcome. The donors and key stakeholders will be consulted throughout the evaluation process. The final self-evaluation will comply with UN evaluation norms and standards and that ethical safeguards will be followed.²¹

2. Background on project and context

The project is funded by the Government of Japan and managed by ILO/Japan Multi-bilateral Programme with the technical support by IR specialist in Decent Work Team in Bangkok. The three-year project started with its official launch in February 2009.

²¹ Reference: UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards. For further information <http://www.ilo.org/eval/policy/>

This project is one component of the programme in the field of development cooperation between Ministry of Health, Labour and Welfare of Japan and the ILO.

Field of Development Cooperation Programme Between ILO and MHLW - Japan	
	<ul style="list-style-type: none"> • Greener Business Asia • Unemployment Insurance in ASEAN • Youth Employment in Sri Lanka • Migration in Southeast Asia • Occupational Safety and Health • ASEAN Industrial Relations

At a regional level, the project contributes to ILO Regional Outcome RAS126 – Increase knowledge and capacity in the region to promote coherent policies in support of decent work for all women and men. Indirectly to the ASEAN member countries, the project contributes to the DWCP priorities and immediate outcomes of the 10 member countries for strong and representative employers' and workers' organizations influencing economic, social and governance policies.

Main project activities are comprised of three elements; annual regional seminars on industrial relations, Industrial Relations Team (IRT) meeting, and Project Cooperation Committee (PCC) meeting, and national level workshops/seminars. Reports of good industrial relations practices are prepared each year by designated countries and presented during the regional seminar.

Two main bodies set up for the project are the tripartite Industrial Relations Team (IRT) and Project Cooperation Committee (PCC).

- IRT consists of ASEAN Secretariat, lead country, ILO, Government of Japan, representatives from workers' and employers' organization
- PCC comprises government representatives of the ASEAN countries, ILO, ASEAN Secretariat and Government of Japan (as dialogue partner).

The specific project outputs include:

Immediate objective 1: To promote constructive industrial relations among the ASEAN countries.

- | | |
|------------|--|
| Output 1.1 | Tripartite Industrial Relations Team (IRT) is constituted. |
| Output 1.2 | Annual Regional Seminar on Industrial Relations is organized |
| Output 1.3 | Roadmap for the future or similar guidelines are produced, distributed, and shared among ASEAN countries |

Immediate objective 2: To support the ASEAN Secretariat in building its capacity to disseminate knowledge and info about IR amongst its members, and to strengthen the relationship between the ASEAN and ILO Regional Office for Asia and the Pacific.

- | | |
|------------|---|
| Output 2.1 | Fellowship programme for ASEAN Secretariat official is organized |
| Output 2.2 | An action plan is made by the focal person for further (cascade) training within ASEAN Secretariat |
| Output 2.3 | Documentation of lessons learned and recommendations for other possible future collaboration produced |

Location

The project is managed from the ILO Regional Office for Asia and Pacific, located in Bangkok, Thailand. In collaboration with ASEC, the project targets the ASEAN member countries and ILO Constituents (Government, Workers and Employers)

Partners and stakeholders

The project has a range of partners and stakeholders as follows:-

Main implementing agency:

- ILO/Japan Multi-bilateral Programme
- Decent Work Team Bangkok (DWT – Bangkok)
- ASEAN Secretariat (ASEC)

Other partner agencies:

- ACTRAV, ACTEMP
- Government of Japan

Stakeholders:

- Governments, Workers' and Employers' Organizations of ASEAN member countries

Project budget

The total project budget is 4500,000 USD. This gives annual budget of 100,000 USD average for activities during 2009-2011 (excluding staff cost).

