



International Labour Office

**Decent Work Country Programme Review  
Vietnam 2012-2016**

**Submitted 19 August 2016**

**For the International Labour Office  
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## Acronyms

Acronyms are used in this paper from the outset, for the sake of brevity.

BWV	Better Work Vietnam
CO	Country Office
CPO	Country programme outcome
CPR	Country Programme Review
DOLISA	Department of Labour, Invalids and Social Affairs
DWCP	Decent Work Country Programme
DWT	Decent Work Team
GDVT	General Department of Vocational Training
GSO	General Statistics Office
HIV/AIDS	human immunodeficiency virus/ acquired immunodeficiency syndrome
ILO	International Labour Office/Organization
ILSSA	Institute of Labour Science and Social Affairs
IR	Implementation report
IRIS	Integrated Resource Information System (of the Office)
ITC/ILO	International Training Centre of the ILO
KAB	Know Your Business
LED	Local economic development
M&E	Monitoring and evaluation
MOLISA	Ministry of Labour, Invalids and Social Affairs
NLRC	National Labour Relations Committee
NOSS	National occupational skill standards
P&B	Programme and budget (of the ILO)
PU	Programming Unit (of the ILO CO Hanoi)
PR	Progress report
prodoc	Project Document
ROAP	Regional Office for Asia and the Pacific
RT	Review Team
SIYB	Start/Improve Your Business
TBP	Time Bound Programme
ToR	Terms of Reference
UN	United Nations
UNFPA	United National Fund for Population Activities
UNICEF	United Nations International Children's Emergency Fund
USDOL	United States Department of Labor
VAMAS	Vietnamese Association of Manpower Suppliers
VCA	Vietnam Cooperative Alliance
VCCI	Vietnam Chamber of Commerce and Industry
VETR	Vietnam Employment Trends Report
VGCL	Vietnam General Confederation of Labour
VLSTR	Vietnam Labour and Social Trends Report
WTO	World Trade Organization

## Acknowledgments

The DWCP Review Team (RT) is composed of Mr. David Tajgman and Dr. Đào Quang Vinh. This report was initially drafted by Mr. Tajgman, extensively reviewed, corrected, and embellished by Dr. Đào. The Team would like to thank Mr. Chang-Hee Lee, Director of the ILO Office for Vietnam, and ILO officials Mr. Hoang Ha Nguyen, Ms. Thanh Huong, Ms. Le Ngoc Anh, and Ms. Pamornrat Pringsulaka for their support during the review mission, as well as all those interviewed for sharing their perspectives about this DWCP.

## Table of Contents

Acronyms .....	ii
Acknowledgments .....	iii
Table of Contents .....	iv
Executive summary .....	vi
1 DWCP background .....	1
1.1 Context of the DWCP .....	1
1.2 DWCP logic and objectives .....	1
1.3 Contributions to DWCP implementation .....	2
1.4 Brief review of project implementation .....	2
2 Review background .....	2
2.1 Purpose of the review .....	3
2.2 Scope of the review .....	3
2.3 Clients of the review .....	3
2.4 Review team .....	3
3 Methodology .....	4
3.1 Main evaluation criteria .....	4
3.2 Evaluation questions .....	4
3.3 Review methods and instruments .....	5
3.4 Relevance of methods and instruments .....	6
3.5 Limitations .....	6
4 Main findings in respect of outcomes' indicator sets .....	7
4.1 The Employment Priority – Outcomes 1 and 2 .....	7
4.2 The Social Protection Priority – Outcomes 3 and 4 .....	10
4.3 The Governance Priority – Outcomes 5 and 6 .....	14
5 Main findings in respect of criteria .....	16
5.1 Relevance .....	16
5.1.1 Coherence with national development priorities and policies .....	16
5.1.2 Relevance of support to DWCP priorities, outcomes and indicator sets .....	16
5.2 Effectiveness .....	17
5.3 Efficiency .....	18
5.4 Impact .....	21
5.4.1 Progress toward Outcome 1 .....	22
5.4.2 Progress toward Outcome 2 .....	23
5.4.3 Progress toward Outcome 3 .....	24
5.4.4 Progress toward Outcome 4 .....	25
5.4.5 Progress toward Outcome 5 .....	27
5.4.6 Progress toward Outcome 6 .....	28
5.5 Comparative advantage .....	28
5.6 Strategic partnerships .....	29
5.7 Sustainability of results thus far .....	30
6 Conclusions and recommendations .....	30
6.1 Conclusions in respect of evaluation questions .....	30
6.2 Other conclusions .....	32
6.3 Recommendations .....	33

7 Lessons learned .....	34
Annex I. Terms of reference .....	36
Annex II. List of interviewees.....	41
Annex III. Monitoring plan with findings on target achievement.....	43
Annex IV. RBM frameworks harmonized, as of 2016 .....	54
Annex V. DWCP Priority and Outcome statements vs. P&B CPO statements .....	55
Annex VI. Review Consultation (5 July) Agenda.....	56
Annex VII. Consultation questionnaire and results .....	57
Annex VIII. Logical framework.....	60

## Executive summary

### *Background, methodology and limitations*

This is a review of the ILO's second Decent Work Country Programme (DWCP) for Vietnam, for the period 2012-2016. The DWCP specified 3 country priorities – focused on employment, social protection, and governance – with 6 outcomes, and 27 targets.

The review team (RT) was composed of two consultants, one national and one from outside the country. The 2016 progress report was used as a point of departure for document review, one-on-one and focus group meetings with key informants during a mission period from 27 July to 8 August 2016.

The methodology for this review was designed to meet constituent's requests for a quick process, following on and complementing national progress reporting on targets, which was completed and vetted in February 2016. The review's focus is thus the targets designated in the DWCP, drawing generalized lessons from the stories of progress in each to reach conclusions with respect to the OECD/DAC evaluation criteria. A qualitative approach using criteria-linked semi-structured questions and attribution questioning was used to counterpoint effects of a strong target mind-set evident both in the DWCP generally, and specifically in earlier progress reporting on outcomes.

The DWCP's logframe evidenced the strong target orientation of the DWCP, where "indicators and targets", in most cases took the form of outputs. Targets were the indicators of progress in reaching outcomes because the indicators were phrased as things to be achieved rather than things to be measured to determine a degree of achievement. The review was limited by the absence of properly phrased indicators, and intentionally truncated in the light of previous progress reporting. The RT aimed to add value by focused on progress in respect of the six outcomes, looking first at achievement of indicator sets, i.e. targets – which was the limit to which previous progress reporting had gone – and then in terms of the impact of ILO cooperation on progress towards each of the outcomes.

### *Main findings in respect of outcomes' indicator sets and outcomes*

Findings on target achievement are summarized in Annex III: Monitoring plan with findings on target achievement. A summary, taking into account the impact of ILO cooperation activities is found below.

<i>Target was:</i>	<i>ILO contribution toward target achievement was:</i>			
	Indispensable	Very important	Limited significance	None
Fully achieved	6.2	1.1 1.3 1.5 2.4 3.2 4.5 5.1 6.4	1.4 3.1 3.3 5.2	
Partially achieved	2.1 2.3	4.2 4.3 6.1	1.2 4.1	
No result	1.6 2.2 4.4	3.5	6.3	3.4 4.6

Thus, out of the original 27 targets, 13 were fully achieved, 7 were partially achieved, and there was no result in 7. The very precise character of most of the targets yielded an observation that there were unique "stories" explaining the achievement – or otherwise – of

each relative to ILO cooperation. For example, the indispensability of ILO contribution for indicator sets 2.1 and 2.3 comes from the fact that both refer to use of ILO "flagship" products: Better Work and SIYB. The fact that indicator sets 1.6, 2.2 and 4.4 were judged not to have been achieved, despite indispensable ILO contribution flows from the fact again of the unique character of the ILO contribution: financial resources in the case of 4.4 and the uniqueness of modality or approach (LED) in the absence of clearly supportive, high-level policy mandate. In other cases, the degree of attribution is a function of the contribution as a support to a much larger initiative, as in the case of 1.4, 4.1 and in other cases because the contribution was in some way rebuffed or otherwise was unable to gain sufficient institutional traction or adherence (3.1, 3.3. 5.2). In the case of set 6.3, there was some degree of mismatch with the contribution.

Looking towards the progress towards analysis, data, effective strategies and policies supporting labour market development and decent work at national and provincial levels (**Outcome 1**), achievement of the targets does appear to broadly reflect progress toward its achievement, with the ILO able to take some attribution. A weakness in impact may be judged in terms of developments at the provincial level, to the extent experience with LED-driven policies could have been better disseminated.

In respect of progress towards enterprises, cooperatives and informal business establishments having in improved business environment, access to services and better working conditions for sustainable development (**Outcome 2**), recent World Bank Doing Business indicators show several improvements in rankings during the term of the DWCP, including in starting a business. An important case (supported by ILO research) for contribution to the outcome may be made in connection with BWV, which has arguably facilitated the maintenance and growth of Vietnamese apparel exports in international market, and for the coming into force of the OSH law, which will improve access by the informal economy to a legal requirement for better working conditions. In sum, as long as evaluation uses *ad hoc* indicators – like Doing Business indicators, number of small enterprises in the economy, and similar – which are broader than those assessed with indicator sets 2.1-2.4, a positive indication can be given.

There has been progress in promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantages and vulnerable groups (**Outcome 3**), although indications are that the role of ILO cooperation may have been somewhat limited, with other development partners playing a significant role.

In terms of progress for disadvantaged and vulnerable groups having equitable access to decent work and protection from discrimination and exploitation (**Outcome 4**), here too there has been institutional progress; the absence of proper indicators for evaluation purposes in this case is felt.

The progress toward strengthening industrial relations by way of effective employers' and workers' organizations and social dialogue institutions and mechanisms (**Outcome 5**) can be judged by evidence of movement towards reforms in the continued absence of social partners who are able to engage in freely in industrial relations. In this sense, there has clearly been positive progress, with organizations of workers and employers clearly moving closer as a result of looming reform to being able to represent the interests of their members in industrial relations.

With regard to strengthened capacity of tripartite constituents to apply international labour standards, including through labour administration, and to meet the challenges of international integration, (**Outcome 6**), here too positive indications have been seen and the absence of proper indicators felt.

### *Main findings in respect of OECD/DAC criteria*

Cooperation implementing the DWCP was **very relevant** to national development priorities and policies. In some cases, cooperation directly supported outputs identified by these priorities, such as the formulation of implementing management instruments. In other cases, cooperation supported policy or practical initiatives that were in light with national development priorities. Furthermore, supports actually provided were well aligned with the priorities set out in the DWCP. Issue of relevance arose only in those cases where development priorities or approaches changed; in some cases, ILO cooperation was able to adjust to changes, in others cooperation produced outputs that proved badly aligned in the light of changed circumstances.

The RT observed several factors contributing to the broad **effectiveness** of DWCP cooperation. These include alignment of cooperation with state management documents, the inherent quality of cooperation, the commitment of constituents to cooperation and results, the adaptability of cooperation to changed circumstances, and sharing of knowledge generated by cooperation.

It was possible to have only limited finance-related findings on the **efficiency** of DWCP cooperation insofar as detailed time series data was not available. Resource pooling is a generally observed practice made necessary by the scarcity of resources. The resources involved in managing, for example, against multiple results frameworks and/or finding resources in a resource scarce environment may, depending on the circumstances, seem disproportionate to benefits or results derived. It was possible only to observe this possibility and not to properly assess it. The need for finding efficiencies in management is an ongoing one in the light of observed administrative requirements. Efforts are made to mitigate against the loss of experienced human resources resulting from turn over in project-paid national coordinators; such personnel are noticeably deployed repeatedly if and when new funding becomes available. This practice could be complemented by efforts to strengthen and broaden the skills and knowledge of these personnel, at very least to improve their understanding of where particular project activities fit into the broader DWCP strategy and programme. Staff turnover makes documentation of institutional knowledge and its sharing all the more important for efficiency; the RT benefited in some cases from such documentation and in others it was necessary to identify knowledgeable personnel to answer detailed questions. Reviewed project evaluations generally reached favourable conclusions on efficiency.

Objective assessment of the DWCP's **impact** in respect of the three country priorities was limited by the absence of proper indicators in the DWCP logframe. The achievement of identified targets, attribution to ILO cooperation to their achievement, and broader observations in respect of outcomes paint a favourable picture in respect of impact of the DWCP on improving DW prospects in Vietnam in the three priority areas.

The automaticity of tripartite engagement in activities supported by ILO cooperation is the clearest and most convincing aspect of the use of the ILO's unique **comparative advantages**. Although workers' and employers' organizations operate with very limited independence in the context of Vietnam, their views in policy formulation and implementation get a particular airing with the help of ILO cooperation. Expertise available uniquely through the ILO may arguable be on the decline. Despite this, because of its mandate, the ILO continues to be able to offer a comparative international perspective that may well be unrivalled by other potential development partners in Vietnam. During the period under review, this advantage has been demonstrated and brought forward in technical cooperation to the three country priority areas – employment policy, social protection, and labour market governance. The normative advantage is probably the weakest advantage applied, but this is so largely because of the silo-ed position of "all things related to ILS" residing within MOLISA's legal department. A better understanding of the relationship between the ILO's standards, the real world of work, policy making and implementation, ought to be promoted so that this advantage can be more strongly advanced as demonstrated, for example, by an absolute minimum of lost opportunities for the ratification of relevant conventions where technical support for practical application has occurred. The real interest in fundamental Conventions is strong on account of external, trade-related, factors; it should – and will in all likelihood – be played upon and supported.

Resource scarcity, policy imperative, and true interest in better results drives the examples of **strategic partnerships** forged during the period under review. The same resource scarcity however also hampers partnerships, limiting their development to exercises of regular, but still *ad hoc*, periodicity. In the overall institutional context of the different development partners, what is happening in the way of strategic partnership maybe the best that can be asked for; the Delivering as One mandate among the UN agencies certainly sets up a favourable political and operational framework. Nevertheless, every potentiality for partnership would be exploited without hesitation if a purely results-based view is taken, and that does not appear occur.

It is noteworthy that in an survey usable only for indicative purposes, constituents had most doubt about the **sustainability** of "achieved indications of DWCP outcomes" and actually "achieved DWCP outcomes" amongst all the OECD/DAC criteria. This may be attributable to a strong activity orientation among both the Office and constituents, compounded by weak monitoring of activity results and more pronounced and/or publicized linkages to broader, nationally established, policy and implementation results. In many cases, their character as state management documents would seem to assure the sustainability of results to which the DWCP has contributed. Any underlying weaknesses in centralized management of the labour market and ancillary weakness of labour market partners, means that sustainability of results from cooperation that targets application in practice is almost by definition placed in doubt. The awareness of results' sustainability issues is present and steps are taken – as seen in project and evaluation documents – to maximize possibilities. The survey results remain, nevertheless, noteworthy, but could only be assessed result by result, which has not been possible.

### **Conclusions and recommendations**

In sum, in respect of evaluation questions, the RT concluded that:

- The priorities and outcomes identified in the DWCP were for the most part relevant to beneficiary needs.
- Actual ILO support has been relevant to beneficiary needs as identified in the DWCP.
- The ILO supported activities have been effective in progressing toward outcomes and realizing indicators identified in the DWCP, although the fits are loose in some cases.
- Based on information available to the RT, the Office appears to have been efficient in supporting realization of outcomes and indicators identified in the DWCP.
- DWCP activities had impact that contributed to outcomes and indicators in most cases.
- The achieved indications are in some cases more sustainable than others.
- The achieved DWCP outcomes are in some cases sustainable.
- The ILO's comparative advantage has been largely exploited in much of what has been done under the DWCP; improvements are possible.
- In implementing the DWCP, strategic partnerships have been exploited, engaged and developed to the extent that partners' interests enabled and warranted.

Other conclusions are:

- Much greater awareness of the DWCP is needed within the Office and outside if it is to be used to guide ILO cooperative work.
- Improved horizontal and vertical coordination of cooperation and their results would strength effectiveness, efficiency and impact.
- An activity-based orientation to what is done in support of the DWCP is too evident to the RT among all concerned with the DWCP.
- The logical framework in the DWCP is flawed and requires flexibility in implementation to make it work; rectification should integrate with global frameworks as appropriate.
- There is strong compartmentalization among ILO constituents that can be counter productive.

The RT recommends, for the CO,

- Strengthen efforts to deepen staff understanding of their efforts for activities in terms of desired results – identified DWCP results in particular.
- Rationalize implementation monitoring, perhaps as part of institutionalized periodic monitoring during the life of the next DWCP.
- The next DWCP should on the one hand attempt to speak to global DW outcomes as reflected in the P&B (which will make result reporting easier), and on the other, reflect national priorities, institutions, and needs (which will make the document relevant and compelling locally).
- Consider how information sharing can improve strategic partners' efforts with the same constituent counterparts, in terms of the DW agenda and country programme.
- Have detailed annual monitoring of the state of DWCP implementation in terms of its outcomes and indicators, changed circumstances, needs, and opportunities.
- Engage with constituent partners with a view to developing an approach to DWCP cooperation that more often deepens their results in the world of work in Vietnam, assuring that eventual results can be monitored and verified.

For constituents:

- Consider ownership of ILO cooperative efforts in the light of DWCP outcomes (as opposed to activities).
- Engage in on-going monitoring of a new DWCP.

## 1 DWCP background

1. The ILO has produced two DWCP in Vietnam, for the period 2007-2011, and 2012-2016. This Review is of the later.

### 1.1 Context of the DWCP

2. As described in the DWCP – and summarily here – Vietnam's economic and social progress has been one of the world's success stories. It acceded to the WTO in 2007 and became a lower middle-income country in 2010. Its leaders are committed to further integration in the global economy; development plans emphasize as much. The private sector increasingly drives growth. Unfortunately, the impressive rate of growth has not been matched by the quality of growth. The Socio-Economic Development Strategy (SEDS) 2011-2020 notes that "economic development is not yet sustainable, quality of growth, productivity, efficiency and competitiveness of the economy remains low and macroeconomic balances are not yet really steady. Economic growth relies much on extensive development factors and the shift to intensive development remains slow." In the Global Competitiveness Index for 2015-16, Vietnam ranked 56, up three from its 2010-2011 (pre-DWCP) ranking of 59 out of 139 countries. It remains, however still in the first stage of factor-driven development with exports dominated by natural resource-based commodities and low value-added manufactured goods and competitiveness based mainly on cheap, unskilled labour. The country has already achieved or is on track to achieve most of the MDGs.

3. The ILO operates within the Delivery as One UN framework in Vietnam. Subsequent to the Paris Declaration on Aid Effectiveness in 2005, Vietnam issued the Hanoi Core Statement (HCS) setting out how the Declaration would be Implemented. The HCS is the basis for the One UN In Viet Nam, which has five areas for reform: One Programme, One Budget, One Leader, One House and One Management System. The One UN Plan 2012-2016 is based on and aligned with Vietnam's ten-year SEDS 2011-2020 and five-year SEDP 2011-2015 and related national sector plans.

### 1.2 DWCP logic and objectives

4. The logframe for the DWCP is seen in Annex VIII below starting at page 60, and with monitoring plan baselines, targets (and findings on achievement of targets) in Annex III at page 43. The three country priorities (henceforth "Employment", "Social Protection", and "Governance") are:

**Country Priority 1:** Improving the quality and sustainability of growth through high quality human resources, decent work and the development of sustainable enterprise.

**Country Priority 2:** Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups.

**Country Priority 3:** Contributing to Viet Nam's aim to become a "modern-oriented industrialized nation" through strengthening labour market institutions and governance.

### 1.3 Contributions to DWCP implementation

5. The full range of budgetary resources available to the Office has been used to help implement this DWCP. These include extra-budgetary resources (projects), regular budgetary resources (i.e. specialists' time, etc.), One UN Funds, and regular budget supplementary account funds. A CPO-based analysis has not been possible; the CO has provided CPO implementation report information that has not included financing contributions/information. Nor has the RT had information about government contributions to DWCP implementation, which is known at least to include in kind contributions to projects.

### 1.4 Brief review of project implementation

6. The graphic in Annex IV below at page 54 shows the current (mid-2016) situation in terms of projects (16 on-going or completed project finance streams). Only the Employment Outcome 1 suffers partial project funded coverage. Many projects have been executed over the four years' duration of the DWCP.<sup>1</sup> Without having had the benefit of a full list, it does appear that many have represented small infusions of funds contributing to achievement of a CPO.<sup>2</sup> In some cases, those infusions would cover the costs of supporting project personnel who would administer locally technical supports of various kinds, often complementing other resources, be it ILO products needing adaptation to Vietnam, technical human resources (national or international) to contribute inputs to activities or outputs, or similar, in some cases those resources being accessed with "project" funds, and in other case, being contributed from other sources. As a result of this, the RT has thought of "projects" mostly in terms of resource flow, rather than integrated initiatives with their own staff, logical framework, monitoring and evaluation protocol, etc.<sup>3</sup> There have, of course, been a handful of those types of traditional development projects, from which DWCP implementation has benefited greatly. Most are mentioned in this CPR.