Key accomplishments or milestones achieved to date:

- Three regional tripartite seminars organized under the overarching theme of “Building Better Industrial Relations towards ASEAN Integration”.
- First two-day Regional Seminar “Towards ASEAN Integration: Promoting Good Practice for Sound and Harmonious Industrial Relations” was organized in Bogor in February 2009
- Second Regional Seminar “Emerging Industrial Relations Issues and Trends in the ASEAN countries in the time of Financial and Economic Crisis” was organized in Kuala Lumpur in February 2010.
- Third Regional Seminar “Legal Framework and Practice for Labour Dispute Settlement” was organized in Manila in November 2010.
- A national tripartite workshop was organized in Laos PDR in August 2010 on the subject of labour dispute resolution, tripartite social dialogue and labour law reform. As a result, the constituents at the workshop agreed to establish a national tripartite social dialogue body with various committees to examine legislative reform, dispute resolution and wage setting.
- An ASEAN Guidelines on Good Industrial Relations Practiced have been developed and adopted by the ASEAN Labour Ministers at the 21st ALMM in May 2010. The discussion on the development of this guideline initiated in the 1st regional seminar in which participants highlighted the need for ASEAN “follow-up” or promotion of the above guidelines and good IR practices.
- The Labour Ministers noted the completion of a number of activities which have been implanted with support from the ILO such as Industrial Relations. The Ministers further tasked the Senior Labour Officials to identify other areas of cooperation with the ILO in support of the implementation of the ALM's Work Programme 2010-2015.
- Reports develop under this project
 - I. annual regional seminar on good industrial relations – 3 reports

- II. Consolidated report of the three regional seminars under the title “Building Better Industrial Relations in an Integrating ASEAN
- III. ASEAN Manual on Good Industrial Relations for Enterprise

3. Purpose, scope and clients

Purposes: The evaluation will assess whether the project has achieved its immediate objectives. It will include consideration of whether the means of action have made contributions toward achieving relevant Regional outcomes and the decent work country programmes. The focus should also be on assessing the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit. The evaluation will also look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs. The evaluation will also test underlying assumptions about contributions to a broader development goal.

Scope: The self-evaluation takes into account all interventions, geographical coverage, and the whole period of the project (September 2008 to the present date). The self-evaluation will have to take into consideration the following benchmarks:

- Regional outcome RAS126
- Relevant, current country priorities and strategies
- ASEAN Labour Ministers' Work Programme 2010-2015

The evaluation will revisit the programme design, examine the planning process and agreed implementation strategies and the adjustments made, the institutional arrangements and partnerships, sustainability - all this with due account of the constantly and rapidly changing national and local situations.

Clients: The principal clients for this evaluation are the project management, ILO constituents, DWT Bangkok, RO-Bangkok, ACTRAV, ACTEMP, PARDEV, and the project donor (Japan)

4. Key evaluation questions/ analytical framework

The evaluation is guided by the ILO's Technical Cooperation Manual and the policies and procedures established therein (see particularly Chapter 7 of the manual and Page 17 for key guiding questions). The evaluation should address the overall ILO evaluation criteria such as relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and sustainability as defined in the ILO Guidelines for Planning and Managing Project Evaluations 2006. The evaluation shall also take into account the gender equality into the evaluation process as guided by The ILO guidelines on considering Gender in Monitoring and Evaluation of Project, Sep 2007. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluator should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. In consultation with the evaluation manager, any other information and questions that the evaluator may wish to address may be included as the evaluator see fit. Based on development objectives, outputs and activities specified in the project document, the final evaluation will address the following issues:

Relevance and strategic fit

- Are the needs identified at the outset of the project still relevant?
- How does the project align with local and national plans for Industrial Relations?
- How has the project contributed to other national development frameworks?
- How has the project impacted in term of contributing to the DWCP?
- Is the project target appropriate and was there a rationale?

Validity of design (i.e. PRODOC)

- How logical is the project design?
- Given the resources is it practical to envisage the project achieving all its targets and goals?
- What was the baseline condition at the beginning of the project? How was it established?
- Are the planned project objectives and outcomes relevant and realistic to the situation on the ground? Do they need to be adapted?
- Is the intervention logic coherent and realistic? Is there a need for adjustments, if so: what needs to be adjusted?
- Were all the elements of the project design necessary to achieve the project objectives?
- What are the main means of action? Are they appropriate and effective to achieve the planned objectives?
- How was the project designed on the view of collaboration between ILO and ASEAN?