## 2 Review background

7. On two occasions during the life of the DWCP – in 2013 and again in early 2016 – MOLISA and the CO collaborated in monitoring the DWCP by preparing a PR on its implementation.<sup>4</sup> With a view to hasten development of a new DWCP, a workshop on the

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<sup>1</sup> Appendix 5: List of ILO executed projects and programmes was included in the DWCP, for the preceding period, on-going and pipeline.

<sup>2</sup> We are speaking here of funds that are extra-budgetary to the ILO coming from donors that including country development agencies, development banks, other UN agencies, the UNDP, or One UN Funds, and similar.

<sup>3</sup> In a similar vein, this approach would not insist upon seeing or discussing uniquely each resourced bundle ("project") regardless of its size or use in achieving results only made possible through mixture with other funds – which is often the case. See the placement of "ongoing TC" (in terms of project), for example, in Annex IV: RBM frameworks harmonized, as of 2016 RBM frameworks harmonized, as of 2016 at page 51.

<sup>4</sup> The RT has confirmed that the task of on-going monitoring of the DWCP *as such* was not assigned to CO Hanoi personnel. It is clear that the task of on going monitoring of DWCP in terms of the CPOs as registered in the IRIS was assigned to each of the members of the PU of

2016 document was held in February 2016. Interest expressed in the Office for a formal review resulted in an approach to building on the earlier PR as a means of focusing and thus speeding a DWCP review process. The RT was composed and started work on this basis. An inception report was developed and submitted to the Office on 10 June 2016. Documentation review began and a mission undertaken from 25 June to 8 July 2016.

## **2.1 Purpose of the review**

8. The client-identified purpose of the Review is to "take stock of what has worked and has not worked and to see what needs improving and/or continuing to the next DWCP, which is scheduled to begin in 2017." There is thus a backward and forward-looking aspect to this CPR. Based on the methodology described in the Inception Report and in section 3 below starting at page 4, the backward looking aspect – "what has worked and what has not" – will be with reference to the Country Priorities, Outcomes, Indicators and targets for success as set out in the DWCP. The forward-looking aspect will be derived in light of DWCP Outcomes not sufficiently achieved, compared with the expressions of constituent interest received during – and in the context of preparing a new DWCP – after the Review process.

## **2.2 Scope of the review**

9. The CPR covers ILO activities in Vietnam from 2012 to present. Its focus is the Country Priorities, Outcomes, Indicators and targets for success as set out in the DWCP. In determining the extent to which the ILO has contributed to realization of outcomes, as measured by identified indicators, the CPR will address itself as appropriate and possible to the adequacy of the DWCP vis-à-vis national development priorities; the usefulness of development strategies and partnerships; challenges and constraints faced; and adaptability of the DWCP and activities falling within in, relative to the desired outcomes set in it.

## **2.3 Clients of the review**

10. The main clients of this CPR are:
- a. the Vietnam Country Office
  - b. ILO HQ and RO/DWT-Bangkok; and
  - c. ILO constituents in Vietnam.

## **2.4 Review team**

11. David Tajgman, Consultant and Evaluator and Mr. Đào Quang Vinh, General Director of ILSSA were assigned the task of preparing this evaluation. The evaluation manager is Pamornrat Pringsulaka, Evaluation Officer, ROAP, Bangkok.

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CO Hanoi, but had not been fully delegated to TC project personnel. There has been collaboration and shared responsibilities between the PU and relevant TC project staff working on specific CPOs, particularly in terms of reporting against global P & B outcomes.

### 3 Methodology

12. The main evaluation criteria used for the review, the evaluation questions and a description of the evaluation methods and data collection instruments used are set out in this part of the report.

#### 3.1 Main evaluation criteria

13. Overall, this review follows ILO guidance for internal DWCP reviews.<sup>5</sup> Following that guidance, the evaluation questions reflect core OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, impact, and sustainability.

- The *relevance* criteria uses questions to determine the extent to which the objectives of the DWCP are consistent with beneficiary requirements, and relevant to country needs, global priorities and partners' and donors' policies.
- The criteria of *effectiveness* look to evidence to determine the extent to which the DWCP's outcomes are expected to be achieved. Effectiveness questions also look to measure the extent to which management capacities and arrangements supported the achievement of results.
- The *efficiency* criteria looks to measures of how well resources and input (funds, expertise, time, etc.) are economically converted to results.
- The *impact* criteria questions the result of support activities to determine whether they are having the desired consequences.
- *Sustainability* is related to an analysis of the supports' contribution to broader, long-term, and sustainable development changes.

#### 3.2 Evaluation questions

14. The following evaluation questions were proposed in the evaluation's Inception Report and accepted.

- a) Were the priorities and outcomes identified in the DWCP *relevant* to the beneficiary needs?
- b) To what extent has actual ILO support been *relevant* to the beneficiary needs as identified in the DWCP? (Have actual activities been relevant to realization of outcomes and indicators identified in the DWCP – regardless of their effectiveness in actually doing so?)
- c) To what extent have actual ILO supported activities been *effective* in realizing outcomes and indicators identified in the DWCP? (Have actual activities had results seen in indicators of DWCP outcomes?)
- d) To what extent have ILO supported activities been *efficient* in supporting realization of outcomes and indicators identified in the DWCP? (Have supports been redundant, superfluous, insufficient for or in excess to DWCP results?)
- e) To what extent have actual activities had an *impact* that contributed to outcomes and indicators identified in the DWCP?

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<sup>5</sup> International Labour Office - Evaluation Office 2015. *Conducting Decent Work Country Programme Internal Reviews*, Guidance Note 17., (Geneva, International Labour Office). Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_421620.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_421620.pdf).

- f) To what extent are the achieved indications of DWCP outcomes likely *sustainable*?
- g) To what extent are the achieved DWCP outcomes likely *sustainable*?

15. In terms of complementary criteria,<sup>6</sup> those of the ILO's comparative advantage and strategic partnerships with key stakeholders will be addressed through additional questions:

- h) To what extent has the ILO's contributions exhibited its comparative advantage ("niche"), i.e. tripartite and standards/rights-based orientation, or exceptional expertise?
- i) To what extent have strategic partnerships been exploited, engaged, or developed through ILO interventions?

### 3.3 Review methods and instruments

16. The methods used in the evaluation were set out in the Inception Report. They included document review and interviewing against evaluation questions.

17. As a result of the document review, a uniform attribution question was added, which contributed data for the RT's overall assessment of the contribution of ILO cooperation to the achievement of targets. A four point Likert scale was used (to avoid central tendency)<sup>7</sup> and asked of individual informants and of the group where a focus group was being interviewed – as was the case often for MOLISA units. The RT's judgement was in most cases consistent with those of the informants. The results are incorporated in Annex III: Monitoring plan with findings on target achievement, below at page 43 and revisited in part 5.4 Impact, below starting at page 21.

18. The following stakeholders were interviewed as key informants. A full list of interviewees is found in Annex II below at page 41.

- ILO project-related staff, including NPCs, CTAs, etc.;
- ILO staff, including the Office Director, Programming personnel, selected technical specialists in Bangkok, Geneva, relevant to triangulation of particular points, etc.;
- Representatives of government, including various units of MOLISA;
- Representatives of employers' organization (VCCI) and workers' organization (VGCL), and cooperatives (VCA);
- Representatives of partners, including two UN agency colleagues and a NGO.

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<sup>6</sup> International Labour Office 2015. *Guidance Note 17: Conducting Decent Work Country Programme Internal Reviews*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_421620.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_421620.pdf), p. 5.

<sup>7</sup> The four points were "ILO action was **indispensable** - The development would not have occurred without the ILO contribution." "ILO action was **very important** – The development might have occurred without the ILO contribution, but the contribution has a substantial affect on what was done, how it was done, or when it was done." "ILO action had **some limited significance**. The development would most probably have occurred without the ILO contribution, but what the ILO did had some small affect on what was done, how it was done, or when it was done." "The ILO action made **no contribution** to the development – The development would have occurred regardless of the ILO support and what the ILO did had no effect on the development."

19. A tripartite Review Consultation meeting was held on 5 July 2016. The purpose of the consultation – in keeping with that of the Review – was to look back at implementation of the 2012-2016 DWCP in the light of the review questions, experiences and impressions of the attendees, and to look forward to 2017-2021 DWCP with a view to potential priorities, potentially in the light of lessons learned from the past DWCP. See Annex VI: Review Consultation (5 July) Agenda below at page 56. Participants at the consultation were asked to complete a questionnaire, which was used both as a basis for further comment and discussion at the Consultation, and as an indicative data input for the evaluation. See Annex VII: Consultation questionnaire and results below at page 57.

### 3.4 Relevance of methods and instruments

20. The methods and instruments were found relevant in implementation. Working from the target-oriented 2016 PR enabled focus on an important sample of ILO actions contributing to outcomes and priorities. The approach taken, compared with a more open ended one that would have been tempted to draw on a broader sample of experiences and thus required more resources and time, has yielded useful lessons the validity of which the RT has high confidence. That being said, it is acknowledged that this CPR was intentionally abbreviated in the light of constituents' request to do so.

### 3.5 Limitations

21. Limitations to this review include the relatively small number of key informants; a limitation in time, which was in part intentional in order move to develop a new DWCP; insufficient time to validate questionnaires.

22. This CPR closely follows outcome sets in assessing evaluation criteria, by contrast to activities or projects. The benefits in so doing were focus and efficiency; the relevant scope of ILO cooperation and support has been captured in the Report.

23. The DWCP does not clearly specify outputs. Although an implementation plan with outputs and prospective indications of resources and resource gaps was set up in August 2012, it was organized in terms of P&B linked CPOs, which was the basis for subsequent internal management, and updated within the ILO's IRIS.<sup>8</sup> The references made to "Indicators/**Outputs**" in the DWCP document's "Appendix 2: Links between the DWCP 2012-2016, SEDS 2011-2020" suggests that the "indicators" in the phrase "Indicator and **targets**" listed in the main body of the text were intended to function as outputs.<sup>9</sup> The RT

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<sup>8</sup> An implementation plan organized in terms of the DWCP priorities and outcomes is suggested in International Labour Office. 2011. *ILO Decent Work Country Programme: A Guidebook, Version 3*, Geneva, International Labour Office. Available at: <http://www.ilo.org/public/english/bureau/program/dwcp/download/dwcpguidebookv3.pdf>. Four planning documents were made available to the RT, covering different years of the DWCP, and all closely assimilated to P&B outcomes. Three of the documents are formulated as reports on implementation against the P&B outcomes.

<sup>9</sup> An indicator is "a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor." Outputs – not explicitly specified in the DWCP – are "the products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which

assumes this and thus treats indicators as outputs, although delivery or achievement of most of the indicators is not fully within the control of the ILO, contrary to the more traditional definition of an output.<sup>10</sup>

24. Target-oriented mind-set is strong in Vietnam. In light of the target-focused methodology used for the review, a deliberate effort was made during data collection to assure application of review criteria to the relationship between target achievement, desired outcome and priority.

## 4 Main findings in respect of outcomes' indicator sets

25. A summary of the findings in respect of achievement of specific individual targets is found in Annex III: Monitoring plan with findings on target achievement, below starting at page 43. Thirteen of the twenty-seven targets were achieved, 7 were partially achieved. There was no result in 7 instances. In terms of the importance of ILO support to the results, ILO support was judged *indispensable* in 6 cases, *very important* in 12, and of *somewhat limited significance* in 7. In 2 cases, there was no ILO support and information on target achievement was not sought.

### 4.1 The Employment Priority – Outcomes 1 and 2

Outcome 1: Analysis, data, effective strategies and policies support labour market development and decent work at national and provincial levels

Outcome 2: Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development.

26. The two Outcomes under the Employment Priority focus on (1) state policies and services, and (2) enabling environment for the private sector, in both cases facilitating the growth in decent work. Outcome 1 has 6 indicator sets and Outcome 2 has 4.

27. The indicator sets for Outcomes 1 and 2 reflect TC activities at the time the DWCP was prepared. At the time, very significant cooperation to develop and improve labour market information systems and TVET had come to an end,<sup>11</sup> and resources had become available

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are relevant to the achievement of outcomes." OECD-DAC 2010. *Glossary of Key Terms in Evaluation and Results Based Management*, Available at:

<http://www.oecd.org/dac/2754804.pdf>.

<sup>10</sup> In its comments on the draft of this CPR, the ROAP suggested that this DWCP suffered from a "design problem" in that outputs of the DWCP were also used as indicators. The RT can agree that this, in fact, should not have been the case, and is glad to know that the issue actually was raised (according to the comment received) during the DWCP preparation quality assurance mechanism – although that concern apparently did not affect the final version of the DWCP. The RT can also agree – see para. 116, below, at page 29 – that it would have been better if correction had been made as a result of the quality assurance process. As indicated in para. 116, the RT was able to work around this design problem. The problem should be avoided in the next DWCP.

<sup>11</sup> VIE/07/02/EEC, Labour Market Project.

for further employment policy work;<sup>12</sup> projects using LED as a policy driver for employment creation were underway;<sup>13</sup> and activities using ILO tools and methodologies – BW, SIYB, SCORE – as a mechanism for enhancing private sector capacity for decent employment growth had been on-going.<sup>14</sup> The logic chain for indicator set 2.4, concerning OSH, could be seen as more attenuated to the Outcome and Employment Priority; technical cooperation was, however, engaged at the time.<sup>15</sup>

28. The various actual results of cooperation generally align well, but not always exactly, with the target sets. For example, in respect of Indicator 1.5, technical cooperation appears to have been aimed at the quality of assistance to job seekers, the improvement of which might result in an increase in job seekers finding jobs through employment services. In respect of 2.1 and 2.3, targets align more or less exactly with cooperation, making cooperation indispensable for achieving the targets. Compare the indispensability in 1.3, where cooperation supporting the production of the VETR and VLSTR – including their data – appears now to have ceased, both appearing to be sustained independent of ILO cooperation.

29. Adoption of the Employment Law in 2013 and Decree No. 31 of 2014 on its implementation marked achievement of a target under **Outcome 1**. ILO provided cooperative support in the form of policy advice on the Law's overall framework and orientation, and comments on the draft, in addition to *in situs* advice. In the event, the Law was adopted including provisions on the varied but related subjects of employment creation support policies; labour market information; assessment and grant of certificates of national occupational skills; employment service organizations and activities; unemployment insurance; and state management of employment.<sup>16</sup> Advice and support was also provided to the Bureau of Employment in the development of a National Employment Strategy and to the ILSSA in developing a Master Plan. Although work on both was completed neither was endorsed or adopted by government. At the Review Consultation, the RT was told that the ILO technical advice had been fully taken into account and disbursed into other state management documents because "there were too many documents being presented to government for approval at the same time and thus the contents of the Strategy was placed elsewhere."<sup>17</sup> In the case of the Master Plan, ILSSA dropped its promotion. This has left

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<sup>12</sup> Towards and Employment Strategy for Vietnam: Strengthening dialogue for effective implementation (One UN Funding); Employment Creation and Labour Market Management (RBSA)

<sup>13</sup> VIE/10/01/LUX, Strengthening mechanisms of in-land tourism in Quang Nam; VIE/09/53/UND, Green Production and Trade to Increase Income and Employment Opportunities for the Rural Poor; VIE/09/02/OUF, Local Economic Development

<sup>14</sup> VIE/09/53/IFC, ILO/IFC Better Work; SCORE; SIYB

<sup>15</sup> Effective Implementation of National OSH Programme and Improving Safety and Health at the Workplace in Vietnam (Japan funding)

<sup>16</sup> Coincidentally, a member of the RT drafted for the Office an advice document, delivered 14 April 2012. It detailed an alternative approach to the law, based on comparative experience and consultations within the Office. Much other Office advice was given subsequently by regional specialists.

<sup>17</sup> According to the Deputy Director General of the Bureau for Employment.

somewhat of a gap in the application of the newly ratified Employment Policy Convention, 1964 (No. 122).<sup>18</sup>

30. The target of indicator set 1.2 – the only set in the DWCP pertaining directly to the ratification and implementation of ILO Conventions<sup>19</sup> – refers to up-to-date employment policy and promotion, and vocational guidance and training standards – quite reasonably considering it was placed under the Employment Priority 1. In the event, Convention No. 122 was ratified, and this was done only a month after the DWCP was agreed.<sup>20</sup> Awareness-raising events and related supports were given by the ILO, but the other instruments remain unratified. Prior to the Prime Minister's Decision No. 2528 of 2015, only MOLISA maintained a plan for ILO Conventions set for consideration for ratification. To date, Convention No. 142 does not figure in government plans for consideration for ratification.

31. In the case of indicator set 1.4, the NQF was developed with cooperation from numerous partners and that from the ILO – workshop support and translations – was judged to be of somewhat limited significance. Work on developing occupational competency standards (National Occupational Skills Standard) that are harmonized with countries in the region began in the 2008 with a Ministerial Decision to that effect.<sup>21</sup> Other development partners appear to have played a predominant role in supporting GDVT/MOLISA's development of VET.<sup>22</sup>

32. It is unclear to the RT whether the Innovative Career Guidance package was expected to be the entirety of ILO's contribution to target 1.5. The strategy statement in the DWCP document speaks to several mechanisms for strengthening employment service centres, all of which might contribute to increases in job placements.

33. ILO action is named in indicator set 1.6. Two strategies for tourism development including poor communities were approved by Provincial People's Committee in the piloted provinces (Quang Nam and Thua Thien Hue), according to a recent ILO implementation

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[http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100\\_COMMENT\\_ID:3237466:NO](http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3237466:NO) (accessed 17 July 2016)

<sup>19</sup> As compared to 6.2, which speaks to consideration of ratification and application.

<sup>20</sup> Awareness-raising and knowledge sharing on Convention No. 122 took place as late as March 2011.

<sup>21</sup> Ministerial Decision No. 09/2008/QĐ/MOLISA on principles and procedures of development and issuance of National Occupational Skills Standards

<sup>22</sup> Support by GIZ, et al., see National Institute for Vocational Training 2012. *Vietnam Vocational Training Report 2011*, Available at:

[http://en.tcdn.gov.vn/eLib/docs/Viet%20Nam%20Vocational%20Training%20Report%202011%20\(English\).pdf](http://en.tcdn.gov.vn/eLib/docs/Viet%20Nam%20Vocational%20Training%20Report%202011%20(English).pdf), General Department for Vocational Training & National Institute for Vocational Training 2013. *Vietnam Vocational Training Report 2012*, Available at:

[http://en.tcdn.gov.vn/eLib/docs/Vocational%20Traininig%20Report,%20Viet%20Nam%202012%20\(english\).pdf](http://en.tcdn.gov.vn/eLib/docs/Vocational%20Traininig%20Report,%20Viet%20Nam%202012%20(english).pdf). Enterprise surveying, see Tien, M. V., Khanh, P. L., Lien, L. T. H. & Horn, S. 2014. *M&E in TVET Report on the Results of the Enterprise Survey Wave 2013*, (Hanoi, Available at:

<http://en.tcdn.gov.vn/eLib/docs/Report%20on%20the%20Results%20of%20Enterprise%20Survey%20Wave%202013.pdf>.

report.<sup>23</sup> The RT was not able to determine if LED has been effectively disseminated further than provinces where projects were active.

34. Three indicator sets for **Outcome 2** are closely related to ILO products: Better Work, SIYB and KAB, and the LED approach to employment creation – although LED is an approach used by many development partners and thus not a uniquely ILO product. Because they are ILO products, the ILO contribution was indispensable for Better Work, SIYB and KAB-related targets. The identified indicators do, however, clearly form part of the logic chain of results toward outcome progress.<sup>24</sup>

35. The logic chain between Outcome 2 and indicator set 2.4 maybe the most tenuous in this DWCP. The target was achieved and decent work promoted, but those achievements' relation to employment – though they can be convincingly argued – are not as tenable as their relation to the protection pillar of the Decent Work Agenda.

## 4.2 The Social Protection Priority – Outcomes 3 and 4

Outcome 3: Social protection coverage is effectively extended

Outcome 4: Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation.

36. The two Outcomes under the Social Protection Priority focus first on state policies to extend social protection, and second on vulnerable groups' access to decent work. Outcome 3 has 5 indicator sets and Outcome 4 has 6.

37. The first three indicators of **Outcome 3** may be seen to have a logic, the first looking for an all encompassing strategy, the second addressing a law that would bring part of that strategy into being, and the third addressing implementation of another part of that strategy. The ILO did not engage in technical cooperation related to indicator set 3.4,<sup>25</sup> and government changed its approach to public employment, from pursuing a large-scale programme to establishing only a PEP policy.

38. It is noteworthy that four of the 5 indicators for Outcome 3 are strongly characterized by a showing of qualified actions. That is,

- National social protection strategy is operationalized, **and it should be** gender responsive, coherent with Social Protection Floor, and linked with labour market policies;

<sup>23</sup> SIM IR 2015, p. 18. VN127.

<sup>24</sup> The ILO has reported significant successes with KAB in Vietnam. International Labour Office 2009. *Supporting Entrepreneurship Education: A report on the Global Outreach of the ILO's Know About Business programme*, (Geneva, International Labour Organization). Available at:

[http://www.ilo.org/wcmsp5/groups/public/@ed\\_emp/@emp\\_ent/@ifp\\_seed/documents/publication/wcms\\_117393.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_emp/@emp_ent/@ifp_seed/documents/publication/wcms_117393.pdf). The National Project Coordinator reported in 2009 was Mr Hoang Van Duong.

<sup>25</sup> A small 2-year project, Microfinance Support Programme Vietnam, VIE/10/02/COR, was evaluated at the end of the project, end 2011. A key informant suggested that the CO was subsequently not keen to pursue resources for cooperation with the potential implementing partner in this area.

- Social insurance reform (should impliedly be taken), **and it should incorporate** proposals for alternative gender responsive, legal, policy, targeting and financing options;
- Unemployment insurance (impliedly) should be implemented, **and it should incorporate** proposals for alternative legal, policy, targeting and financing options.
- A public employment programme should (impliedly) be implemented, **and it should** integrate rights, skills development, social protection and social dialogue.

39. Vietnam does not have an officially endorsed "social protection strategy". MOLISA developed one with Office support, but the Prime Minister has never approved it.<sup>26</sup> Indeed, indicator set 3.1 is about government's moving forward on the strategy that was developed.<sup>27</sup> The RT has judged that two Resolutions – one of the Communist Party and the other of the Prime Minister – constitute a strategy *de facto*. ILO specialists also see the resolutions as tantamount to adopted strategy. Nevertheless, a 2012 ILO assessment of the state of social protection in Vietnam in terms of the SPF compliance found gaps.<sup>28</sup> The "gender equality" reference in target 3.1 has also been closely scrutinized elsewhere, concluding that "Viet Nam's national social protection system plays, at best, a limited role in addressing gendered risks and vulnerabilities."<sup>29</sup> Another study by ILSSA made numerous recommendations to improve social protection system results for girls and women.<sup>30</sup>

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<sup>26</sup> See: Summary report: Strategy on social protection and master plan on social protection for rural population for period 2011-2020  
<http://www.socialprotectionfloor.org/gimi/gess/ShowRessource.action;jsessionid=677876600536d9d00a66f2b065775a3d6ac95c7bfc3a855626f4f128e3737c06.e3aTbhuLbNmSe34MchaRahaMax50?ressource.ressourceId=18380>

Bonnet, F., Cichon, M., Galian, C., Mazelkaite, G. & Schmitt, V. 2012. *Analysis of the Viet Nam National Social Protection Strategy (2011-2020) in the context of Social Protection Floor objectives: A rapid assessment*, Available at: [http://www.ilo.org/secsoc/information-resources/publications-and-tools/Workingpapers/WCMS\\_207667/lang--en/index.htm](http://www.ilo.org/secsoc/information-resources/publications-and-tools/Workingpapers/WCMS_207667/lang--en/index.htm), p. 3, confirmed to date by key informants.

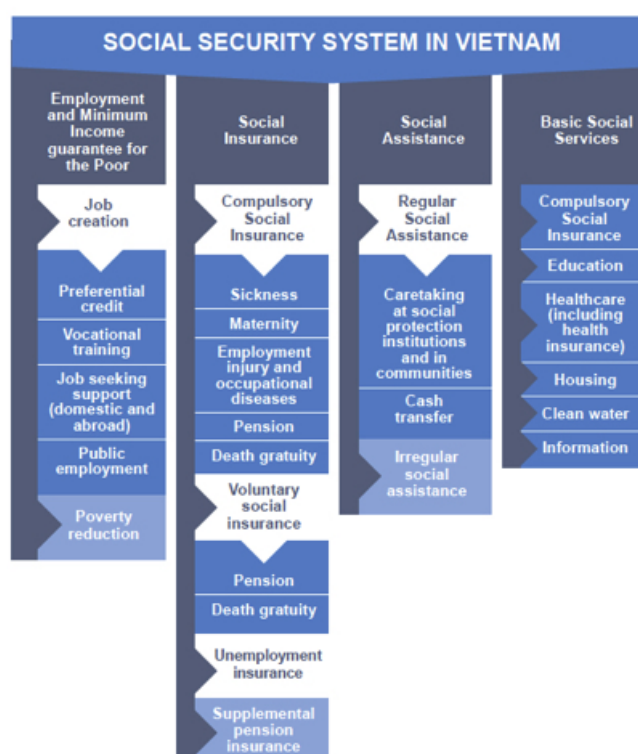
<sup>27</sup> See Friedrich Ebert Stiftung 2015. *Civil Society Guide to National Social Protection Floors*, Available at: <http://www.fes.de/GPol/pdf/CivilSocietyGuide.pdf>, p. 18 for description/context of ILO work in Vietnam for the SPF.

<sup>28</sup> Bonnet, F., Cichon, M., Galian, C., Mazelkaite, G. & Schmitt, V. 2012. *Analysis of the Viet Nam National Social Protection Strategy (2011-2020) in the context of Social Protection Floor objectives: A rapid assessment*, Available at: [http://www.ilo.org/secsoc/information-resources/publications-and-tools/Workingpapers/WCMS\\_207667/lang--en/index.htm](http://www.ilo.org/secsoc/information-resources/publications-and-tools/Workingpapers/WCMS_207667/lang--en/index.htm).

<sup>29</sup> See Jones, N. & Anh, T. T. V. 2012. *The politics of gender and social protection in Viet Nam: opportunities and challenges for a transformative approach*, Available at: <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/7650.pdf>.

<sup>30</sup> Institute of Labour Science and Social Affairs 2013. *Summary of key findings of The National Report on Social Protection for women and girls in Viet Nam*, Available at: <http://asiapacific.unwomen.org/en/digital-library/publications/2014/4/summary-of-key-findings-viet-nam>.

Figure 1: Social protection system overview



Source: (Institute of Labour Science and Social Affairs, 2013)

40. A Social Insurance Law was adopted in 2014, replacing that of 2006. ILO supported development of the new law, and informants indicated that the target set 3.2 had been achieved. Similarly for target set 3.3.<sup>31</sup>

41. In respect of a public employment *programme* specified in indicator set 3.5, government choose on account of costs to downgrade the effort to a *policy*. The ILO has provided cooperative supports in crafting the policy; the target, nevertheless remains unattained on account of the underlying change in approach to the matter.

42. The target sets under **Outcome 4** speaks to decent work for persons with disabilities, persons living with HIV/AIDS, children, migrants, and other groups. Indicator set 4.1 includes a target the verification of which is beyond the time available to the RT, although a positive indication is described in Annex III.<sup>32</sup> There has been no ILO involvement in work done relative to indicator set 4.6, concerning an action plan for internal migrants or farmers who lose their land. Decisions of the Prime Minister have been approved and said to deal with this target, but the timing of at least one precedes the DWCP.

<sup>31</sup> ILO IR 2014

<sup>32</sup> Unfortunately, it was not possible for the RT to meet with a staff member of UN Women who was previously employed by the ILO at the time the DWCP was being prepared. This person might have confirmed a suspicion that systematic gender audits in respect of ILO-supported policies and programmes were hoped for.

43. ILO Convention No. 159 remains unratified, although the Prime Minister has targeted it for ratification<sup>33</sup> and Vietnam ratified the UN Convention on the Rights of Persons with Disabilities in February 2015. An ILO Global Project called Promoting Rights and Opportunities for People with Disabilities in Employment through Legislation (PROPEL) operated in Vietnam (as well as 6 other countries) for several years during the life of the DWCP, starting in September 2012. Awareness-raising was one of its explicit objectives, aligned well with indicator set 4.2. PROPEL achievements in Vietnam are summarized in an independent mid/term evaluation and forthcoming final evaluation.<sup>34</sup> Further discussion of the impact of technical cooperation is found in part 5.4.4, below at page 25.

44. The still sensitive subject of HIV/AIDS in the workplace has been taken up, at least in the "selected sector" of "entertainment" (sex) industry workers and the places they work. Information from VCCI suggests that there is significant scope for improvement for employers' broadening development of enterprise or sectoral level workplace HIV/AIDS policies. The policy for the prevention of prostitution, while taking up HIV/AIDS-related issues, does not speak to employer or enterprise policy.

45. The target for indicator set 4.4 relies on a child labour survey that will only be conducted in 2017. Key informants are certain that this survey will not be undertaken without ILO support on account of high costs.

46. The Law on Contract/Based Overseas Workers was adopted in 2007. Top-down "implementation" through the issuance of decrees, circulars, and other state management documents has been assured, some with ILO technical cooperation. Assessing implementation in practice, for the benefit of migrant workers would be challenging; the evaluation of the ILO TRIANGLE project provides promising information.<sup>35</sup> In 2012-2013, a mechanism for monitoring the implementation of the Vietnamese Association of Manpower Supply (VAMAS) Code of Conduct was successfully piloted among 20 recruitment agencies and has been extended to cover 66 agencies that send 64% of migrant workers abroad.<sup>36</sup>

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<sup>33</sup> Prime Minister Decision 2528 / QD-TTg, 31 December 2015.

<sup>34</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_234122.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_234122.pdf) (accessed 11 July 2016)

<sup>35</sup> See McCabe, C. 2015. *GMS TRIANGLE Project: Independent final evaluation*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_342384.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_342384.pdf). ILO support has aimed to make for meaningful involvement of tripartite constituents, local authorities and social partners in formulation of the sub-laws, implementation of the law and helping migrant workers to access reliable information and legal assistance. From 2011-2015, Migrant Worker Resource Centres (MRCs) have provided services to 20,167 migrant workers (87 per cent of workers interviewed claimed that counselling at the MRC had influenced their decision to migrate legally, 96 per cent felt that their rights were better protected by migrating regularly) and the models introduced to all 58 provinces in 2015. 1176 staff from the central tripartite constituents and 1716 local staff trained. To strengthen bilateral cooperation between trade unions, the Vietnam General Confederation on Labour signed an MOU with the Malaysian Trade Union Congress in March 2016.

<sup>36</sup> <http://www.ilo.org/dyn/migpractice/docs/187/Code.pdf> (accessed 11 July 2016) and [http://www.ilo.org/hanoi/Informationresources/Publicinformation/Pressreleases/WCMS\\_437063/lang--en/index.htm](http://www.ilo.org/hanoi/Informationresources/Publicinformation/Pressreleases/WCMS_437063/lang--en/index.htm) (accessed 16 August 2016).

Positive remarks were made in the final evaluation of the ILO support for the monitoring mechanism.<sup>37</sup>

### 4.3 The Governance Priority – Outcomes 5 and 6

**Outcome 5:** Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations

**Outcome 6:** Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration

47. The two Outcomes under the Governance Priority focus first on employers' and workers' organizations, and second on state tools – laws, institutions, ratifications – relevant to labour market governance.

48. As concerns **Outcome 5** and developments with VCCI and VGCL, all indications are that they offer more effective services – even if possibly nominally so – for their members and that they are involved and participate in decision making with government. ILO's automatic involvement of VGCL and VCCI in policy oriented activities/workshops/seminars should by definition enrich the potential for dialogue within the otherwise unified system in Vietnam. Piloting of bottom-up representation, with ILO cooperation, was seen by VGCL as a very important development in services for members. The responsible ILO specialist has reported other VGCL achievements to the RT.<sup>38</sup> ILO product dissemination has been at the

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<sup>37</sup> Independent Final Evaluation of the GMS TRIANGLE Project, RAS/10/01/AUS and MMR/13/52/AUS (July 2015), p. 14

<sup>38</sup> These have been reported in terms of "DWCP outcome 802", and not DWCP outcome 5.1. (a) VGCL policy and action plan for protecting the rights of migrant workers" was adopted in 2012 and implemented, resulting in the signing of a MOU between VGCL and Malaysian Trades Union Congress (MTUC) in Hanoi in March 2015. VGCL also adopted a position paper, suggesting a revision of the Law on Vietnamese Guest Workers (2006). (b) After an inception training held in September 2012, VGCL has signed a few sectoral collective bargaining agreements in textile and garment, rubber and plantation in Binh Dung, Dong Nai and Halong Bay. (c) VGCL and its affiliates, which were traditionally based on the public and organised private sectors, have vigorously expanded its organisation to the informal economy, by increasing representation of informal workers and promoting decent work in the informal economy. VGCL declared 2016 as the year of organising. (d) After the completion of a research in 2013, "A VGCL study on the minimum wage in Vietnam: Recommendation on the role of trade unions and to identify the impact of the MW for different groups of workers" and a follow up training, VGCL adopted a roadmap for improving the minimum wage setting mechanism, National Wage Council. (e) The VGCL/ACTRAV/APHEDA project being implemented since 2012 contributed to promoting the ratification of C.87 and C.98 and social dialogue as well as enterprise-level cooperation in some 80 factories. The ratification of C.87 and C.98 was included as an output in the DWCP thanks to the support from VGCL. (f) VGCL actively contributed to the passing of a Law on Technical/ Vocational Education and Training (TVET), by submitting written comments and engaging a tripartite working group.

core of VCCI service development, although follow-up to capacity building activities may likely be more aggressively undertaken.<sup>39</sup>

49. In terms of indicator set 5.2, the RT senses that operation of the NIRC established according to Decision 68/2007/QĐ-TTg dated 17/05/2007 faces structural challenges, despite technical cooperation offered by the ILO. CEACR comments on application of Convention No. 144 are general in character; their guidance for technical supports could be strengthened on the basis of detailed reporting on application.

50. **Outcome 6**, dealing with state tools for labour market governance, has 4 indicator sets. ILO cooperation in this area has been significant through the use of both regular (specialist review and advise) and extra-budgetary (IR project - VIE/12/01/USA) resources.

51. State management documents for implementing the 2013 reforms to the Labour Code and the Law on Trade Unions have been produced and adopted. Policy favouring a minimum wage law has changed, such that none is forthcoming, undermining one aspect of the target for indicator set 6.1.

52. In terms of indicator set 6.2, numerous ILO technical contributions have been given over the lifetime of the DWCP to government, VGCL and VCCI consideration of the named ILO Conventions in the form of activities and advice in verbal and written forms. The consideration process is formalized within government and has lead to ratification of Conventions Nos. 122 and 187. That for Convention No. 159 can be expected next. Consideration of ratification of the recently ratified MLC should have figured in the DWCP; the ILO's regular partners were only tangentially involved in the obligation undertaken through ratification.<sup>40</sup>

53. The target for indicator set 6.3 on labour inspection mislaid emphasis in the informal economy. The newly operational OSH Law extends into the informal economy, making the target potentially relevant for a new DWCP. ILO contributions were more appropriate to the Outcome statement, although explicitly excluding the informal economy.

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<sup>39</sup> A 2016 ACT/EMP research initiative, *ASEAN in transformation*, is a case in point for reference in any future DWCP: How will this ILO product be taken up, if at all, by VCCI – or other constituents for that matter? What outcomes could be expected, and how could they be monitored? See [http://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS\\_496766/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_496766/lang--en/index.htm) (accessed 15 August 2016).

<sup>40</sup> The MLC was adopted by the ILC in 2006. A campaign to promote its ratification was undertaken thereafter including establishment of a Maritime Labour Academy at the ITCILO. Two participants from Vietnam attended courses in 2009. There are four certified trainers today from Vietnam. [http://courses.itcilo.org/maritime/certified-trainers/Country\\_selection\\_web?country=Vietnam](http://courses.itcilo.org/maritime/certified-trainers/Country_selection_web?country=Vietnam) (accessed 17 July 2016) Considering international integration policy and the size of Vietnam's coastline, DWCP mention could have been considered. See "New Horizons for Vietnamese Seafarers" (23 August 2013) [http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS\\_220049/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_220049/lang--en/index.htm) (accessed 17 July 2016)

## 5 Main findings in respect of criteria

54. The following main findings are structured in this part in line with the evaluation questions, derived on the basis of data collection that contributed to findings in respect of outcomes' indicator sets above.

### 5.1 Relevance

#### 5.1.1 Coherence with national development priorities and policies

55. The DWCP cites – and is *prime facie* coherent with – the Socio-Economic Development Strategy (SEDS) 2011-2020, Socio-Economic Development Plan (SEDP) 2011-2015, and National Strategy of Gender Equality 2011-2020. Example after example shows that DWCP cooperative supports align with state management documents; the most obvious examples are where changed policy circumstances have arisen. Constituents report good relations with the Office such that they are able to control and tailor requests for supports such as to reduce the possibility for supports that are potentially irrelevant to their needs.

56. A further factor is that of the state budget, which is aligned with targets set out in state management documents. ILO constituents get the most out of ILO cooperation where budgets (i.e. priorities set in policies) are operational. This enables follow up activity by the relevant government body, assuring the relevance of the ILO cooperation. The RT has been told of cases where state budgets were not aligned with ILO cooperation, limiting the relevance (and effectiveness) of the support.

#### 5.1.2 Relevance of support to DWCP priorities, outcomes and indicator sets

57. Supportive DWCP contributions have in virtually all cases been highly relevant to achieving targets, and certainly to achieving the identified DWCP outcomes. Key informants and objective examination confirm this.

58. In most cases, indicator sets are constructed to a level above activities. ILO supports thus do not always appear to be directly aimed at target achievement, but are rather more coherent in terms of outcome achievement. This only marginally approaches being objectionable in a few cases. For example, in set 1.5, ILO support operated to improve the quality of career guidance, which is one factor for increasing the number of job seekers finding jobs through the employment service. In the case of 6.3, labour inspection support did not target informal workers at all; it was only through support to and adoption of the Law on Occupational Safety and Health that the more broadly stated indicator was supported.

59. In a few cases, the target became non-operational because of changed circumstances, threatening the relevance of supports *en train*. For example, set 3.5 speaks to a public employment programme, but soon after the DWCP became operational the idea of a policy replaced that of a full-fledged programme. In this case, ILO support was able to be adjusted – not because it was following the DWCP target, but because the personnel involved were following developments closely and able to adjust supports. In the case of set 6.1, finalization of a Minimum Wage Law became irrelevant as the government has determined not to proceed with one.

60. In other cases, relevance is very clear, but supports are much larger than the target. This is the case for indicator sets 1.6 (where projects using LED approaches were broader in activities and objectives than the dissemination-oriented focus of the target, and more in line

with set 2.2); 4.2 (where PROPEL worked for more than the set's target); 4.3 (where HIV/AIDS related work had broader effects than the enterprise-focused target); 4.5 (where the TRIANGLE project contributes more than law and code of conduct implementation – although much of what it contributes could be subsumed within these compliance oriented target statements); 6.1 (the IR Project has made contributions to industrial relations developments broader than the preparation of laws and state management documents).

61. These findings do not detract from the RT's findings supporting a very positive overall impression in respect of relevance. They may contribute to the framing of the next DWCP.

## **5.2 Effectiveness**

62. In most cases seen by the RT, cooperative DWCP contributions have been effective in moving developments closer to indicator targets, and outcomes. The RT observes several factors contributing to their effectiveness.

63. Contributions aligned with state management documents are likely to be more effective than otherwise. The ability of ILO's Vietnamese constituents' to assure relevance of contributions acts as a complementary check favouring eventual effectiveness. In terms of examples: Adoption of the Employment Law in 2013, OSH Law in 2015, Social Insurance Law in 2014, implementing instruments for the amended Labour Code and Law on Trade Unions; development of the NQF and NOSSs; institutionalizing of SIYB in the One Million Rural Workers' Programme; and other examples, all had strong if not explicit direction from state management documents in advance. Instances of weak effectiveness – adoption of a National Employment Strategy and Labour Market Master Plan, (non-) ratification of Convention No. 159, and other employment policy conventions, extension of LED as an employment creation strategy, assimilation of social protections to the UN's SPF, treatment of internal migrants as vulnerable groups in terms of DW promotion, extension of labour administration to the informal economy – each of these had no or significantly less than explicit authorization from state management documents, and each had less than fully effective cooperative efforts applied to their achievement.

64. Instances of effectiveness of cooperation in the absence of explicit mandate or authorization from above have also been noted. IR piloting of bottom-up representation, for example, appears to have been the result of advocacy rather than explicit top-down mandate. Strengthening the role of the trade union in protecting migrant workers through the establishment of migrant workers' resource centres in the provinces to provide counselling and promote accessibility of migrant workers to complaint mechanisms is another example. There are probably other examples that relate to matters beyond those laid out in the indicator sets.

65. Independent of formal authorization or mandate, commitment of actors to the DWCP outcomes and target set may contribute to effectiveness. The approach taken to the Employment Law – and related National Employment Strategy and Labour Market Master Plan (both specifically named in the DWCP) – could have been much more in line with ILO advice had there been a desire – based on the DWCP target – by the relevant constituents to go in that direction. Although it will likely not help in situations where state management mandates require otherwise, constituent actors should, in principle, have a good understanding the intended logic of cooperative support aligned with the DWCP, upon which commitment to act could be based. Unfortunately, significant evidence was found that social

partners and local officials' awareness and understanding of the DWCP and the DW concept as such could be very much improved. The DWCP should, of course, be crafted in a way that aligns it with national mandates. This alignment should ideally be explicit and complete. Where the international DW Agenda requires Office advocacy, alignment should at least be implicit.

66. Adaptability of cooperation is another factor affecting effectiveness. The example of the public employment policy (vs. originally targeted programme) offers a case in point, although the RT suspects that there are other examples to be found at the activity level. Changing *targets* mid-stream would seem acceptable provided outcomes are unaffected.