Project progress and effectiveness

- Have the two project immediate objectives been achieved? To what extent?
- In which areas (under which outputs/components) does the project have the greatest achievements? Why is this and what are they supporting?
- In which areas does the project have the least achievements? What has been the constraining factors and why?
- Have the quantity and quality of the outputs produced so far been satisfactory?
- How well the project has executes the activities in terms of planned vs. actual activities?
- Are the stakeholders / partners using outputs?
- In which areas do the interventions have the greatest achievements? Why this and what is have been the supporting factors? How can ILO build on or expand these achievements?
- How and to what extent have stakeholders (particularly the ILO constituents) been involved in project implementation?
- What elements of the project are indicating of a 'good practice' (based on the ILO definition).
- Assess the development of partnerships, networking and collaboration initiatives that have potential to be sustainable. (With other development aid, donor community and with other UN agencies).
- What are the major challenges and how the project have overcomes those challenges? What are the lessons learned?
- How collaboration between ILO and ASEAN Secretariat helped to effectively implement through the project?

Adequacy and efficiency of resource use

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- Have resources been used efficiently? Have activities supporting the strategy been cost-effective? Do results justify costs? Could the same results be attained with fewer resources?
- Have project funds and activities been delivered in a timely manner?

Effectiveness of management arrangements

- Are management, monitoring and governance arrangements for the project adequate?
- Does project governance facilitate good results and efficient delivery?
- Does the project receive adequate political, technical and administrative support from its implementing and partner agencies?
- Do implementing partners provide for effective project implementation?
- How does the ILO and the ASEAN Secretariat contribute to the success of the project?
- To what extent is the membership of Industrial Relations Team (IRT) and Project Cooperation Committee (PCC) as defined in the ToR for these relevant? Is the membership too limited or too extensive? Examine the role and involvement of the IRT and PCC.
- Has cooperation with implementing partners been efficient?
- Has the project made strategic use of other ILO projects, products and initiatives to increase its effectiveness and impact?
- How efficient and effective has the process been of communication between the project with ASEAN Secretariat, stakeholders, ILO, and donor?
- To what extent do project staff, implementing partners, and other stakeholders have a clear and common understanding of definitions used and standards promoted by the ILO e.g. decent work; tripartism, and freedom of association etc.

Impact orientation & sustainability

- What was the impact of the means of action on the problem identified?
- How effective and realistic is the exit strategy of the project? Once external funding ends will constituents and implementing partners be likely to continue the project or carry forward its results?
- Are the means of action gradually being handed over to the implementing partners?
- Are the participated countries able to continue with the project? How effectively has the project built necessary capacity of people and institutions (of participated countries and implementing partners)?
- Are project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?
- Can the project approach or results be replicated at a country level? Is this likely to happen? What would support their replication and scaling up?

5. Main outputs of Evaluation

The main output of the evaluation will be a final self evaluation report. The main outputs of the evaluation are:

- Evaluation Report
- Evaluation Summary
- First Draft of evaluation report
- Final draft of evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template)

The "Evaluation Report" should contain the following contents:

- ILO standard title page
- Executive Summary
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed). Number of recommendations not more than 12.
- Lessons Learnt
- Possible future directions
- Annexes

Quality of the report will be determined by conformance with the quality checklist for evaluation report.

6. Methodology

ILO will engage an external consultant to undertake the self-evaluation. The consultant will report to the evaluation manager who is based at the ILO Regional Office for Asia and the Pacific. The final methodology and evaluation questions will be finalized by the evaluator in consultation with the evaluation manager.

The evaluator will consult with ILO Country Directors, relevant ILO technical specialists (Geneva and DWT Bangkok), project team, and key stakeholders to gather inputs for the evaluation. The evaluation will be conducted during the period December 2011.