67. Where cooperation occurs at provincial and local levels, their effectiveness – particularly where the objective is wider application of successful local pilots – depends on coordination and well organized knowledge sharing understood to be part of a broader effort or reform. The examples of BWV, LED, IR, TRIANGLE, and HIV/AIDS projects are clear in this respect. Successful incubation and dissemination relies on good practices and experiences being shared horizontally and vertically, with a framework that makes it clear why experience is being shared and expectations of the result of that sharing. This process may be challenging where central management is the rule, unless central management has specifically provided for the process.

### 5.3 Efficiency

68. Substantial time and effort is spent harmonizing RBM frameworks with the DWCP, and *visa versa*. The diagramme in Annex IV: RBM frameworks harmonized, as of 2016, below at page 54, illustrates the complexity of bringing cooperative ILO actions together in terms of relevant RBM frameworks. This picture is also a dynamic one, potentially changing annually in terms of CPO alignment with the ILO's SPF, and every other year in terms of results reporting under the P&B, not to mention the changing situation in terms of resources becoming available and put into play.

69. Follow on and follow up activities on targets can be upset by changes in personnel, gaps in knowledge sharing efforts, and the arrival of newcomers to the scene. Examples can be seen in terms both of international staff working nationally and regionally, and national staff.<sup>41</sup> Reliance is placed upon national programme coordinators to run cooperation activities efficiently. This reliance appears to be well placed in NPC who are – or quickly become – knowledgeable with their counter parts and the fields in which they are operating. Yet data was collected from key informants suggesting that the inevitable activity/project focus held by these individually ought to be broadened and deepened to improve their performance for both efficiency and effectiveness. This means developing a better understanding of the logic chain of projects and activities with DWCP outcomes and country priorities (deepening) and facilitating more exchange of information about projects and activities so as to enable the taking of synergistic opportunities both within and outside of the ILO (broadening), especially with social partners.

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<sup>41</sup> In one case, it appear that the results of an internal evaluation of a major initiative became lost in local institutional memory as a result of changes in high-level CO personnel along with support staff servicing the initiative concerned. The initiative was directly connected with one of the DWCP's 27 targets and thus might not have been "lost" locally if there were improvements in documentation, knowledge exchange and information sharing.

70. Continuity strengthening efficiency is made possible by communication and documentation. Mission reports by technical specialists are, for example, absolutely essential for this. Mid-course evaluations should also be well documented to assure an understanding of the current state of play in developments.<sup>42</sup> Word of mouth about past developments, heard afterward can differ substantially from documentation created contemporaneously.

71. Having technical specialists available for cooperation in the region makes a difference for securing both immediate technical supports and developing larger, longer-term supports. The RT has seen examples where important supports were provided relatively quickly and with limited resources,<sup>43</sup> where resourcing larger technical supports was helped by the presence and inputs of a regional specialist,<sup>44</sup> and where the absence of a regional specialist to champion resourcing efforts was felt in efforts to find funding.<sup>45</sup>

72. The RT has reviewed very limited financial data relevant to implementation of the DWCP. An implementation plan prepared in August 2012 and organized in terms of CPOs was provided to the RT; the financial data was prospective. A monitoring plan was also prepared in 2012, with information appearing in Annex III: Monitoring plan with findings on target achievement along with year end milestones and assumptions and risks. In response to comments made on the draft of this report, financial information from IRIS as of 15 August 2016 was provided.<sup>46</sup> Only the following very limited observations can be made based on these documents, triangulated with other information.

- a. Resources are blended (RBTC, RBSA, Multi/Bi, etc.) for achieving results.
- b. Resources are registered and monitored in terms of CPOs that are phrased and aligned primarily with the ILO's global P&B and its result framework.

73. As a result of (b) above, calculations need to be made *ad hoc* to determine the proportions of available funding to DWCP Country Priorities or Outcomes; these proportions can be seen on a day-to-day basis in terms of CPOs, which are linked to P&B Outcomes. See Figure 2, below for an approximation of those proportions in 2016. It is possible to attribute resources to DWCP Country Priorities and Outcomes using the analysis reflected in Annex IV, below, at page 54.

74. Perhaps more importantly, as a result of (b) above, monitoring against country-level statements of DWCP Country Priorities and Outcomes is undermined, potentially causing inefficiencies in resource allocation against that (country level) results framework. See Annex V: DWCP Priority and Outcome statements vs. P&B CPO statements, below at page 55, to see the difference between these frameworks' result statements. These statements are logically related, but different. Since the Office's limited resources at all levels manage against global outcomes using CPOs created for that purpose the statements of Country Priorities and Outcomes take on diminished day-to-day importance. This reality – which naturally (although regrettably) occurs because of the global character of the ILO's approach

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<sup>42</sup> See footnote 35 at page 16.

<sup>43</sup> Costing out options for cash assistance aspect of social protection reforms in 2015-2016; advise on a draft Employment Law, etc.

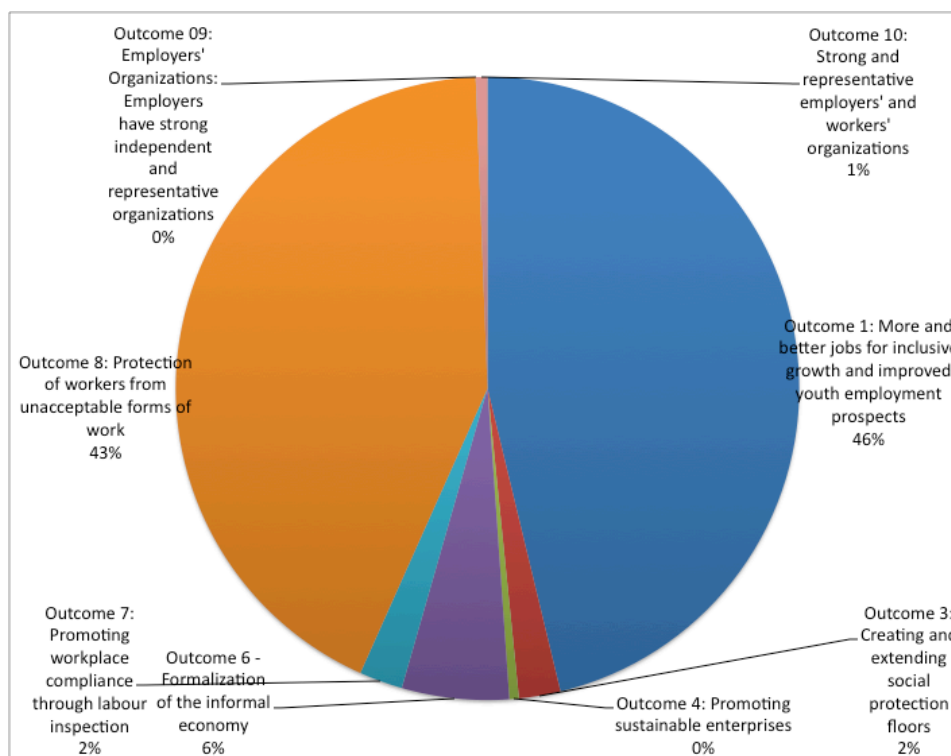
<sup>44</sup> Current child labour project, to name one.

<sup>45</sup> Relevant perhaps to micro-financing, although informants suggest that other factors may have played a role.

<sup>46</sup> With advice that its details be treated with a degree of confidentiality.

to RBM – needs to be counterbalanced with committed country level monitoring in order to assure registration of country level progress in terms that are relevant at the country level.<sup>47</sup>

Figure 2: Resource proportions 2016, by P&B Outcomes



<sup>47</sup> This issue was noted in Evaluation Unit/International Labour Office 2015. *Independent Evaluation of the ILO's Decent Work Country Programmes, strategies and actions in the Caribbean (2010–2015)*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_419437.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_419437.pdf), see pp. xvi, xviii, xix, 25, 36, 54–58, 64. Much is said about aspects of the issue in that evaluation. For purposes here, we can cite: "Whilst the importance of establishing CPOs and linking them to the P&B outcomes is well recognized in terms of maintaining accountability, and guiding resource allocation for the future, this system cannot be equated with broader programming for DWCPs and TC for which it is a tool. The IRIS feeds information upwards through the system but does not provide feedback and guidance to the users and beneficiaries. In response to this situation, the programming unit at the DWT/O—Port-of-Spain operates what would appear to be two partial and incomplete M&E systems which sometimes intersect. One system is Excel based and is, in principle, more substantive and should be based on the DWCP outcomes and its Results Matrix and could be used to engage constituents in the M&E process of the DWCPs, unfortunately, constituents are not involved in the M&E of the DWCPs currently active in the Caribbean. The other based on the IRIS SMM, which is internal to the ILO and does not involve constituents and stakeholders. However, there is no evidence of involving constituents. (p. xix) ... Whilst both approaches are necessary, they represent different aspects of programming, which should not be confused, but requiring greater rationalization and clarity, both internally and externally." (p. 54).

## 5.4 Impact

75. A sense of overall impact in terms of distinct targets is presented in Annex III: Monitoring plan with findings on target achievement below starting at page 43, complemented by a discussion of findings in Part 4: Main findings in respect of outcomes' indicator sets, above starting at page 7. This part discusses findings on the impact criteria as such, in terms of higher level DWCP outcomes.<sup>48</sup>

76. Many results have been reported concerning developments in Vietnam in ILO global Implementation Reports during the life of the DWCP.<sup>49</sup> A review of them shows that the narrative of the facts in Vietnam behind them is presented in terms harmonized with indicator measurement criteria for global implementation reporting, which often resonates with the DWCP results framework.

77. This Review adds value to the PR prepared by MOLISA in February 2016 by making findings on attribution of developments to ILO cooperation. Table 1 below captures information from Annex III. The fact that each of the indicator sets and situations of ILO contribution have their own "story" is borne out in this table. For example, the indispensability of ILO contribution for indicator sets 2.1 and 2.3 comes from the fact that both refer to use of ILO "flagship" products: Better Work and SIYB. The fact that indicator sets 1.6, 2.2 and 4.4 were judged not to have been achieved, despite indispensable ILO contribution flows from the fact again of the unique character of the ILO contribution: financial resources in the case of 4.4 and the uniqueness of modality or approach (LED) in the absence of clearly supportive, high-level policy mandate. In other cases, the degree of attribution is a function of the contribution as a support to a much larger initiative, as in the case of 1.4, 4.1 and in other cases because the contribution was in some way rebuffed or otherwise was unable to gain sufficient institutional traction or adherence (3.1, 3.3. 5.2). In the case of set 6.3, there was some degree of mismatch with the contribution.

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<sup>48</sup> A comment on a draft of this CPR suggested that most of what is presented in this part should be structured under the effectiveness criteria. The analysis in this part intends to address – as suggested in the comment – "the strategic contribution of the DWCP towards making a significant contribution to broader, long term, sustainable development changes", which in the case of this DWCP are set out in the 6 outcomes. However, because most of the indicators themselves are actually phrased as outcomes (see para. 116 at page 29), the discussion seems to shift downward, relating the impact of achievement of the indicator (actually outcome) on the stated outcome (actually higher level result). In sum, in this case, the context – which usually makes it possible to see the difference between impact and effectiveness – is such as to blur that difference. The RT hopes the reader is able to adjust expectations for this part in the light of this explanation, seeing the discussion here as one of the DWCP contribution to "broader, long term, sustainable development changes".

<sup>49</sup> For instance, Vietnam was one of 8 countries that had 15 or more results counted for 2014-2015. GB.326/PFA/1, para. 21 p. 5. International Labour Office 2016. *ILO programme implementation, 2014-15*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_453866.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_453866.pdf).

**Table 1: Target achievement/attribution to ILO contribution matrix**

<i>Target was:</i>	<i>ILO contribution toward target achievement was:</i>			
	Indispensable	Very important	Limited significance	None
Fully achieved	6.2	1.1 1.3 1.5 2.4 3.2 4.5 5.1 6.4	1.4 3.1 3.3 5.2	
Partially achieved	2.1 2.3	4.2 4.3 6.1	1.2 4.1	
No result	1.6 2.2 4.4	3.5	6.3	3.4 4.6

78. Mandating a development (for example, ratification of a convention, preparation of a law or implementing state management documents, establishment of an action plan, etc.) as a target in a national or sectoral development plan or other state management document complements the effectiveness of ILO cooperation by requiring that it be achieved. This may also make cooperation unnecessary, undermining attribution for the development. In these cases, informants said they felt that ILO support had improved the quality of the development by, for example, assuring that there had been tripartite consultation in regard to it or improving the technical basis for decision making.

#### **5.4.1 Progress toward Outcome 1**

Outcome 1: Analysis, data, effective strategies and policies support labour market development and decent work at national and provincial levels

<i>Target was:</i>	<i>ILO contribution toward target achievement was:</i>			
	Indispensable	Very important	Limited significance	None
Fully achieved		1.1 1.3 1.5	1.4	
Partially achieved			1.2	
No result	1.6			

79. *Progress towards analysis, data, effective strategies and policies supporting labour market development and decent work at national and provincial levels.* During the term of the DWCP, it is possible to restate developments such as the Employment Law, regular publication of labour force survey by the GSO, annual publication of the Labour and Social Trends Report, development and (pending) establishment of the National Qualifications Framework,<sup>50</sup> improvement of Employment Services, and the Vocational Education Law was adopted in 2014. Convention No. 122 has been ratified; its supervision will hopefully motivate and help guide action for effective strategies and policies. The LED approach to promoting employment has certainly been tested, but the RT has not been able to determine the full extent to which this particular strategy has been able to work its way out of demonstrative ILO projects into provincial policy, across provincial borders and into national policy. Indications are that the approach needs to benefit from national endorsement as a method for economic development and employment creation. Looking towards the Outcome, achievement of the targets does appear to broadly reflect progress toward its achievement, with the ILO able to take some attribution. A weakness in impact may be judged in terms of

<sup>50</sup> A system of occupational competency standards ("national occupational skill standard") is mandated by Chapter IV of the Employment Law. It is not mentioned in the DWCP, but is an essential element of the NQF.

developments at the provincial level, to the extent experience with LED could have been better disseminated.

#### 5.4.2 Progress toward Outcome 2

Outcome 2: Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development.

Target was:	ILO contribution toward target achievement was:			
	Indispensable	Very important	Limited significance	None
Fully achieved		2.4		
Partially achieved	2.1 2.3			
No result	2.2			

80. *Progress towards enterprises, cooperatives and informal business establishments having improved business environment, access to services and better working conditions for sustainable development.* Results on the DWCP indicator sets are positive, but has a difference been made? And have decent work employment opportunities improved as a result?

81. Party Resolution 19/2014/NQ-CP on improving business environment, and related implementing documents indicate that government policy is aligned with this outcome. Recent World Bank Doing Business indicators show several improvements in rankings during the term of the DWCP, including in starting a business.<sup>51</sup>

82. An important case for contribution to the outcome may be made in connection with BWV, which has arguably facilitated the maintenance and growth of Vietnamese apparel exports in international market.<sup>52</sup> More detailed analysis is beyond the scope of this review. There are further questions about the contagion or "spill over" effects of BWV good enterprise practices. BWV has facilitated IR and trade union pilots of "bottom-up" representation,<sup>53</sup> and has worked with public labour inspectors attempting to share good work practices. Indications are certainly positive. Important questions – which the Office and constituents are aware of – remain about how much BWV can influence Outcome 2 results outside BWV enterprises. The RT surmises that the question is not whether BWV has had positive impact on Outcome 2, but rather how can those effects be optimized and extended as far as possible.

<sup>51</sup> <http://www.doingbusiness.org/data/exploreeconomies/vietnam> (accessed 2 July 2016)

<sup>52</sup> See, for example, Huynh, P. 2015. *Employment, wages and working conditions in Asia's Garment sector: Finding new drivers of competitiveness*, ILO Asia-Pacific Working Paper Series, (Bangkok, Regional Office for Asia and the Pacific). Available at: [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms\\_426563.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_426563.pdf). or <http://stoxresearch.com/Reports/15B-vietnam-apparel-industry-2015.aspx> (accessed 3 July 2013).

<sup>53</sup> Arroyo, M. G. 2013. *Independent Mid-term evaluation of the Union Capacity Development Component of the Better Work Vietnam Programme*, Available at: <https://www.dol.gov/sites/default/files/images/ilab/Vietnam%20Midterm.pdf>, Arroyo, M. G. 2015. *Independent Evaluation: USDOL's Technical Cooperation Portfolio Promoting Workers' Rights in Vietnam*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms\\_446061.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms_446061.pdf).

83. An external review of ILO support to integration of SIYB training in the Million Farmers Programme was done in February 2015.<sup>54</sup> It concluded that SIYB had indeed been rolled out by GDVT, and that there were many opportunities for improvement. These included overall ownership of the initiative and GDVT's proactive use and promotion of SIYB, establishing a sufficient number and quality of trainers, strengthening incentives and opportunities for trainers to be self-sustaining, to name the most important. Improving the reliability of monitoring and evaluation and procedure to collect, analyse and report on SIYB results, would have enabled the reviewers to avoid questioning "so-called statistics on entrepreneurs and their related jobs and incomes ... being collected randomly and manually" by trainers through random contacts, as entrepreneurs were "hardly seen after training"; after-training support for entrepreneurs was judged to be non/existent.<sup>55</sup> The authorizing framework within which SIYB was embraced and rolled out,<sup>56</sup> could possibly be concluded to be the most effective part of the initiative. As with BWV, the question is the degree to which SIYB can impact on the desired outcome of more successful entrepreneurs.

84. The coming into force of the OSH Law on 1 July 2016 is certainly important for improving access to better working conditions, particularly if its provisions are applied in practice to the informal economy where so many work. Improvement in labour inspection operations (Outcome 6) and extension of good practices among SMEs will certainly contribute to achievement of the outcome. Data on occupational deaths are down, but injuries are up.

85. In sum, as long as monitoring is not done relative to this stated DWCP outcome, and reliance is placed on *ad hoc* indicators – like Doing Business indicators, number of small enterprises in the economy, and similar – that are broader than those assessed with indicator sets 2.1-2.4, a positive indication can be given.

### 5.4.3 Progress toward Outcome 3

Outcome 3: Social protection coverage is effectively extended

Target was:	ILO contribution toward target achievement was:			
	Indispensable	Very important	Limited significance	None
Fully achieved		3.2	3.1 3.3	
Partially achieved				
No result		3.5		3.4

86. Progress in promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantages and vulnerable groups. The extension of

<sup>54</sup> Do Thanh Lam & Trinh Tien Dung 2015. *External Review: ILO Support to the Integration of the "Start and Improve Your Business" (SIYB) Training in the "Million Farmers Programme"*, Available at: Unavailable on Internet. The external review was conducted by IYB Global and was not known to senior programme officers in the CO.

<sup>55</sup> Ibid., p. 21.

<sup>56</sup> Decision No. 1956 / QD-TTg of November 27, 2009 by the Prime Minister approving the project "vocational training for rural workers until 2020", Law No. 74/2014 / QH13 on Vocational Education, MOLISA Management Letter Number 1834/MOLISA-GDVT instructing provinces and cities on implementation of vocational training for rural labourers, etc.

social protection is a key theme under this Outcome and there has certainly been progress on the policy and legal fronts, if not also in terms of implementation.

87. Reforms to the Social Insurance Law have extended protections and the four elements of the SPF are in place in Vietnam; ILO analysis has found that efforts are continuing to move protection levels toward those set in international standards. The ILO has helped with technical analysis surrounding reforms. The RT has not identified an analysis detailing the effects on growth as a result of inclusive social protection – an element of this Outcome. Furthermore, it has not been possible to follow up on the recommendations made in the 18 Month Review and Evaluation of the Unemployment Insurance Scheme in Vietnam,<sup>57</sup> which was done in 2011, before the DWCP came into being and before the Employment Law of 2013 was adopted. ILO involvement in the development of unemployment insurance in Vietnam has declined significantly, to be virtually non-existent after the reforms made in the Employment Law. Linkages made between protections and active labour market policies do seem to have been particularly significant, and involving ILO cooperation.

88. Although indications are that progress has been made toward Outcome 3, the impact of ILO may be judged somewhat limited relative to developments in the domain. Current cooperation supports implementation of the new social insurance law; information available suggests that other development partners may be supporting developments in social protection in Vietnam. Convention No. 102 is not included in the Prime Minister's 2015 Decision concerning ILO Conventions to be considered and studied for ratification.

#### 5.4.4 Progress toward Outcome 4

Outcome 4: Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation.

Target was:	ILO contribution toward target achievement was:			
	Indispensable	Very important	Limited significance	None
Fully achieved		4.5		
Partially achieved		4.2 4.3	4.1	
No result	4.4			4.6

89. *Progress for disadvantaged and vulnerable groups having equitable access to decent work and protection from discrimination and exploitation.* The focus under this outcome is the situation of women, persons with disabilities, persons living with HIV/AIDS, children (as labourers), internal and external migrants. Numerous indicators follow the situation of these groups.

90. Vietnam has now ratified the UN Convention on the Rights of Disabled Persons; that of ILO Convention No. 159 remains pending. The PROPEL project provided cooperation aimed, *inter alia*, at improving the capacity of governments and social partners to address discrimination and promote equality for persons with disabilities, consistent with the awareness raising target 4.2. Since September 2007, the VCCI had co-ordinated with VNAH

<sup>57</sup> Carter, J. 2011. *Eighteen month review and evaluation of the unemployment insurance scheme in Vietnam*, (Hanoi, International Labour Office). Available at: <http://staging.ilo.org/gimi/gess/RessourcePDF.do?jsessionid=a7e99aa361116f40b01ecda4ba3bc2398c28cf2e30ef1d7f23674b8b0d499ef5.e3aTbhULbNmSe34MchaRaheMb3n0?ressource.ressourceId=28241>.

and USAID to establish the Blue Ribbon Employer Council (BREC), which provided technical assistance for employers recruiting those with disabilities.<sup>58</sup> This was support for employers interested in and desiring to give disabled persons "equitable access to decent work and protection from discrimination and exploitation", in terms of this Outcome. In the context of exploring the impact of and partnerships exploited by PROPEL, the RT learned from VCCI that BREC was today (after cessation of external funding) without any dedicated (even shared) secretariat (VCCI had employed 3 in a BREC secretariat when there was project funding) or VCCI-initiated activities, not open for the addition of new members, but nevertheless a viable list of enterprises ready to be contacted in the event that activities were sponsored externally. Triangulation of data revealed that there had been a desire over many years and phases of the project for the BREC to establish itself legally, independent from VCCI, but that this effort had not succeeded. For the RT, the matter of concern is how much VCCI's awareness has been raised by PROPEL's work – evidenced by letting BREC as a potential member service become disserved so quickly – and progress towards this Outcome.

91. There is awareness of HIV/AIDS in Vietnam public policy. In 2014, Vietnam became the first country in Asia to commit to new international HIV treatment targets.<sup>59</sup> Yet government reports "a lack of social and economic support for PLHIV and other high-risk population groups who continue to suffer from stigma and discrimination while there is currently no dedicated legal service to provide protection for the rights of PLHIV and key at-risk populations."<sup>60</sup> ILO current contribution is real and working with "entertainment employers and workers" is clearly strategic in terms both of HIV/AIDS infection and OSH considerations.<sup>61</sup> Scaling cooperation up commensurate with available resources, further into the world of work by involving more constituent partners in 'hands-on' ways may broaden impact.

92. In the case of child labour, approval of the National Plan of Action on the Prevention and Reduction of Child Labour for 2015-2020, mandated under decision 1555/QĐ-TTg (2012) on the National Programme for Children 2012-2020, the continuing increase in school attendance rates, and inclusion of child labour issues in the Law on Children, indicate

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<sup>58</sup> <https://www.talkvietnam.com/2013/12/ministry-moves-to-help-the-disabled/> (accessed 10 July 2016). See also <https://www.usaid.gov/vietnam/speeches/remarks-us-ambassador-david-shear-blue-ribbon-employer-council-awards-and> (accessed 10 July 2016).

<sup>59</sup>

<http://www.unaids.org/en/resources/presscentre/featurestories/2014/october/20141027vietnamtargets>

<sup>60</sup> Socialist Republic of Viet Nam 2015. *Country Report: 15 years achieving the Viet Nam Millennium Development Goals*, Available at: <http://www.vn.undp.org/content/vietnam/en/home/library/mdg/country-report-mdg-2015.html>. p. 90.

<sup>61</sup> Nguyen Dinh Cuong 2015. *Improving the working conditions of entertainment workers as a means to strengthen HIV prevention, treatment and care programmes in Vietnam: Final Project Evaluation (internal)*, Available at: Not available on Internet.

positive direction in the elimination of child labour, pending confirmation with a survey planned for 2017.<sup>62</sup> ILO contribution has only recently started up again.

93. In the case of external migrant workers, indications are that the impact of the TRIANGLE project has generally been significant, although not entirely without challenges.<sup>63</sup>

#### 5.4.5 Progress toward Outcome 5

Outcome 5: Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations

Target was:	ILO contribution toward target achievement was:			
	Indispensable	Very important	Limited significance	None
Fully achieved		5.1	5.2	
Partially achieved				
No result				

94. *Progress toward strengthening industrial relations by way of effective employers' and workers' organizations and social dialogue institutions and mechanisms.* The situation of these organizations, social dialogue institutions and mechanism, is influenced significantly by factors outside of the control of the ILO or the cooperation it provides. Reforms currently being considered in Viet Nam will have a dramatic influence on this Outcome.

95. The mid-term evaluation of the IR project offers a good picture of significant progress, along with challenges.<sup>64</sup> Similarly for the broader portfolio of support provided under USDOL funding.<sup>65</sup> The strategy of piloting was noted as being "instrumental" for a better

<sup>62</sup> It is noteworthy that information given for the ILO IR in 2015 on CPO VNM104 indicates achievement in that a "National Plan of Action for the prevention and elimination of the worst forms of child labour was drafted for the Government's approval." Technical inputs provided by the ILO included support "to conduct a national child labour survey, the findings of which were used by the Government of Viet Nam in drafting the National Plan of Action for the prevention and elimination of the worst forms of child labour. The ILO provided technical advice and funds for drafting the NPA, and jointly convened a multi-stakeholder workshop with Government of Vietnam to provide inputs to the NPA. The ILO also financed the participation of a DOLE (Philippines Government) official to serve as resource person and share experiences in drafting national plans of action."

<sup>63</sup> McCabe, C. 2015. *GMS TRIANGLE Project: Independent final evaluation*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_342384.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_342384.pdf).

<sup>64</sup> Theo van der Loop 2015. *Independent Mid-Term Evaluation of a Technical Assistance Project: The Vietnam Labor Law Implementation Project (also known as the Industrial Relations Project)*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms\\_446053.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms_446053.pdf).

<sup>65</sup> Arroyo, M. G. 2013. *Independent Mid-term evaluation of the Union Capacity Development Component of the Better Work Vietnam Programme*, Available at: <https://www.dol.gov/sites/default/files/images/ilab/Vietnam%20Midterm.pdf>, Arroyo, M. G. 2015. *Independent Evaluation: USDOL's Technical Cooperation Portfolio Promoting Workers' Rights in Vietnam*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms\\_446061.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms_446061.pdf).

understanding of industrial relations and social dialogue, implicitly improving impact and eventually effectiveness of employers' and workers organizations' in industrial relations functions. Particularly favourable evaluation conclusions have also been noted for the sustainability of results, with recommendations for implementing sustainability plans.<sup>66</sup>

#### 5.4.6 Progress toward Outcome 6

Outcome 6: Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration

<i>Target was:</i>	<i>ILO contribution toward target achievement was:</i>			
	Indispensible	Very important	Limited significance	None
Fully achieved	6.2	6.4		
Partially achieved		6.1		
No result			6.3	

96. *Contribution to strengthening capacity to apply international labour standards, including through labour administration, and to meet the challenges of international integration.* The RT notes that ILO constituents seem to be increasingly confident in their handling of matters related to international labour standards. The Prime Minister's 2015 Decision on the matter, setting a roadmap is noteworthy insofar as it is first of its kind in a country that is otherwise engaged through the use of state management documents.

97. The ILO has provided substantial cooperation in terms of this outcome, in which it has an important comparative advantage. Supports to labour law reforms have been on-going and the situation of the labour inspectorate was established in a needs assessment of 2012.<sup>67</sup> Inputs to tripartite consideration of ILO convention ratification have been numerous, and were appreciated according to informants.

#### 5.5 Comparative advantage

98. Evidence of tripartite engagement and reliance on international standards – the most unique basis for advantage among comparable development agencies – has been apparent in implementing the DWCP. Gaps could be argued relative to constituent embrace of ratification – and promotion of ratification – of standards that have been directly related to technical cooperation, notably Conventions Nos. 159, 102, 88, 181, etc. Repeated reference to MOLISA's legal department on matters related to ILS suggests a possible lack of understanding of the intended *practical use* of ILS to guide developments in Vietnam's world of work.

99. Social partners are systematically invited to TC activities. Concern has been expressed that the impact of this may not be optimal, insofar as the Office has limited control over who

<sup>66</sup> Arroyo, M. G. 2015. *Independent Evaluation: USDOL's Technical Cooperation Portfolio Promoting Workers' Rights in Vietnam*, Available at: [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms\\_446061.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/projectdocumentation/wcms_446061.pdf).

<sup>67</sup> Labour Administration and Inspection Programme, I. L. O. 2012. *Technical memorandum, Vietnam Labour Inspection Needs Assessment*, (Geneva, International Labour Office). Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---lab\\_admin/documents/publication/wcms\\_194431.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---lab_admin/documents/publication/wcms_194431.pdf).

attends activities and the relation to their work. This carries an implicit criticism of activities' follow-up effects.

## 5.6 Strategic partnerships

100. Strategic partnerships are evidenced throughout DWCP implementation. Observed factors favouring partnerships include constraints on ILO budgetary and extra-budgetary resources that make necessary the search for supplemental resources (both financial and in kind), constituent preferences to engage with partners beyond the ILO (for both political and substantive reasons), donor partner initiatives directed towards the Office (to enlist unique or specialist ILO knowledge and experience), and both ILO and partner policy directives to engage in partnership (including the Delivering as One UN initiative in Vietnam).

101. Examples include:

- a. Situations where the partners have taken up matters of common interest with the ILO during resources gaps (for example, where the child labour TBP for Vietnam ended and the current project began, where UNICEF continued support for work on the National Action Plan against Child Labour).
- b. Situations where potentially complementary actions are acknowledged and coordinated with partners, as in the case of UNFPA support for the National Action Plan on Prostitution Prevention and Control developed and adopted by MOLISA's Department of Social Evil Prevention and Control and ILO work with entertainment workers' HIV/AIDS-related and other occupational safety and health issues.
- c. Situations where resources are shared either to provide technical contributions jointly, or enabling the ILO to implement support contributing to DW outcomes of common interest, such as ILO support (in collaboration with UNFPA) to the costing of different scenarios for social assistance

102. Vietnam is a "Delivering as One" UN country. Based on data received, the RT would judge that coordination predominates over collaboration, although the latter does occur.<sup>68</sup> Institutional arrangements are clearly in place favouring synergistic partnerships. These include regularly meeting coordination bodies where information is shared between technical agencies on their activities and initiative, including Joint Programming Groups responsible for joint coordination in working for One Plan outcomes.

103. Examination of CPOs shows clearly that the partnerships extend both within and outside the House, relevant to both substantive approach and resource contribution.<sup>69</sup>

104. An average of the ratings among attendees at the 5 July Review Consultation placed strategic partnership highest out of the criteria-related statements for agreement. It was not possible to investigate whether this score was derived relative to strategic involvement of social partners or others, such as donors, NGO's or other UN agencies.

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<sup>68</sup> See Joint Internal Audit of DaO in Vietnam, p. 4, para. 17, for example.

<sup>69</sup> As indicated elsewhere in this report, only one year's financial information related to CPOs was available to the RT.

## 5.7 Sustainability of results thus far

105. Statements about the sustainability of target and outcome results received the lowest scores for adherence at the Review Consultation, signalling a *potential* area for concern. Important sustainability issues have been raised in several evaluations.<sup>70</sup> The very strong "activity orientation" throughout implementation of the DWCP – held by constituents, project personnel and other Office personnel – certainly cannot be helpful for sustainability of results.

## 6 Conclusions and recommendations

106. This part of the report starts by providing summary judgments in respect of the evaluation questions. They follow from the findings and are intended to be fair and impartial. It continues with other conclusions based on the findings, and ending with recommendations to relevant stakeholders.

### 6.1 Conclusions in respect of evaluation questions

107. *The priorities and outcomes identified in the DWCP were for the most part relevant to beneficiary needs.* Alignment with national development plans and results in terms of target achievement and attribution support this conclusion. A few outcomes could have been better conceived or confirmed in terms of relevance to constituents, particularly in terms of their own policy commitments.

108. *Actual ILO support has been relevant to beneficiary needs as identified in the DWCP.* Despite being able to look at only a portion of what the Office has done in support of the DWCP, indications support this conclusion. From explicit expressions of appreciation to readiness to reject or require tailoring of pro-offered supports or activities, the logic chains implied in the DWCP have been shown in most cases to be valid in implementation.

109. *The ILO supported activities have been effective in progressing toward outcomes and realizing indicators identified in the DWCP, although the fits are loose in some cases.* In most cases, ILO supported activities have been effective in helping in realizing outcomes and indicators, although in many cases other factors have played important roles. No comparison has been attempted against alternative resource allocation modalities.

110. *Based on information available to the RT, the Office appears to have been efficient in supporting realization of outcomes and indicators identified in the DWCP.* The RT has not reviewed financial data relevant to implementation of the DWCP. CPOs with prospective financial information was received for the period ending 10 August 2012, and for the current moment (although apparently only for "target" CPOs), and implementation reports without

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<sup>70</sup> Midterm Independent Evaluation of *Better Work Vietnam* (September 2015); the PROPEL Independent Midterm Evaluation of *PROPEL* (September 2013) cited the observed important role of a ratified international standards for sustainability of policies and legislative initiatives set *en train* by the project (part 3.5); Final Project Evaluation of Improving the working conditions of workers contribute to enhancing the entertainment programs of prevention, care and treatment of HIV in Vietnam (July 2015); External Review: ILO Support to the Integration of the "Start and Improve Your Business" (SIYB) Training in the "Million Farmers Programme" (2015), to name a few.

financial information for 2013 and 2015. A mixing of available resources can be observed by the RT, as is the intention in using CPOs to achieve outcomes. A review of available evaluations suggests that projects have by and large used resources efficiently. Further detailed observations are not possible.

111. *DWCP activities had impact that contributed to outcomes and indicators in most cases.* Table 1, above at page 22 give an indication of contribution of DWCP activities to outcomes. In some, changed circumstances altered the situation; if activities or the indicators themselves were not adjusted, the contribution would be significantly weakened.

112. *The achieved indications are in some cases more sustainable than others.* In principle, issues of sustainability should be directed to outcomes or outputs. In this case, indicators are constructed as outputs<sup>71</sup> and thus attract the question of sustainability. In several cases, the indicators are laws or other state management documents (Employment Law, Labour Law, Law on Trade Unions, etc.), or developments which are underpinned by state management documents (such as the NSQ or NOSS, or social protection coverage or NEP) which have now been prepared and promulgated, implying their sustainability (but not their application in practice). In other cases, such as the reduction in the worst forms of child labour or improvement of social partner influence, further developments and time will help answer the question. The RT's impression is favourable.

113. *The achieved DWCP outcomes are in some cases sustainable.* Speaking to the six outcomes identified in the DWCP, the RT is here too favourably impressed. Vietnam is in the process of development and reform that generally bodes well for the outcomes. Proper generic or generalized indicators have not been identified for the outcomes; having them would permit monitoring of their situation in the medium to long term.

114. *The ILO's comparative advantage has been largely exploited in much of what has been done under the DWCP; improvements are possible.* In terms of tripartite involvement, there is no question that the relevant organizations have largely been involved in DWCP activities. A larger question can be posed about the impact of that involvement on resulting developments; the dynamic tension often assumed to exist where representation is bottom up may not always have been present. Some mixed evidence has been found in terms of the use of international standards to orient cooperative actions and underpin the sustainability of their results. Looking beyond the high profile – and critically important and relevant – freedom of association and other fundamental standards, there is evidence that cooperation has attempted to move not only technical developments but also labour standards' ratification and implementation, but that this has not always fallen on the right ears or been embraced institutionally. This is the case with the employment policy-related instruments cited in 1.2 and Convention No. 159 cited in 4.2. And in reverse in connection with the MLC, where the instrument was ratified. The RT's almost consistent referral to MOLISA's Legal Department as those "who know about and take decisions on ILS" suggests at least some silo-ing of all things ILS, which ought to be resisted in the name of sustainability. We know from documentation that this is not entirely the case when it comes to technical cooperation, but the gaps that have been observed here do support the idea that some small efforts to improve could have significant results in ratifications and implementation.

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<sup>71</sup> See para. 23 at page 6

115. *In implementing the DWCP, strategic partnerships have been exploited, engaged and developed to the extent that partners' interests enabled and warranted.* While several structural elements are in place favouring strategic partnerships, it tends to happen on a *ad hoc* basis, where the constellation of favourable elements align, with the result of a win/win situation exploited for the benefit of decent work results in Vietnam. Systematic pursuit and exploitation of strategic partnerships cannot be said to occur; it occurs when the potential partners judge that it needs to occur. To pursue partnership systematically in the absence of a need to find a partner, the potential partners would need to be completely transparent in respect of their mandates, plans, and resources. They would need to do so in a dynamic fashion as these factors are constantly changing. Such a process itself would demand expenditure of substantial effort and resources, which would not in turn yield results in all cases. In sum, what is being done is probably the best that can be done, and keeping collegial lines of communication and sharing open the most that can be expected. Finally, care could be taken to assure that the comparative advantages of all involved are applied, and that the ILO's comparative advantages are well known by potential strategic partners so that advantage can be taken of them – tripartism, labour standards, and unique expertise.

## 6.2 Other conclusions

116. *Much greater awareness of the DWCP is needed within the Office and outside if it is to be used to guide ILO cooperative work.* Examples of the degree to which the DWCP is not known, even within the House, by persons who really ought to have known it and its relations to their work is distressing. This knowledge is needed to actually drive and orient cooperation, going beyond reference to the DWCP to assure that cooperation is simply consistent with it. The need to know about a DWCP should have a compelling reason behind it.

117. *Improved horizontal and vertical coordination of cooperation and their results would strength effectiveness, efficiency and impact.* Much of supports to the DWCP have taken place at the central or national level. This ranges from comments or other inputs on state management documents to awareness raising among social partners from central to local levels. As strategic elements of policy come more and more into place and are implemented through centralized mechanisms, concern ought to be shifted to actual performance and improvement in DW in practice, in enterprises big and small throughout the country. While the putting in place of DW-friendly policies is critical, and the ILO has strategic advantage in helping do this – as opposed to working at grass roots levels – efforts are needed to help assure that efforts are mutually reinforcing. Piloting experiences under the current DWCP are cases in point, and efforts are needed to assure that good practices are both tried at workplaces and disseminated elsewhere.

118. *An activity-based orientation to what is done in support of the DWCP is too evident to the RT among all concerned with the DWCP.* The activity orientation weakens execution of the logic frame both within projects and between them, CPO's and the overarching DWCP. Efforts are needed to promote a results-based orientation to cooperation with a view to promoting it effectiveness and sustainability. At the same time, the production of results should be only an ancillary goal of such an orientation; its primary goal should be an awareness of the relationship between activities and the desired result, with the idea of acting as a consequence in ways that move actors toward the result rather than through the activity.

119. *The logical framework in the DWCP is flawed and requires flexibility in implementation to make it work; rectification should integrate with global frameworks as appropriate.* Several indicators in the DWCP read as outputs or outcomes, that is "... significant changes (policies, knowledge, skills, behaviours or practices, etc.) that are intended to occur as a result of actions taken by constituents with the Office's support, whether independently or in collaboration with other partners."<sup>72</sup> Care should be taken to avoid this in future. Furthermore, consideration may be given to using globally generic indicators such as those related to SDGs and DW, as measures for DWCP outcomes. It may be that the emphasis on "targets" arising from state management documents in Vietnam influenced construction of indicators in the current DWCP. If this is the case, and a desire is felt to continue this practice, care should be taken in the future to place these as proper targets under outcomes.

120. *There is strong compartmentalization among ILO constituents that can be counter productive.* This tendency toward silo-ing may make matters operationally simple, but undermines potential synergies and may lead to inefficiencies. ILO constituents in Vietnam call on support from numerous development partners who, as a result of silo-ing, apparently sometimes do not know what each other is doing. This effect can be compounded where supportive specialists are not working on a day-to-day basis with constituents, in a traditional project context. Transparency should be insisted upon among all parties.

### 6.3 Recommendations

121. For the CO:

- a. Strengthen efforts to deepen staff understanding of their efforts for activities in terms of desired results – identified DWCP results in particular. This can be done through specific training as well as enhanced horizontal and vertical communication within the CO. The outcome of training should be an understanding of how activities lead to DWCP outcomes. The outcome of communication should be increased synergy between projects and activities, improved opportunities for cooperation and collaboration in future, and other actions that carry the results of activities forward toward desired outcomes, in sum, strengthening their logic chain.
- b. Rationalize implementation monitoring, perhaps as part of institutionalized periodic monitoring during the life of the next DWCP. The focus on implementation reporting in terms of the P&B outcomes needs to be complemented by monitoring in terms of the DWCP. This needs to be done because the P&B outcomes do not always speak to national priorities or the commitments made in the DWCP.<sup>73</sup>
- c. The next DWCP should on the one hand attempt to speak to global DW outcomes as reflected in the P&B (which will make result reporting easier), and on the other, reflect national priorities, institutions, and needs (which will make the document relevant and compelling locally). This alignment process must give a result that can be operationally dynamic in the sense that changes

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<sup>72</sup> DWCP Guidebook, v. 3, p. 18.