- The consultant will review relevant documentations;
- The consultant should propose the methods for data analysis. All data should be sex-disaggregated and different needs of women and men and marginalized groups should be considered throughout evaluation process

- The consultant will meet with the project team and consult with relevant staff of DWT Bangkok, and ILO ROAP.
- The consultant will gather information through desk reviews and conduct telephone interviews with ASEAN Secretariat and selected stakeholders. The interview should cover 3 governments, 3 employers and 3 workers' organizations participated at at least two of the regional seminars, ILO Country Directors of the hosting countries, three DWT Specialists, three ASEC representatives, and two of the ILO/Japan Team
- At the end of the evaluation process, the preliminary findings will be drafted and circulated to the project team, relevant staff of DWT Bangkok, ILO ROAP, and all relevant key project stakeholders for verification.
- Draft evaluation report will be submitted to the evaluation manager who will later share with stakeholders for their comments and inputs.

The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

Sources of information and documentation

- Project Document
- Project progress Reports
- Regional Outcome RAS 126
- Relevant Decent Work Country Programmes of the 10 member countries
- ILO Freedom of Association and Protection of the Right to Organise Convention (No.87,1948)
- ILO Right to Organise and Collective Bargaining Convention (No.98, 1949)
- ILO Tripartite Consultation (International Labour Standards) Convention (No.144, 1976)
- ASEAN Labour Ministries' Work Programme 2010-2015
- Regional Tripartite Seminar Reports on Industrial Relations in the ASEAN Region
- Industrial Relations Team meeting reports
- Project Consultation Committee reports

7. Management arrangement, work plan and time frame

7.1 Management arrangements:

The designated evaluation manager is Ms. June Krairiksh, Programme Officer for ILO/Japan Multi-bilateral programme, in consultation with Mr. Shinichi Ozawa, CTA of ILO/Japan Programme, and Mr. John Ritchott, IR Specialist of DWT Bangkok.

7.2 Evaluator's tasks:

The evaluation will be conducted by an external evaluator responsible for conducting a participatory and inclusive evaluation process. The external evaluator will deliver the above evaluation outputs using a combination of methods mentioned above. The evaluator will be the evaluation team leader.

7.3 Stakeholders' and donor's role:

All stakeholders in particularly the constituents, the partners, the project teams, DWT Bangkok, and donor will be consulted and will have opportunities to provided inputs to the TOR.

7.4 The tasks of the Projects:

The project team will support the implementation of the evaluation throughout the process. The project will also ensure that project documentations are up to date and easily accessible;

B. RELEVANT DWCP PRIORITIES AND IMMEDIATE OUTCOMES

- **Brunei's** Country Programme Outcome 3.3 Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy
- **Cambodia's Priority 4:** Strong and representative employers' and workers' organisations influencing economic, social and governance policies. (Country Programme Outcome 4.3: Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy)
- **Lao PDR's Priority 4:** Strong and representative employers' and workers' organisations influencing economic, social and governance policies (Country Programme Outcome 4.3: Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy)
- **Indonesia's Priority 4:** Strong and representative employers' and workers' organisations influencing economic, social and governance policies (Country Programme Outcome 4.3: Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy)
- **Thailand's Priority 4:** Strong and representative employers' and workers' organisations influencing economic, social and governance policies (Country Programme Outcomes 4.1 Strengthened institutional capacity of employers' organisations and 4.2 Strengthened institutional capacity of workers' organisations)
- **Malaysia's Priority 3:** Strengthened institutional capacity of employers' organisations (Country Programme Outcome 3.1: Social Dialogue and tripartism strengthened so as to create a more conducive environment for improving competitiveness and social equity)
- **Philippines' Priority 3:** Strong and representative employers' and workers' organisations influencing economic, social and governance policies (Country Programme Outcome 3.3: Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy)
- **Vietnam's Priority 1:** Policies, legislation, programmes and national institutional infrastructure in place for effective promotion of labour rights and harmonious industrial relations (Country Programme Outcome 1.2: An effective framework (policies and national capacities) for harmonious industrial relations implemented by the Government of Vietnam and the social partners)

C. REGIONAL SEMINAR EVALUATION QUESTIONNAIRE

ASEAN-ILO/JAPAN Industrial Relations (AIJIR) Project **Project Evaluation Questionnaire: For Regional Seminar Participants**

Name: _____

Mr ☐ Ms ☐ (Please tick)

Job Position: _____

Organization: _____

Country: _____

E-mail: _____

Telephone Number: _____

Skype Name (if applicable): _____

Thank you very much for filling out this questionnaire. Please tick the appropriate boxes and provide comments.

Which regional seminars have you participated in?

1st ☐ "Towards ASEAN Integration: Promoting Good Practice for Sound and Harmonious Industrial Relations" (Bogor, 26-27 Feb 2009)

2nd ☐ "Emerging Industrial Relations Issues and Trends in the ASEAN countries in the time of Financial and Economic Crisis" (Kuala Lumpur, 3-4 Feb 2010)

3rd ☐ "Legal Framework and Practice for Labour Dispute Settlement" (Manila, 25-26 Nov 2010)

- The seminar topics were relevant to your work in improving industrial relations:

☐ Strongly Disagree ☐ Disagree ☐ Agree ☐ Strongly Agree ☐ N/A

- The seminar contents were informative:

☐ Strongly Disagree ☐ Disagree ☐ Agree ☐ Strongly Agree ☐ N/A

- The level of details was appropriate:

☐ Strongly Disagree ☐ Disagree ☐ Agree ☐ Strongly Agree ☐ N/A

- The seminar duration was appropriate:

☐ Strongly Disagree ☐ Disagree ☐ Agree ☐ Strongly Agree ☐ N/A

- The seminar provided good opportunity to share experiences and learn among ASEAN member states:

☐ Strongly Disagree ☐ Disagree ☐ Agree ☐ Strongly Agree ☐ N/A

- The seminar provided useful occasions to meet and discuss among tripartite delegates (i.e. governments, workers' and employers' organizations):

☐ Strongly Disagree ☐ Disagree ☐ Agree ☐ Strongly Agree ☐ N/A

- Overall, the regional seminars have been useful in helping your work to improve industrial relations:

☐ Strongly Disagree ☐ Disagree ☐ Agree ☐ Strongly Agree ☐ N/A

.....
Which session has been particularly useful for you?

.....
What new knowledge have you acquired as a result of participating in the regional seminars?

Have you been able to apply this new knowledge to your work? Yes ☐ No ☐

If yes, how have you applied this? If no, what have been the obstacles?

.....
Have you passed on any of the materials/hand-outs provided at the seminars to persons (such as your colleagues) who have not participated in the seminars? Yes ☐ No ☐

If yes, to whom?

.....
How do you find the *ASEAN Guidelines on Good Industrial Relations Practices*? Is it useful for your work?

.....
Do you know the ILO's web-based *Asia-Pacific Industrial Relations Network*?

- ☐ Yes, I know and I have checked that website.
☐ Yes, I know but I have not yet checked that site.
☐ No, I do not know.

.....
In your opinion, what is the biggest challenge in your country to improve industrial relations?

.....
Any other suggestions or comments to help us improve future seminars:

.....
Thank you very much for your time!!