<sup>73</sup> See footnote 3 at page 2.

will occur during the life of the DWCP above (new P&B, for example) and below (national policy reorientation, for example).<sup>74</sup>

- d. Consider how information sharing can improve strategic partners' efforts with the same constituent counterparts, in terms of the DW agenda and country programme. In the light of cooperation given in a compartmentalized environment, development partners should take it upon themselves to know better what efforts each is making. With reference to the world of work, the DWA is a natural framework within to capture this information. The potential benefits from doing this (improving visibility and use of the DWCP, promoting strategic partnerships, avoiding redundancy of efforts, etc.) would be met by challenges.
- e. Have detailed annual monitoring of the state of the DWCP implementation in terms of its outcomes and indicators, changed circumstances, needs, and opportunities. Permit alterations to targets, and where the document is validated, seek to align Office and constituent cooperation efforts with targets and outcomes. Use annual DWCP monitoring as a document to capture the "state of play" substantively, in terms of the DWCP, so continuity in efforts can be assured despite changes in personnel.
- f. Engage with constituent partners with a view to developing an approach to DWCP cooperation that more often deepens their results in the world of work in Vietnam. Assure that eventual results can be monitored and verified.
- g. Objectively determine if RBM capacity building is needed and provide it appropriately, monitoring its results in terms of use made by activity beneficiaries, be they Office personnel or constituents.

122. For constituents:

- a. Consider ownership of ILO cooperative efforts in the light of DWCP outcomes (as opposed to activities). Ask the question: What will we do with this (any particular) activity (i.e. workshop, policy advise, research, training, advocacy, etc.), and how can we demonstrate results to our ILO partners in the context of the DWCP? Be ready to feed that information into DWCP annual monitoring (the CO should facilitate this feeding process).
- b. Constituents should engage in on-going monitoring of a new DWCP, as discussed in paragraphs 121.b and 121.e apply also to the constituents.

## 7 Lessons learned

123. Central planning as elaborated in state management documents can help assure achievement of targets. It can give invaluable insight into country priorities and operational mandates which, in turn, both enables proper orientation of DWCP priorities, outcomes and strategies, as well as probabilities for successful implementation of activities, achievement of outcomes, and promotion of priorities.

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<sup>74</sup> The characteristics of a DWCP is noted in the DWCP Guidelines, p. 5.

124. The presence of champion will improve the finding of resources to enable cooperative activities. Regional specialists can play an important role in this respect, along with CO personnel.

125. Excessive activity-orientation can result in shallow results, threatening effectiveness and sustainability of results. All concerned should understand where activities fit within the larger picture, i.e. Country Priorities and Country Programme outcomes.

126. Changing circumstances make imperative periodic monitoring and adjustment of a DWCP, the articulation of which must necessarily be both international and national in orientation.

127. The ILO does not work as the sole development partner with its constituents; its comparative advantages must be well known and valid both to constituents and strategic partners.

## Annex I. Terms of reference

### Terms of Reference Vietnam - ILO Decent Work Country Programme Review (2012-2016) 25 APRIL 2016

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#### 1. Introduction

The current Decent Work Country Programme (DWCP) for 2012-2016 was developed and endorsed by the national tripartite constituents (Government, Workers and Employers) with an official approval of the Prime Minister Office. It is aligned with Vietnam Socio-Economic Development Plan and the One UN Plan for the same period.

The Country Programme Review (CPR) will assess the relevance and coherence of the DWCP design, the efficiency in implementation, effectiveness of its operations, and sustainability of results. The review is also intended to provide a basis for improved insights within the country office as to how to better design, implement, monitor and assess country programmes in the future and also identify priorities by the constituents to inform the development of the next DWCP.

The CPR will cover interventions planned and carried out during the period 2012-2016, taking into account that the priorities remain the same. The CPR will be managed and coordinated by the ILO Regional Office for Asia and the Pacific (ROAP) and the ILO Hanoi Office in consultation with DWT-Bangkok.

The core CPR team will comprise an international consultant to act as facilitator and team leader and a national consultant. The ILO Monitoring and Evaluation Officer from ROAP will provide overall oversight. The ILO approach is to encourage participation of key stakeholders throughout the review process. The accuracy of the CPR will depend on the collaboration from the national tripartite constituents and other relevant stakeholders.

#### 2. Vietnam Decent Work Country Programme

The following three strategic priority areas were identified in the course of developing the DWCP in 2012- 2016:

- i) *Improving the quality and sustainability of growth through high quality of human resources, decent employment and sustainable enterprise development;*
- ii) *Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups;*
- iii) *Contributing to Viet Nam's aim to become a "modern-oriented industrialized nation" through strengthening labour market institutions and governance.*

The Country Programme Outcomes (outcomes) for the DWCP are as follows:

Outcome 1: Effective policies, strategies, data and analysis support labor market development and decent employment at national and provincial levels

Outcome 2: Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development

Outcome 3: Social protection is effectively extended

Outcome 4: Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation

Outcome 5: Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations

Outcome 6: Tripartite constituents have strengthened capacity to apply international labor standards, including through strengthened labor administration, and to meet the challenges of international integration

The ILO's work in Vietnam is primarily technically backstopped by the ILO Decent Work Support team –Bangkok, and with relevant HQ technical units. Technical cooperation projects funded by several donors have been an important mechanism and means of contributing to the progress towards decent work goal in Vietnam to date.

### **3) Purpose and Scope and Clients**

#### **3.1 Purpose**

The purpose of the review is to take stock of what has worked and has not worked and to see what needs improving and/or continuing to the next DWCP, which is scheduled to begin in 2017. The country situation and evolving national development frameworks and plans will be taken into account.

#### **3.2 Scope**

The CPR will cover the appropriateness and adequacy of the programme design, outreach/partnership and implementation performance of DWCP. It will also include an operational assessment of the progress being made on tangible outcomes directly resulting from ILO contributions in DWCP. Specifically, the scope of the work will include:

1. Review of the appropriateness and adequacy of the design of Vietnam DWCP vis-à-vis national development challenges and priorities, One UN, MDGs and ILO priorities.
2. Examination of the usefulness of the strategies, partnerships and challenges or constraints, and the practical application of gender mainstreaming, and attention to vulnerable target groups.
3. Assessment of how the DWCP has adapted/adjusted its strategies to the changing situation and needs on the ground
4. Analysis of DWCP implementation:
  - Examination of the **effectiveness** of DWCP (progress made towards outputs and outcomes - achievement of planned results), its organizational arrangements (managerial, administrative and business processes) and the availability of resources in delivering results.
  - Examination of the **efficiency** of programme implementation (time and cost).
  - Examination of the **sustainability** with particular attention to capacity/institutional development and the creation of enabling environment (changes in laws, policies and behaviours).
  - Identification of **key success factors and constraints** encountered (internal and external).

- Examination of knowledge management and communication strategies (internal and external) and the use of knowledge and the incorporation of M&E information into the knowledge base.
- 5. Assessment of any possible impact, identify good practices, and lessons learnt towards the achievement of the DWCP
- 6. Identification of business models operationalized within ILO programmes in Vietnam and in other UN agencies with a view to recommend optional business models for future adoption, considering the status of Vietnam as middle income countries, limitations of resources within ILO Hanoi, and the importance of joint programmes within the UN and between ILO and government offices and other entities in Vietnam.

### 3.3. Clients

- ∞ ILO Hanoi, ROAP and ILO constituent in Vietnam are the main clients of this review

### 4) Proposed methodology and the CPR Team

The review exercise is a participatory assessment of the implementation of the DWCP. The methodology will be based on a DWCP Progress Report prepared in the beginning of 2016 by MoLISA comprising in addition a further desk review of relevant documentation and an in-country mission of the CPR team for information gathering. The CPR is anchored in the Progress Report with a view to quickly starting and moving through the Review process, on the basis of the preliminary situation assessment established therein. A substantial part of this CPR process will thus effectively focus on verification of change in line with the DWCP logical framework, attribution to ILO support, and coherence – seen in hindsight – between actual support and the DWCP as a programming tool. The process includes a series of meetings/interviews between the CPR team and the Government, workers’ and employers’ organizations, other UN agencies, major donors and other relevant national partners as appropriate (e.g. academia) designed to elaborate and amplify information developed in the Progress Report. A stakeholder workshop will be organized as a platform for relevant internal and external colleagues to discuss the preliminary findings of the CPR.

An inception report will be developed at the outset to guide the CPR team in its work. The CPR's criteria and evaluation questions will be set down in the inception report, drawing inspiration and instruction from the review questions and analytical framework below, without compromising the intended brevity of this CPR and the data collection process that is inherent in it. The tripartite constituents will be consulted throughout the process and will have the chance to provide inputs to the draft TOR and the report.

### 5) Instructional review questions and analytical framework

#### 5.1 The role and relevance of ILO in Vietnam, its niche and comparative advantage

- ∞ The extent to which the national political, economic and social factors have shaped formulation of DWCP.
- ∞ To extent of flexibility that the DWCP has the ability to respond to emerging opportunities.
- ∞ The extent of DWCP priorities consistent with ILO’s capacities and its comparative advantages
- ∞ To what extent the ILO has achieved the overall policy coherence and partnership between ILO action and those of other UNs, and of the MDGs.
- ∞ The extent to which it is a realistic in its approach and takes into account budgetary realities

## **5.2 Tripartite participation and capacity**

- ∞ The extent to which it has been based on a solid mapping of constituent needs and is fully reflective of those needs in execution
- ∞ The extent that the national tripartite constituents are active in national development planning forums and networks.
- ∞ To what extent the national tripartite constituents take ownership of DWCP.
- ∞ To what extent the tripartite constituents have improved capacities to influence national policy and resources within decent work areas.
- ∞ The extent to which that the DWCP has worked in partnerships with tripartite constituents and built national capacities and support policy change.
- ∞ What are the main capacity and resource constraints of the tripartite constituents in delivering DWCP in line with their priorities? And if so have there been steps to address them collectively.

## **5.3 The focus and coherence of the programme's design and strategies**

- ∞ Is there coherence and integrated approach in DWCP strategy?
- ∞ The DWCP fits within ILO's strategic policy framework and programme and budget priorities and strategies.
- ∞ Does the DWCP reflects a consensus between the country and the ILO on decent work priorities and areas of cooperation?
- ∞ The extent to which that the DWCP strategy has been presented with main means of action for delivery of ILO support.
- ∞ To what extent the cross-cutting goals have been integrated into DWCP e.g. gender mainstreaming, targeting vulnerable target groups.
- ∞ The extent that the current programme is coherent, logic and captures opportunities for reinforcing each other in meeting objectives.
- ∞ Verification that ILO responds to recognized needs among constituents.
- ∞ The extent to which the resource mobilization is an integral part of DWCP strategies.

## **5.4 Managing for results**

- ∞ Has the DWCP defined clear outcome-level results against which it can be assessed?
- ∞ Is there clarity and agreement on how results have been documented and verified indicators with targets and milestones set are being applied? Has the monitoring plan been prepared and used as management tools?
- ∞ Are there exit strategies to ensure results are sustainable by partners' institutions at various levels (local, provincial and national) level?

## **5.5 The efficiency and adequacy of organizational arrangements to deliver ILO's programme in Vietnam**

- ∞ To what extent the operation and management set up are effective for DWCP implementation, adequate monitoring and ensuring delivering of the expected results.
- ∞ To what extent the ILO has operated fairly and with integrity.
- ∞ Are credible, skilled specialists supporting the work?
- ∞ Is resource mobilization being carried out effectively and efficiently?
- ∞ Are work processes efficient and timely?

## **5.6 Knowledge management and sharing**

- ∞ How effective is performance being monitored and reported?
- ∞ The extent to which and how the information is shared and made accessible to national partners?

- ∞ Is the ILO using/strengthening national knowledge networks and knowledge bases?
- ∞ How is the ILO utilizing the knowledge garnered from DWCP in its wider policy work and what are the mechanism that help information feed into the wider policy discourse in HQ

#### **5.7 Progress made on tangible outcomes**

- ∞ Is the ILO contribution to the outcome adequately resourced? Any technical cooperation activities (regardless of the sources of funds) contribute to this outcome? Any other resources? If under-resourced, why?
- ∞ Will all the planned outputs be delivered by the end of 2016?
- ∞ Are the quality and quantity of outputs delivered satisfactory/acceptable?
- ∞ Are the outputs delivered by the ILO being used by the partners/ target groups?
- ∞ Have the progress/changes taken place in the past five years (against the indicators/milestones set)? If not, why did it not happen?
- ∞ What emerging risks and/or opportunities have affected the progress of this specific outcome?
- ∞ Does the country programme take into consideration those risks and opportunities and adjust the outcome and/or its strategies?

### **6) Management and roles and responsibilities**

#### **6.1 ROAP's roles and responsibilities**

ROAP Monitoring and Evaluation Officer coordinates this CPR with ILO Hanoi Office including developing this TOR, participating in the review mission and reviewing the CPR report. ROAP will provide financial support for this CPR. ROAP will consult with ILO Hanoi Office throughout the process.

ROAP has oversight responsibility for the whole CPR and will share the draft report with ILO Hanoi Office, tripartite constituents, relevant ILO staffs and specialists for comments. ROAP will consolidate all the comments and submit them to the CPR team for consideration to incorporate them in the revised and finalized report.

#### **6.2 ILO Hanoi Office's roles and responsibilities**

ILO Hanoi Office (Programme Unit Coordinator as focal point) will coordinate with ROAP and will brief partners on the process and their participation. ILO Hanoi Office will help facilitate the whole review process. ILO Hanoi Office will also prepare relevant information in advance to contribute to the review exercise.

ILO Hanoi Office in consultation with the tripartite constituents, will arrange a stakeholder workshop where relevant internal and external stakeholders can analyze and discuss ILO's work in the country (also for the CPR team to share the preliminary findings).

ILO Hanoi Office (together with other stakeholders if relevant) will take action and follow up on the recommendations of the review

ILO Hanoi needs to prepare relevant information in advance to contribute to the review exercise prior to the start of the field mission as follows:

- ∞ Updated DWCP monitoring plan and implementation plan
- ∞ Summary of relevant countries' policies, such as employment, industrial relations, migration, occupational safety and health, social protection.

## Annex II. List of interviewees

### ILO Office and project staff

Mr. Chang-Hee Lee, Director

#### *CP 1, Employment Cluster*

Ms. Huong, Programme Unit

Ms. Nguyen Thi Huyen, NPC Value Chain Project

Mr. Ngo Quang Vinh, NPO, Skills for Trade: Applying the G20 Training Approach Project

Ms. Nguyen Thi Oanh, Public Employment Programme Collaborator

Ms. Nguyen Thai Mai Thuy, NPC, Triangle Migration Project

#### *CP 2, Social Protection*

Ms. Doan Thuy Quynh, Programme Unit

Ms. Thanh Huyen,

Ms. Nguyen Phuong Vinh, Social Insurance Project

Mr. Minoru Ogasawara, CTA, Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labour in Viet Nam.

#### *CP 3, Labour Market Governance*

Ms. Pham Thi Hoang Lien, Enterprise Adviser Team Leader, Better Work Vietnam

Mr. Phillip Hazelton, CTA, Industrial Relations Project

Ms. Nguyen Ngoe Duyen, OSH Project Administrative/Finance Officer

Ms. Vu Kim Hue, Project Officer, Labour Inspection Project

Ms. Le Thu Hang, Project Officer, Labour Inspection Project

### Ministry of Labour, Invalids, and Social Affairs

#### *Bureau for Employment*

Ms. Hanh, Employment Bureau

Ms. Phuong, Specialist, Employment Bureau

#### *Social Insurance Department*

Mr. Tran Hai Nam, Deputy Director

Ms. Minh, Social Insurance

#### *Social Protection Policy Division*

Mr. Thanh

Ms. Ha

#### *Legal Department*

Ms. Yen, Officer

#### *Labour Inspection*

Ms. Diep, International Cooperation

#### *Safe Work*

Mr. Nguong, Deputy Director

Mr. Hoang Long, Officer

#### *Directorate of Vocational Training*

Mr. Dao Van Tien, Director, Department of Vocational Training

#### *International Cooperation Department*

Ms. Dung, Director-General

Ms. Hang, Vice Director, ICD

Ministry of Planning and Investment, General Statistics Office

*Department of Population and Labour Statistics*

Ms. Nguyen Thi Xuan Mai, Director

Ms. Dung

UNFPA

Ms. Nguyen Ngoc Quynh, Programme Analyst on Social Protection

UNICEF

Ms. Mizuho Okimoto-Kaewtathip, Social Policy and Economic Analysis Specialist

VGCL

Mr. Dan Trung Dung, Deputy Director, International Department

Mr. Duong Xuan Hieu, Chief of Division, International Division

Mr. Thanh, Industrial Relations

Mr. Tien, Director of Workers and Trade Union

Mr. Tu, Head of Economic Policy Department

VCCI

Ms. Tran Thi Lan Anh, Deputy Director of Bureau for Employers' Activities

VCA

Mr. Anh

Others

Ms Hanh, previous Chief. Anh

### Annex III. Monitoring plan with findings on target achievement

Country Priority 1: Improving the quality and sustainability of growth through high quality human resources, decent work and the development of sustainable enterprise.

Outcome 1: Analysis, data, effective strategies and policies support labour market development and decent work at national and provincial levels

1.1. Gender equitable frameworks for labour market development and employment promotion finalized and implemented

**Baseline:** 2011 Draft Employment Law, National Employment Strategy, Labour Market Master Plan

**Target:** i) Employment Law adopted in 2013, ii) National Employment Strategy and Labour Market Master Plan implemented

**Means of verification:** Government records (National Assembly, MOLISA, Ministry of Planning and Investment); annual Tripartite Review Meetings; MDG reports.

**Findings on target achievement:** Employment Law adopted, National Employment Strategy (NES) and Labour Market Master Plan (LMMP) not implemented. The NES and LMMP were produced with support by the ILO at the start of the DWCP, the first in cooperation with the Bureau for Employment, the second in cooperation with ILSSA. They were not adopted/endorsed by government. ILO support to develop the Employment Law was *very important*, although documentation shows that ILO advice was not substantially followed.

1.2. Increase in the number of ILO Conventions ratified and implemented

**Baseline:** Current list of ratified ILO Conventions

**Target:** Employment Conventions (C122, C88, C142 and C181) ratified and key provisions implemented by 2016

**Means of verification:** Reports on the application of ratified Conventions sent to ILO.

**Findings on target achievement:** Convention No. 122 was ratified in 11 June 2012. Conventions Nos. 88, 142, and 181 are not ratified. The ILO supervisory bodies are supervising implementation of Convention No. 122; CEACR comments are pending, as is completely normal for this promotional Convention. The ILO provided information in workshops on the Convention No. 122 prior to its ratification, with a view to clarifying understanding of the instrument and its obligations. ILO support had *some limited significance*, as the instrument had been designated for ratification. Conventions Nos. 88 and 181 are now on a government list targeted for ratification.

### 1.3. Policy makers make use of sex-disaggregated, up-to-date and reliable labour market information and analysis

***Baseline:*** Current frequency and coverage of Labour Force Surveys and Enterprise Surveys

***Target:*** Annual publication of Viet Nam Employment Trends report; Labour Force and Enterprise Surveys provide sex-disaggregated data at provincial level

***Means of verification:*** User survey of Viet Nam Employment Trends reports; review of Labour Force and Enterprise Surveys

***Findings on target achievement:*** Viet Nam Employment Trends report, first published by MOLISA's Bureau of Employment in 2009<sup>75</sup> and again in 2010<sup>76</sup> with ILO support, and continues to be published annually by the Bureau for Employment.<sup>77</sup> At the same time, in 2009 and 2010, the ILO supported publication *Vietnam Labour and Social Trends Report*, produced by MOLISA's ILSSA and without ILO financial support. The GSO's Department of Population and Labour Statistics publishes Labour Force Survey quarterly, in Vietnamese and English,<sup>78</sup> and annually.<sup>79</sup> The GSO conducts Enterprise Surveys in respect of labour force size and characteristics by age, quantity and sex. Both contain sex-disaggregated data. Published data is by region, not province, although provincial data is available. Today's *Vietnam Labour and Social Trends Report* and *Vietnam Employment Trends* report can be fully attributed to their start as outputs of ILO support. ILO technical supports are and have been very important for the quality of the labour force survey; it follows international statistical standards provided through project and regular support.

### 1.4. A gender-sensitive skills development system based on NQF and labour market needs developed and implemented

***Baseline:*** Current qualification structure under the Vocational Training Law 2006

***Target:*** NQF developed and implemented with occupational skills standards in high demand areas issued and harmonized

***Means of verification:*** Reports from General Directorate of Vocational Training on implementation of Vocational Training Law; review of NQF

***Findings on target achievement:*** A National Qualification Framework was submitted to the Prime Minister for approval in March 2016. The ILO, UNESCO, Korea and Japan have provided support to developing the framework.<sup>80</sup> ILO support is reported to have been of somewhat limited significance for NQF development.

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<sup>75</sup> [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms\\_120409.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_120409.pdf)

<sup>76</sup> [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/publication/wcms\\_151364.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/publication/wcms_151364.pdf)

<sup>77</sup> The 2014 report was eyed by the RT.