D. LIST OF INFORMANTS/PERSONS CONTACTED

- Ms Chanveasna Bo, Deputy Director of Labour Dispute Department, Ministry of Labor and Vocational Training, Cambodia
- Ms Sandra D'Amico, Vice President, Cambodian Federation of Employers and Business Associations (CAMFEBA)
- Mr Onevong Keobounnavong, Director of Labour Management Division, Ministry of Labour and Social Welfare, Lao PDR
- Ms Sengdavong Bangonsengdet, Deputy Secretary General, Lao National Chamber of Commerce and Industry
- Mr Alejandro C. Villaviza, National Vice President and Legal Counsel, Trade Union Congress of the Philippines (TUCP)
- Mr Rafael E. Mapalo, Director for Education, Trade Union Congress of the Philippines (TUCP)
- Ms Violeta Bantug, Presiding Commissioner, National Labor Relations Commission 7th Division, Republic of the Philippines
- Mr Ng Kwek Wee, Senior Labour Relations Conciliator, Ministry of Manpower, Singapore
- Mr Ng Hoi Pin Edmund, Industrial Relations Officer, Singapore National Trade Union Congress
- Ms Siriwan Romchatthong, Secretary General, Employers' Confederation of Thailand (ECOT)
- Mr Pornhai Saengaroorn, Executive Vice-President – Human Resources, The Post Publishing Public Company Limited (former ECOT staff)
- Ms Nguyen Thuy Linh, Vice Director of Industrial Relations Division, Labour – Wage Department, Ministry of Labour, Invalids and Social Affairs, Vietnam
- Ms Tran Thi Thuy Hang, Expert of Law, Vietnam General Confederation of Labour
- Mr Shigeru Nakajima, former International Representative, Japanese Trade Union Confederation (JTUC-RENGO)
- Mr Tadashi Nakamura, ex-President, The ILO Association of Japan
- Mr Toyomu Nakano, Deputy Director, International Affairs Division, Minister's Office, Ministry of Health, Labour and Welfare, Japan
- Mr Kenichi Kamae, Deputy Director, Chemical Hazards Control Division, Industrial Safety and Health Department, Ministry of Health, Labour and Welfare, Japan (ex-CTA and Overall Coordinator of ILO/Japan Multi-bilateral Programme)
- Ms Kay Soe, Senior Officer, Social Welfare, Women, Labour and Migrant Workers Division, ASEAN Secretariat

ILO Staff

- Ms Christine Nathan, Regional Specialist in Workers' Activities, ILO Regional Office for Asia and the Pacific (ROAP)
- Mr Shinichi Ozawa, CTA and Overall Coordinator, ILO/Japan Multi-bilateral Programme, ILO ROAP
- Ms June Krairiksh, Programme Officer, ILO/Japan Multi-bilateral Programme, ILO ROAP
- Ms Pamornrat Pringsulaka, Evaluation Officer, ILO ROAP
- Mr Dragan Radic, Senior Specialist on Employers' Activities, ILO DWT for East and South-East Asia and the Pacific (DWT-Bangkok)
- Mr John Ritchotte, Specialist on Labour Administration and Labour Relations, ILO DWT-Bangkok

E. LIST OF DOCUMENTS EXAMINED

- Project Document and Logical Framework
- Project Work Plan (2010 – 2011)
- Project Progress Report (January – November 2009)
- Project Progress Report (January – December 2010)
- 1st - 3rd Regional Tripartite Seminar Reports
- 1st - 5th Industrial Relations Team Meeting Reports
- 2nd - 4th Project Cooperation Committee Meeting Reports
- Regional Outcome RAS 126
- Relevant Decent Work Country Programme of the ASEAN member countries
- ASEAN Labour Ministries' Work Programme 2010-2015
- ASEAN Guidelines on Good Industrial Relations Practices
- ASEAN Joint Communiqué of the 19th ASEAN Labour Ministers Meeting, 5 May 2006
- ASEAN Joint Communiqué of the 20th ASEAN Labour Ministers Meeting, 8 May 2008
- ASEAN Joint Communiqué of the 21st ASEAN Labour Ministers Meeting, 24 May 2010
- ASEAN Joint Communiqué of the 22nd ASEAN Labour Ministers Meeting, 10 May 2012
- ILO Freedom of Association and Protection of the Right to Organise Convention (No.87,1948)
- ILO Right to Organise and Collective Bargaining Convention (No.98, 1949)
- ILO Tripartite Consultation Convention (No.144, 1976)