<sup>78</sup> See [http://www.gso.gov.vn/default\\_en.aspx?tabid=515&idmid=5&ItemID=15758](http://www.gso.gov.vn/default_en.aspx?tabid=515&idmid=5&ItemID=15758) (accessed 29 June 2016)

<sup>79</sup> See [http://www.gso.gov.vn/default\\_en.aspx?tabid=515&idmid=5&ItemID=14007](http://www.gso.gov.vn/default_en.aspx?tabid=515&idmid=5&ItemID=14007) (accessed 29 June 2016)

<sup>80</sup> See case description in UNESCO Institute for Lifelong Learning 2014. *The Global Inventory of National Qualifications Frameworks: Vietnam*, Available at:

[http://uil.unesco.org/fileadmin/keydocuments/LifelongLearning/en/UIIL\\_Global\\_Inventory\\_of\\_NQFs\\_Viet\\_Nam.pdf](http://uil.unesco.org/fileadmin/keydocuments/LifelongLearning/en/UIIL_Global_Inventory_of_NQFs_Viet_Nam.pdf).

1.5. Increase in number of male and female job seekers finding jobs through employment services

**Baseline:** 16.4% of job placements(2010) and 1.1 million visitors for career guidance by employment service centres in 2011 ,of which 46% are female

**Target:** i) 30 % increase (by 2015) in number of job placements and ii) two millions of young women and men (2015) provided career guidance. At least 50% of the stakeholders in both targets are female.

**Means of verification:** Records of employment service centres

**Findings on target achievement:** Data on this target was not secured by the RT. In 2014, the ILO supported piloting of an Innovative Career Guidance package in Phu Tho, Quang Nam and Thua Thien-Hue provinces.<sup>81</sup> The module is reported to have been disseminated nation wide and put to use for youth career guidance in schools and vocational training institutions. MOLISA's GVDT reports that in 2015 1.8 million persons (including youth) had received career guidance in connection with short course vocational training and 215,000 in connection with secondary and tertiary level vocational training. Since career guidance as per the target would have been provided in any case, where it has been provided in connection with vocational training, ILO support has been *very important* for potentially improving the quality of guidance.

1.6. ILO, together with its provincial partners implementing LED approach, will create and disseminate best practices on strengthening decent employment and income generation at local level

**Baseline:** Five provinces implement LED approach and one of them has developed a model for provincial Labour Market Development Strategy.

**Target:** By 2013, five provinces have developed provincial policy instruments to implement national strategies to create decent employment; labour market data drawn from LED implementing provinces and best practises disseminated at national level.

**Means of verification:** Reports from LED Committees set up at local level; Evaluation of selected LED projects

**Summary of findings:** Provincial advisory boards were established in Nghe An and Thanh Hoa provinces to foster interdepartmental collaboration to support the creation of income and employment opportunities for poor rural households engaged in craft-related value chains after the life of the Green Production Project. Following the decision to establish the board in Nghe An province, the provincial authorities developed a decision from the Provincial People's Committee to develop the bamboo/rattan and sericulture value chains. Not known if the decision was adopted.<sup>82</sup> In the ILO tourism project, a similar provincial advisory board in the industry was created and in the case of Quang Nam province, that Provincial Advisory Board is also the Provincial Tourism Development Committee. It still exists and will exist as it is established by Provincial People's Committee to run their work in the sector. The ILO project was supporting them with technical expertise in planning, developing and promoting tourism policies through concrete models. Unable to make further determinations. The ILO support was probably *indispensible* in creating these bodies. Best practices have been disseminated at the national level through ILO project documentation and a national workshop organised by the Poverty Reduction Office.

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<sup>81</sup> See [http://www.ilo.org/hanoi/Informationresources/Publicinformation/Pressreleases/WCMS\\_325812/lang--en/index.htm](http://www.ilo.org/hanoi/Informationresources/Publicinformation/Pressreleases/WCMS_325812/lang--en/index.htm) (accessed 1 July 2016)

<sup>82</sup> Keller, D. P. 2013. *Independent Final Programme Evaluation Report: Green Production and Trade to Increase Income and Employment Opportunities*, Available at: [http://www.mdgfund.org/sites/default/files/Vietnam%20-%20Private%20Sector%20-%20Final%20Evaluation%20Report\\_0.pdf](http://www.mdgfund.org/sites/default/files/Vietnam%20-%20Private%20Sector%20-%20Final%20Evaluation%20Report_0.pdf), p. 38.

Outcome 2: Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development.

2.1. Social partners and education institutions implement ILO entrepreneurship and enterprise development tools and training packages

**Baseline:** *VCCI and other business development providers have institutionalized SIYB at the national level and implement it in at least 10 provinces. KAB training curriculum has been introduced and implemented in 4 provinces.*

**Target:** *i) Under the One Million Rural Workers Programme, General Directorate of Vocational Training institutionalizes ILO entrepreneurship and enterprise development tools and training packages; ii) KAB integrated in secondary education curricula and vocational training institutions.*

**Means of verification:** *reports from these institutions on types of training and numbers of trainees.*

**Findings on target achievement:** SIYB, GYB, SYB, IYB is institutionalized within the General Directorate of Vocational Training, with an agreement signed with the ILO, and 15 SIYB master level trainers certified by ILO, some 80 trainers and some 400 trainers within training service providers.<sup>83</sup> KAB integration at national level has been authorized by the Prime Minister.<sup>84</sup> ILO is currently working at provincial level with interested educational bodies. ILO support was *indispensible* in these developments, considering in particular that ILO tools are explicit in the indicator and the target.<sup>85</sup>

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<sup>83</sup> See International Labour Office. 2014. *Start and Improve Your Business Implementation Guide*. Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---emp\\_ent/---ifp\\_seed/documents/publication/wcms\\_315262.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/publication/wcms_315262.pdf) at p. 12, where the case example of Vietnam is cited.

<sup>84</sup> Decision 971/ 57/QĐ-TTg, 7 July 2015

<sup>85</sup> The KAB element of this target was recommended in Leowinata, S. & Smawfield, D. 2011. *Final Evaluation of the Labour Market Project - Vietnam*, Available at: <http://www.ilo.org/evalinfo/product/viewProduct.do;jsessionid=d29ea52bbca6d48a2d2a5492c7f795aa3692d7788582c0cd05a4382454649a6c?productId=9544.>, p. 10: "The Government of Vietnam considers incorporating KAB curriculum contents into the national framework curriculum for VET institutions – either making it mandatory or offering it as a VTI curriculum option through MOLISA as well as secondary school curriculum through MOET. This recommendation is made on the basis of stakeholder appreciation of the value and relevance of the contents, but a fear that their continued use may not otherwise be sustainable."

## 2.2. LED programmes in selected provinces/districts establish measures to improve the local business environment in particular for SMEs, cooperatives and informal business enterprises

**Baseline:** *With ILO assistance, five provinces have started implementing LED approach with the target to improve business environment for micro, small and medium size enterprises.*

**Target:** *The five provinces have developed implementation plans for national policy instruments and used LED approach to create decent jobs through improved micro, small and medium size enterprises business environment with active participation of stakeholders (at least 50% female) from at least 15 districts all together. The Local Economic Development approach is introduced further to more provinces in the country.*

**Means of verification:** *Reports from Local Economic Development Committees; evaluation of selected LED projects.*

**Findings on target achievement:** Three ILO project used LED approaches for purposes indicated in the target. Relative to the "active participation of stakeholders" aspect of the target, there is reference to use of the LED approach in the final evaluation of one, with a lesson learned: "Results of LED and DWCP interventions are unlikely to be sustainable without the sufficient *participation [ed.]*, engagement and support from the private sector. Public-private dialogue and partnerships need to be strengthened and institutionalized."<sup>86</sup> Unable to determine if the LED approach has been introduced further to more provinces in the country. ILO support was *indispensible* regardless of whatever has developed in fact.

## 2.3. Constituents use ILO tools and methodologies to improve working conditions, productivity and competitiveness of enterprises

**Baseline:** *Over 100 enterprises participating in Better Work in 2011 and 5 enterprises in SCORE Programme in 2011*

**Target:** *Over 700 enterprises participating the Better Work programme*

**Means of verification:** *Monitoring and Evaluation reports from the Better Work and SCORE Programmes; enterprise surveys*

**Findings on target achievement:** Better Work programme factory list as of November 2015, released by BWVN showed that there were 405 enterprises participated BW nationwide. Premise of target was mandatory participation of enterprises, modelled after Better Factories Cambodia. BWV adopted a voluntary participation model for enterprises, undermining the premise of this target. ILO/IFC BW support was *indispensible* in this development.

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<sup>86</sup> Schröter, K. M. & Ha, N. T. 2014. *Strengthening of Inland Tourism in Quang Nam Province (SIT) – Final Evaluation*, Available at. See also:

2.4. National laws and Programme on Labour Protection, Occupational Safety and Health (OSH) apply ILO tools and methodologies to improve OSH with a focus on vulnerable sectors and SMEs

**Baseline:** *Extent of current implementation of Occupational Safety and Health Law*

**Target:** *National OSH Law and OSH provisions in Labour Code enforced and National OSH Programme improves OSH in sectors such as chemicals, agriculture, mining and construction*

**Means of verification:** *reports from National Programme and implementation of OSH Law and Labour Code; survey of selected sectors*

**Findings on target achievement:** It is not possible to comprehensively quantify the level of enforcement or improvement of OSH in sectors, including those identified. The report entitled National Programme on Occupational Safety and Health for the Period of 2016-2020 provides statistical data suggesting that fatalities in identified sectors (mining, construction, use of electricity, metal and chemical production) has been reduced by 8.34% during the period 2011-2014 as compared with that of 2006-2010, but non-fatal occupational injuries and diseases have increased. ILO technical cooperation executed numerous sector-focused OSH activities during DWCP intended to improve OSH in the sectors.<sup>87</sup> ILO support has been *very important* to the undertaking of recent sectoral enforcement campaigns. The favourable results for enforcement and improved OSH are published in the report cited above.

Country Priority 2: Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups.

Outcome 3: Social protection coverage is effectively extended

3.1. Government operationalizes a gender responsive national social protection strategy coherent with the Social Protection Floor and linked with labour market policies

**Baseline:** *Current Social Protection Strategy*

**Target:** *National Social Protection Strategy incorporates gender equality principles and four components of Social Protection Floor and coherently incorporates both active and passive labour market policies*

**Means of verification:** *Review of National Social Protection Strategy 2011-2020; including regulations regarding unemployment insurance and access to training and employment services*

**Findings on target achievement:** There is no National Social Protection Strategy *per se*. Party Resolution No. 15 of (June 1) 2012 is considered strategic. Prime Minister Resolution No. 70 of (November 1) 2012 implements the Party Resolution. Reading of these documents show that they conform to the target. To the extent that these documents are seen to incorporate an ILO supported draft Social Protection Strategy (prepared for government meeting before the DWCP, in March 2010), and considering the fact that implementation of these documents have been found to include components of the SPF but not to fully implement them, ILO support should be seen to be of *some limited significance*.

<sup>87</sup> ILO/MOLISA/Japan OSH Project on “Effective implementation of the National OSH Programme for Improving safety at workplaces in Viet Nam” (RAS/08/07M/JPN), ended on 31 December 2011. See also Supplement to the Occupational Safety and Health project in Hazardous Work in Vietnam (VIE/15/51/JPN), [http://www.ilo.org/hanoi/Whatwedo/Projects/WCMS\\_392366/lang--en/index.htm](http://www.ilo.org/hanoi/Whatwedo/Projects/WCMS_392366/lang--en/index.htm), which supported production of the report mentioned above.

3.2. Social Insurance Law reform incorporates proposals for alternative, gender responsive, legal, policy, targeting and financing options

**Baseline:** *Current Social Insurance Law*

**Target:** *Social insurance including social pensions incorporating proposals implemented*

**Means of verification:** *Review of revised social insurance law and related policy and legal documents*

**Findings on target achievement:** Social Insurance Law understood to have incorporated ILO proposals. ILO support was *very important* for the reform process.

3.3. Implementation of unemployment insurance incorporates proposals for alternative legal, policy, targeting and financing options

**Baseline:** *Current unemployment insurance system; current numbers covered*

**Target:** *Revised unemployment insurance policy adopted and implemented*

**Means of verification:** *Review of unemployment insurance policy and legal documents; records of numbers covered*

**Findings on target achievement:** A revised unemployment insurance policy has been adopted and implemented. Policy suggestions made by the ILO are understood to generally not have been incorporated in the Employment Law, which now expresses the unemployment insurance policy. Extension of coverage has occurred, and this the ILO supported in policy advice. ILO support had *some limited significance*.

3.4. Number of women and men working in the informal and rural sectors have improved access to microfinance/micro insurance

**Baseline:** *Current accessibility of women and men in the informal and rural sectors; Current number accessed*

**Target:** *i) Improved access of male and female beneficiaries to the services; ii) Products for microfinance/micro insurance.*

**Means of verification:** *Evaluation of microfinance/micro insurance scheme*

**Findings on target achievement:** The ILO has not provided support in this area during the term of the DWCP.

3.5. Implementation of a public employment programme that integrate rights, skills development, social protection and social dialogue

**Baseline:** *Ad-hoc initiatives under Program 135 and 61 districts*

**Target:** *a pilot employment-intensive program is designed and implemented*

**Means of verification:** *program design document and budget allocation*

**Findings on target achievement:** The target has not been achieved as a decision was made not to have a public employment programme. The ILO had provided technical supports in regard to a programme. A public employment policy is now in place, developed with ILO support. ILO support was probably between *very important* in this development.

Outcome 4: Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation.

4.1. Tripartite policy makers apply sex disaggregated data and gender mainstreaming tools in their policy and programming work to promote gender equality

**Baseline:** *Current Gender Equality Law*

**Target:** *At least 80% of major ILO-supported policies and programmes are gender-responsive and address gender-gaps*

**Means of verification:** *Gender audit of key partner organizations; MDG reports; reports on ratified Conventions*

**Findings on target achievement:** MOLISA is the state managing agency on gender equality, under the Law on Gender Equality. It's Gender Equality Department provides, on request, reviews of any normative instruments to be issued by state managing agencies. The Ministry of Justice also conducts assessment of gender equality mainstreaming in legal documents. The annual Report on Implementation of the National Targets on Gender Equality lists laws and normative instrument that have integrated gender equality. The ILO has supported some of the policies and programmes reflected in some of these documents. In the report for 2012, these include the Labour Code, the Trade Union Act, the Decree No. 02/2013/ND-CP (March 2013), to name just three. It is not possible to identify and compare all major ILO supported policies and programmes with actually gender assessments made. The Review Team is reassured by systematic potential for gender assessment relative to achievement of this target. Significant supportive partnerships assist MOLISA in its gender equality work. Insofar as integration of gender equality assessment of policies and programmes is mandated by law, ILO support may be judged to have made *some limited contribution* to this process. .

4.2. Tripartite constituents adopt laws, policies and programmes to promote the labour market inclusion of persons with disabilities

**Baseline:** *No Action Plan*

**Target:** *Ratification of C159 and employers' and workers' organizations raised their awareness for inclusion of persons with disabilities in the labour market*

**Means of verification:** *Progress reports on implementation of the Action Plan*

**Findings on target achievement:** Convention No. 159 has not been ratified. It was included for ratification in a recent ratification plan and the ILO has supported understanding of the conventions' obligations, and awareness raising of employers' and workers' organizations. As ratification has not yet occurred, ILO support had limited significance to this target. To the extent awareness has been raised (quantity unknown), ILO support has been *very important*.

4.3. Tripartite constituents adopt policies and programmes to increase access of persons living with HIV/AIDS to decent employment

**Baseline:** *Number of workplace programmes in 2011*

**Target:** *Enterprises in selected sectors have established HIV/AIDS policies/programmes*

**Means of verification:** *MDG reports*

**Findings on target achievement:** VCCI reports that entertainment sector enterprises participating in an ILO project have established HIV/AIDS policies and programmes related, *inter alia*, to HIV/AIDS testing and customer contact. ILO support is said to have been *very important*.

#### 4.4. Significant reduction in the worst forms of child labour

**Baseline:** *National plan of action developed by Vietnam*

**Target:** *Child labour survey in 2016 reports reduction in the incidence of the worst forms of child labour*

**Means of verification:** *Sex-disaggregated Information from Time-Bound Programme and surveys*

**Findings on target achievement:** Child labour survey last conducted in 2012 and published in 2014. The next is scheduled for 2017, with publication in 2018. To the extent that a child labour survey is the method to be used to determine a reduction of the incidence of the worst forms of child labour, ILO support is *indispensible* for achievement of this target; the GSO aims to incorporate a child labour module into its regular periodic labour force survey, to determine the prevalence of the worst forms of child labour.

#### 4.5. Male and female overseas migrant workers have improved access to information and services for safe migration and protection of their rights

**Baseline:** *Guiding documents for the Law on Contract-based Vietnamese Overseas Workers and programmes to implement that Law not sufficient; Code of Conduct for recruitment agents not monitored*

**Target:** *Law on Contract-Based Overseas Workers effectively implemented; Monitoring mechanism for Code of Conduct functions effectively*

**Means of verification:** *Monitoring mechanism for Code of Conduct for recruitment agents; reports of training provided for migrant workers*

**Findings on target achievement:** The law is being implemented and the Code of Conduct monitored. The "effectiveness" of implementation and monitoring has not been measured. ILO support has probably been *very important*.

#### 4.6. Tripartite constituents are aware of and develop policies and programmes to address the decent work deficits of other disadvantaged and vulnerable groups

**Baseline:** *Limited number of seminars organized by social partners*

**Target:** *Action Plan developed and implemented by tripartite partners to promote decent employment for internal migrants; Action Plan developed and implemented by tripartite partners to promote decent employment for farmers who lose their land*

**Means of verification:** *Reports of awareness raising conducted and review of policies/action plans developed*

**Findings on target achievement:** The ILO has not provided support in this area during the term of the DWCP.

Country Priority 3: Contributing to Viet Nam's aim to become a "modern-oriented industrialized nation" through strengthening labour market institutions and governance.

Outcome 5: Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations

5.1. Organizations of employers and workers, including cooperatives, are more influential and representative and provide improved and new services to respond to the needs of existing and potential members

**Baseline:** *Membership in trade unions, employers' organizations and cooperatives in 2011*

**Target:** *i) Employers' and workers' organizations participate in decision-making with government or other key partners and have their views reflected in adopted legislation and policy; ii) More effective services for their members*

**Means of verification:** *Service records (training, participation in policy dialogues, information systems, consulting services, etc.) of employers' and workers' organizations*

**Findings on target achievement:** With regard to government decision-making involving matters in which the ILO has provided support, employers' and workers' organizations' participation has been ensured and enhanced by ILO support, which has been *very important* in this regard. It is not possible to determine the extent to which their views have actually been reflected in adopted legislation and policy. In terms of more effective services, representation as a service is seen by the VGCL as a critical new development for which ILO support has been *very important*. VGCL also reports having extended their member services in terms of training on the functioning of trade unions, social dialogue, negotiation, etc., for which ILO support has been *very important*. The development of sustainable member services is an key element of regular ILO support to employers' organizations, including VCCI, which reports that it has been capacitated to offer advisory services to employers in regard to forced and child labour, workplace risk assessment, business association development and management, but faces challenges in marketing these services, assuring the quality of services should they be offered, and developing service providers. ILO support in service development for VGCI is said to be *very important*, with a note that in regard to the provision of information and potential products specialised on "labour issues", ILO support to VCCI is *indispensible*.

5.2. Institutions, including the workers and employers organizations, and mechanisms for industrial relations strengthened

**Baseline:** *C144 on Tripartite Consultation ratified; NLRC does not have infrastructure or work plan at national and local levels*

**Target:** *C144 applied, including through more effective functioning of the NLRC at national and local levels and implementation of advisory, conciliation and arbitration services*

**Means of verification:** *Reports from NLRC and its local branches; reports on implementation of C144*

**Findings on target achievement:** The functioning of the NLRC has not been more effective, and structural impediments continue to block implementation of advisory, conciliation and arbitration services improvement, although efforts have been made with ILO support. Because of the structural impediments, support has *some limited significance* if only for developing awareness of alternative approaches.

Outcome 6: Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration

6.1. Laws relating to social dialogue and industrial relations finalized and effectively implemented

**Baseline:** *Extent of adoption of the amendments of the Labour Code and Trade Union law. Current status of Industrial Relations Law and minimum Wage Law development*

**Target:** *i) Amendments to Labour Code and Law on Trade Unions adopted applied; ii) Minimum Wage Law finalized and implemented*

**Means of verification:** *National Assembly records and reports from implementing agencies*

**Findings on target achievement:** Implementing decrees and circulars, etc. for the Labour Code and Law on Trade Unions as amended have been produced. The Government has determined not to proceed with a Minimum Wage Law. ILO supports to this target have probably been *very important*.

6.2. Tripartite constituents consider relevant ILO Conventions to ratify and apply

**Baseline:** *Current capacity of the tripartite constituents*

**Target:** *Conditions and preparedness of tripartite constituents improved to consider C87, C98, C122, C131, C159, C187 for possible ratification*

**Means of verification:** *Feasibility studies conducted of relevant Conventions and reports of tripartite dialogue*

**Findings on target achievement:** Tripartite constituents have universally proclaimed that conditions for consideration of ratification of these named conventions have been improved, crediting particularly ILO technical supports to them as a group and individually. The fact that expertise and knowledge of the ILO standards resides almost uniquely with the ILO, and that this has been shared with the tripartite constituents through numerous vehicles during the life of the DWCP makes this support *indispensible* in terms of the target.

6.3. The labour administration system more effectively applies labour law and provides gender-responsive services at national and local levels, including to workers and enterprises in the informal economy

**Baseline:** *Extent of the coverage of the labour inspection system*

**Target:** *The labour inspection system extends coverage to workers and enterprises in selected segments of the informal economy both in female and male dominated sectors*

**Means of verification:** *Labour inspection reports; enterprise survey*

**Findings on target achievement:** For most of the period under the DWCP, government has not pursued extension of labour inspection *per se* to the informal economy, as it is outside the scope of legal protections. However, the Law on Labour Safety came into force 1 July 2016. It covers informal economy workers and labour inspection is charged with its enforcement. ILO support has been to strengthen the labour inspection system generally, and is said to have been very important for basic training of labour inspectors, development of inspection policy and management, etc. but not directly relevant to the informal economy target. To the extent that support in developing the new Law on Occupational Health and Safety has helped extend it to cover the informal economy, ILO supports may have been *very important*. In terms of support to the labour inspection system in the informal economy actual supports would have had *some limited significance*.

6.4. Tripartite constituents effectively respond to regional and international commitments and the challenges of international integration and fair globalization

**Baseline:** *Current status and quality of Vietnam's representation in the ILO Governing body*

**Target:** *Viet Nam effectively participates as Titular Member in the ILO Governing Body 2011- 2014; Tripartite constituents develop, implement and report on policies and programmes specifically responding to regional and international commitments*

**Means of verification:** *ILO Governing Body records; reports of relevant international commitments, such as ratified Conventions and MDG report*

**Findings on target achievement:** Viet Nam fulfilled its role as a titular Member in the Governing Body of the ILO in 2011-2014 and as the ASEAN's coordinator at the ILO. The voice of Viet Nam and ASEAN has been raised further at the GB and ILC. ILO support enabling consultations, orientation, training was *very important* for this development.

## Annex IV. RBM frameworks harmonized, as of 2016

One Plan, 2012 - 2016	Focus Area 1							Focus Area 2					Focus Area 3						
	Inclusive, Equitable & Sustainable Growth							Access to Quality Essential Services and Social Protection					Governance & Participation						
	Outcome 1.1			Outcome 1.2				Outcome 2.1			OP2.4		OP3.1	OP3.2		OP3.4			
	People-centred, green and evidence based development policies			Institutions Create Opportunities for Decent Work				Quality, Coverage and access to Social Protection			Gender Equality Promotion & Sustainable Response to HIV		Law Formulation by Elected Bodies	Access to Justice & Implementation of International Conventions		PSPMO participation in policy discussion and decision making			
	Output 1.1.1	Output 1.1.2	Output 1.1.3	Output 1.2.1	Output 1.2.2	Output 1.2.3	Output 1.2.4	Output 2.1.1	Output 2.1.2	Output 2.1.3	Output 2.1.4	Output 2.4.1	Output 2.4.3	Output 3.1.1	Output 3.2.1	Output 3.2.2	Output 3.4.1	Output 3.4.2	
	Strengthened capacities of data producers and used for development planning & decision making	Inclusive, People-centered and equitable policy options	Multidimensional approach adopted at poverty reduction policies	Inclusive policies and support programmes for sustainable enterprise development	Vocational Training and specialized skills development policies and programmes	Competitiveness and market access of informal and formal sector businesses	Discrimination and exploitation in employment policies and programmes	Evidence to guide social protection legislation and Policy	Policy advice and technical support to enhance effectiveness of Social Protection System	Legal, financial and policy options guiding expansion of Social Protection System	Institutional and human resource capacity to design and deliver social insurance / welfare / protection services	Evidence-informed responses to address HIV stigma, discrimination, inequality and inequity	Gender inequality & inequity, gender discrimination & gender-based violence	High quality research and data to guide law formulation	Policy, legal and regulatory framework to reflect rights of most vulnerable groups and increase their access to justice	Law Enforcement and Judicial Institutions Strengthened	Policy framework and mechanisms for PSPMO participation	PSPMO human resources and organizational capacities	
PCGs	Economic Growth & Decent Work (ILO as co-convenor)							Social Protection (ILO as Alternate)					HIV/AIDS	Gender	Governance				
DWCP	Country Priority 1: Quality and sustainability of growth through decent employment and sustainable enterprise development							Country Priority 2 Equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups					Country Priority 3 Strengthening labour market institutions and governance						
	Outcome 1 Effective policies, strategies, data and analysis support labour market development and decent employment			Outcome 2 Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development				Outcome 3 Social protection is effectively extended			Outcome 4 Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation		Outcome 6 Tripartite constituents have strengthened capacity to apply international labour standards		Outcome 5 Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations				
P&B 2016-17	1 Better jobs and youth employment			4 Sustainable Enterprises		5 Decent work in the rural economy	6 Formalization of the informal economy	8 Promoting fair and effective labour migration policies	3 Creating and extending social protection floors			8 Protecting workers from unacceptable forms of work		2 Ratification and application of international labour standards		7 Promoting workplace compliance	1 More and better jobs and youth employment	10 Strong and representative employers' and workers' organizations	
CPO	VNM 127 (former 126, 127, 128)							VNM 105	VNM 151		VNM 104		VNM101 (former 101, 102, 106)						
													VNM 107 (former 103, 107, 152)						
													VNM 801						
													VNM 802						
Ongoing TC	?			SCORE (Norad and SECO)		Informal sector (DRTF, RB SA)		TRIANGLE - 2nd phase		Social Insurance (OUP)		ENHANCE (USDOL)		HIV/AIDS (OUP)		OSH (Japan) and SY@W (US); Inspection (Netherlands); Better Work (Canada and Switzerland)			
	PEP (Korean Fund)			Tourism (OPF) - completed		Skills for Trade		Tourism (Lux)		Social Insurance (Japan)				PROPEL (Irish) - completed		IR Master plan (RB SA) - completed		Better Work (RB SA) - completed	
				Electronic (Japan fund)														ACTRAV/VGCL / APHEDA union capacity building	
RB Execution	Pilot new LFS (wave 2)			TPP impact and LM II research						MPSAR & social assistance		Actuarial valuation (pension)				Forced labour		IR (US) = TPP/IR (US) + Workers' and Employers' Organizations	

\* This cell (red text) is blank in the CO original, reflecting the fact that VNM 105 is considered "pipeline" and not "target" in term of ILO results (i.e. "P&B outcome") reporting. This is so even though VNM 105 funding and activities (GMS TRIANGLE project), has indeed contributed to DWCP Country Priorities outcomes.

## Annex V. DWCP Priority and Outcome statements vs. P&B CPO statements

The diagramme below illustrates how CPOs registered in the ILO's IRIS, deviate from the statements of Country Priorities and Outcomes from the DWCP document, although logically related. It is organized in line with Annex IV, above. Since the Office's limited resources at all levels manage against global outcomes, using CPOs created for that purpose, the statements of Country Priorities and Outcomes take on diminished day-to-day importance. This reality – which naturally (although regrettably) occurs because of the global character of the ILO's RBM – needs to be counterbalanced with committed country level monitoring in order to assure registration of country level progress in terms that are relevant at the country level.

DWCP CP 1: Improving the quality and sustainability of growth through high quality human resources, decent work and the development of sustainable enterprise		DWCP CP 2: Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups.		DWCP CP 3: Contributing to Viet Nam's aim to become a "modern-oriented industrialized nation" through strengthening labour market institutions and governance.		
<b>DWCP Outcome 1:</b> Analysis, data, effective strategies and policies support labour market development and decent work at national and provincial levels	<b>DWCP Outcome 2:</b> Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development.	<b>DWCP Outcome 3:</b> Social protection coverage is effectively extended	<b>DWCP Outcome 4:</b> Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation.	<b>DWCP Outcome 5:</b> Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations	<b>DWCP Outcome 6:</b> Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration	
<b>VNM127</b> - Capacity of Vietnam's constituents is strengthened to promote transition to formality through the value chain approach.		<b>VNM151</b> - Strengthened national capacities and knowledge base for the effective implementation of social security policies and strategies.	<b>VNM104</b> - National plans policies and regulatory frameworks on child labour and forced labour harmonized with international standards and their application improved	<b>VNM 105</b> - Government and social partners in Vietnam develop and implement policies to manage migration, protect migrant	<b>VNM101</b> - Labour market governance is strengthened through labour law reforms and effective social dialogue and sound industrial relations.	
					<b>VNM107</b> - Improved labour administration and labour law compliance through effective implementation and monitoring of labour legislations	<b>VNM801</b> - Strengthened institutional capacity of employers' organisations
						<b>VNM802</b> - Strengthened institutional capacity of workers' organisations

## Annex VI. Review Consultation (5 July) Agenda

Time	Activities	Implementers
8:00-8:30	Registration	ICD MOLISA
8:30-8:45	Welcome and Introduction	ICD MOLISA
8:45-9:00	Opening remarks	- Mr Doan Mau Diep, Vice Minister of MOLISA - Mr Chang Hee Lee - ILO Country Director
9:00-10:15	- Objective and Programme for the day - Assessment by ILO consultant on DWCP for the period of 2012-2016 - Criteria Assessment	- Mr David Tajgman ILO International Consultant - Dr Dao Quang Vinh Director of ILSSA (MOLISA), National Consultant
10:15-10:30	Coffee break	
10:30-12:00	- DWCP assessment by social partners - Results of Criteria Assessment - General discussion: <ul style="list-style-type: none"> <li>Results of the assessment</li> <li>Reasons</li> <li>What might be done for better results?</li> </ul>	- Mr Chang Hee Lee - ILO Country Director - Dr Dao Quang Vinh Director of ILSSA (MOLISA), National Consultant
<b>12:00-13:30</b>	<b>Lunch</b>	<b>All participants</b>
13:30-15:30	Looking forward for the cooperation period of 2017-2021: <ul style="list-style-type: none"> <li>Presentations by: VGCL, VCCI and VCA</li> <li>Discussion: All participants</li> </ul>	Chaired by: Mr Chang Hee Lee Dr Dao Quang Vinh Ms Lê Kim Dung
15:30-15:45	Coffee break	All participants
15:45-16.00	Conclusions and Closing	Mr Chang Hee Lee, ILO Country Director Ms Le Kim Dung, ICD Director General

## Annex VII. Consultation questionnaire and results

Name (optional) Họ Tên

(không bắt buộc):

Position (optional) Chức vụ

(không bắt buộc):

Organization/Department/Cơ  
quan/tổ chức:

Activity beneficiary/là bên thu hưởng ☐

Interaction with ILO

DWCP/Quan hệ tương tác với

Chương trình quốc gia về

VLBV:

Professional interaction as policy maker, researcher, implementer, or similar/có quan hệ về chuyên môn vì là người hoạch định chính sách, nghiên cứu viên, triển khai, hoặc tương tự

Other/ Khác: ☐

Please indicate your agreement with each of the 9 statements below, based on your interactive experience with the ILO (no matter how limited). Select "*unable to judge*" ONLY if you have had no interactive experience with the ILO and its work whatsoever.

Dựa theo kinh nghiệm làm việc với ILO (bất kể nhiều hay ít), đề nghị Anh /Chị cho biết ý kiến đối với 9 câu sau đây. Chọn không thể đánh giá CHỈ khi Anh/chị không có bất cứ một hoạt động tương tác nào với ILO hoặc là công việc của ILO

1. The priorities and outcomes identified by the DWCP were relevant to our needs/ Các ưu tiên và kết quả xác định trong Chương trình quốc gia về VLBV có liên quan đến nhu cầu của Anh/chị

☐ Strongly agree/ Hoàn toàn đồng ý  
☐ Agree/ Đồng ý  
☐ Undecided/ Khó xác định  
☐ Disagree/ Không đồng ý  
☐ Strongly disagree/ Hoàn toàn không đồng ý  
☐ Unable to judge/ Không thể đánh giá

2. The actual support given by the ILO has been relevant to the needs identified in the DWCP/ Các hỗ trợ thực tế của ILO có liên quan đến những nhu cầu được xác định trong Chương trình quốc gia về VLBV

☐ Strongly agree/ Hoàn toàn đồng ý  
☐ Agree/ Đồng ý  
☐ Undecided/ Khó xác định  
☐ Disagree/ Không đồng ý  
☐ Strongly disagree/ Hoàn toàn không đồng ý  
☐ Unable to judge/ Không thể đánh giá

3. The actual support given by the ILO has been effective in realizing outcomes and indicators identified in the DWCP/ Những hỗ trợ thực tế của ILO có hiệu lực đối với việc hiện thực hóa các kết quả và chỉ tiêu được xác định trong Chương trình quốc gia về VLBV.

☐ Strongly agree/ Hoàn toàn đồng ý  
☐ Agree/ Đồng ý  
☐ Undecided/ Khó xác định

- ☐ Disagree/ Không đồng ý
- ☐ Strongly disagree/ Hoàn toàn không đồng ý
- ☐ Unable to judge/ Không thể đánh giá

4. Actual ILO support has been efficient in supporting realization of outcomes and indicators identified in the DWCP/ Những hỗ trợ thực tế của ILO có hiệu quả đối với việc hiện thực hóa các kết quả và chỉ tiêu được xác định trong Chương trình quốc gia về VLBV.

- ☐ Strongly agree/ Hoàn toàn đồng ý
- ☐ Agree/ Đồng ý
- ☐ Undecided/ Khó xác định
- ☐ Disagree/ Không đồng ý
- ☐ Strongly disagree/ Hoàn toàn không đồng ý
- ☐ Unable to judge/ Không thể đánh giá

5. Actual ILO support has had an impact that contributed to outcomes and indicators identified in the DWCP/ Những hỗ trợ thực tế của ILO có tác động tích cực đến các kết quả và chỉ tiêu được xác định trong Chương trình quốc gia về VLBV

- ☐ Strongly agree/ Hoàn toàn đồng ý
- ☐ Agree/ Đồng ý
- ☐ Undecided/ Khó xác định
- ☐ Disagree/ Không đồng ý
- ☐ Strongly disagree/ Hoàn toàn không đồng ý
- ☐ Unable to judge/ Không thể đánh giá

6. The achieved indications of DWCP outcomes are sustainable/ Những chỉ tiêu đạt được của Chương trình quốc gia về VLBV là bền vững.

- ☐ Strongly agree/ Hoàn toàn đồng ý
- ☐ Agree/ Đồng ý
- ☐ Undecided/ Khó xác định
- ☐ Disagree/ Không đồng ý
- ☐ Strongly disagree/ Hoàn toàn không đồng ý
- ☐ Unable to judge/ Không thể đánh giá

7. The achieved DWCP outcomes are sustainable/ Những kết quả đạt được của Chương trình quốc gia về VLBV là bền vững.

- ☐ Strongly agree/ Hoàn toàn đồng ý
- ☐ Agree/ Đồng ý
- ☐ Undecided/ Khó xác định
- ☐ Disagree/ Không đồng ý
- ☐ Strongly disagree/ Hoàn toàn không đồng ý
- ☐ Unable to judge/ Không thể đánh giá

8. ILO's contributions to DWCP outcomes have taken advantage of its comparative advantage/ ILO đã tận dụng được lợi thế so sánh của mình khi đóng góp cho các kết quả của Chương trình quốc gia về VLBV là bền vững.

- ☐ Strongly agree/ Hoàn toàn đồng ý
- ☐ Agree/ Đồng ý
- ☐ Undecided/ Khó xác định
- ☐ Disagree/ Không đồng ý
- ☐ Strongly disagree/ Hoàn toàn không đồng ý
- ☐ Unable to judge/ Không thể đánh giá

9. ILO's contributions have exploited, engaged or developed strategic partnerships/ Sự đóng góp của ILO đã khai thác, tham gia hoặc phát triển được các quan hệ đối tác chiến lược .

- ☐ Strongly agree/ Hoàn toàn đồng ý  
☐ Agree/ Đồng ý  
☐ Undecided/ Khó xác định  
☐ Disagree/ Không đồng ý  
☐ Strongly disagree/ Hoàn toàn không đồng ý  
☐ Unable to judge/ Không thể đánh giá

### Results, from most support

(Strongly agree=5, Agree=4, Undecided=3, Disagree=2, Strongly disagree=1)

1. ILO's contributions have exploited, engaged or developed strategic partnerships	4.29
2. ILO's contributions to DWCP outcomes have taken advantage of its comparative advantage	4.22
3. The priorities and outcomes identified by the DWCP were relevant to our needs	4.18
4. The actual support given by the ILO has been relevant to the needs identified in the DWCP	4.09
5. Actual ILO support has had an impact that contributed to outcomes and indicators identified in the DWCP	4.0
6. The actual support given by the ILO has been effective in realizing outcomes and indicators identified in the DWCP	3.9
7. Actual ILO support has been efficient in supporting realization of outcomes and indicators identified in the DWCP	3.8
8. The achieved indications of DWCP outcomes are sustainable	3.58
9. The achieved DWCP outcomes are sustainable	3.55

## **Annex VIII. Logical framework**

**Country Priority 1. *Improving the quality and sustainability of growth through high quality human resources, decent work and the development of sustainable enterprise.***

**Outcome 1.** Analysis, data, effective strategies and policies support labour market development and decent work at national and provincial levels

**Indicator 1.1.** Gender equitable frameworks for labour market development and employment promotion finalized and implemented

**Indicator 1.2.** Increase in the number of ILO Conventions ratified and implemented

**Indicator 1.3.** Policy makers make use of sex-disaggregated, up-to-date and reliable labour market information and analysis

**Indicator 1.4.** A gender-sensitive skills development system based on NQF and labour market needs developed and implemented.

**Indicator 1.5.** Increase in number of male and female job seekers finding jobs through employment services

**Indicator 1.6.** ILO, together with its provincial partners implementing LED approach, will create and disseminate best practices on strengthening decent employment and income generation at local level

**Outcome 2.** Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development

**Indicator 2.1.** Social partners and education institutions implement ILO entrepreneurship and enterprise development tools and training packages

**Indicator 2.2.** LED programmes in selected provinces/districts establish measures to improve the local business environment in particular for SMEs, cooperatives and informal business enterprises

**Indicator 2.3.** Constituents use ILO tools and methodologies to improve working conditions, productivity and competitiveness of enterprises

**Indicator 2.4.** National laws and Programme on Labour Protection, Occupational Safety and Health (OSH) apply ILO tools and methodologies to improve OSH with a focus on vulnerable sectors and SMEs

**Country Priority 2. *Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups.***

**Outcome 3.** Social protection coverage is effectively extended

**Indicator 3.1.** Government operationalizes a gender responsive national social protection strategy coherent with the Social Protection Floor and linked with labour market policies

**Indicator 3.2.** Social Insurance Law reform incorporates proposals for alternative, gender responsive, legal, policy, targeting and financing options

**Indicator 3.3.** Implementation of unemployment insurance incorporates proposals for alternative legal, policy, targeting and financing options

**Indicator 3.4.** Number of women and men working in the informal and rural sectors have improved access to microfinance/micro insurance

**Indicator 3.5.** Implementation of a public employment programme that integrate rights, skills development, social protection and social dialogue

**Outcome 4.** Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation

**Indicator 4.1.** Tripartite policy makers apply sex disaggregated data and gender mainstreaming tools in their policy and programming work to promote gender equality

**Indicator 4.2.** Tripartite constituents adopt laws, policies and programmes to promote the labour market inclusion of persons with disabilities

**Indicator 4.3.** Tripartite constituents adopt policies and programmes to increase access of persons living with HIV/AIDS to decent employment

**Indicator 4.4.** Significant reduction in the worst forms of child labour

**Indicator 4.5.** Male and female overseas migrant workers have improved access to information and services for safe migration and protection of their rights

**Indicator 4.6.** Tripartite constituents are aware of and develop policies and programmes to address the decent work deficits of other disadvantaged and vulnerable groups

**Country Priority 3.** *Contributing to Viet Nam's aim to become a "modern-oriented industrialized nation" through strengthening labour market institutions and governance*

**Outcome 5.** Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations

**Indicator 5.1.** Organizations of employers and workers, including cooperatives, are more influential and representative and provide improved and new services to respond to the needs of existing and potential members

**Indicator 5.2.** Institutions, including the workers and employers organizations, and mechanisms for industrial relations strengthened

**Outcome 6.** Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration

**Indicator 6.1.** Laws relating to social dialogue and industrial relations finalized and effectively implemented

**Indicator 6.2.** Tripartite constituents consider relevant ILO Conventions to ratify and apply

**Indicator 6.3.** The labour administration system more effectively applies labour law and provides gender-responsive services at national and local levels, including to workers and enterprises in the informal economy

**Indicator 6.4.** Tripartite constituents effectively respond to regional and international commitments and the challenges of international integration and fair globalization

## References

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