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Independent Final Evaluation of Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector.

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This evaluation has been carried out following the ILO evaluation policy and procedures. It has not been professionally edited, but has been subject to quality control by the ILO Evaluation Office

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List of Acronyms

ASEAN	Association of Southeast Asian Nations
CLC	Cambodian Labour Confederation
CREST	Corporate Responsibility in Eliminating Slavery and Trafficking
CSO	Civil Society Organisation
CTA	Chief Technical Adviser
DLPW	Thailand's Department of Labour Protection and Welfare
DMW	Department of Migrant Workers (Philippines)
DWCPs	Decent Work Country Programmes
EU	European Union
FGD	Focus Group Discussion
FRN	Fishers' Rights Network
GLP	Good Labour Practices
ILO	International Labour Organization
ILS	International Labour Standards
IOM	International Organization for Migration
IUU	Illegal, Unreported and Unregulated fishing
KII	Key Informant Interviews
MOLISA	Viet Nam's Ministry of Labour, Invalids, and Social Affairs
MOLVT	Ministry of Labour and Vocational Training (Cambodia)
MOU	Memorandum of Understanding
M&E	Monitoring and Evaluation
MOMAF	Ministry of Maritime Affairs and Fisheries (Indonesia),
MOMP	Ministry of Manpower (Indonesia)
MRC	Migrant Worker Resource Centre
MTE	Mid-Term Evaluation
NRM	National referral mechanisms
OSH	Occupations Health and Safety
P&B	Programme and Budget
PIPO	Port-in Port-out
PRODOC	Project Document
ROAP	ILO Regional Office for Asia and Pacific
PROMISE	Promoting Safe Migration for Decent Work Opportunities in South-East Asia
SDGs	Sustainable Development Goals
S2SR	Ship to Shore Rights
SOPs	Standard Operating Procedures
TFFA	Thai Frozen Foods Association
TOR	Terms of Reference
TOC	Theory of Change
TRM	Transnational Referral Mechanism
TTIA	Thai Tuna Industry Association
UN	United Nations
UNSDCFs	United Nations Sustainable Development Cooperation Frameworks
UNDP	United Nations Development Programme

► Executive Summary

Summary of project purpose, logic and structure

The Ship to Shore Rights South-East Asia regional programme (S2SR) on labour migration in the fishing sector is a 4-year EU-funded initiative with the overall objective of promoting regular and safe labour migration among Southeast Asian countries, in particular in the fishing and seafood processing industry. It is implemented by the International Labour Organization (ILO) in partnership with the International Organization for Migration (IOM) and the United Nations Development Programme (UNDP) across seven ASEAN countries: Cambodia, Indonesia, Lao People's Democratic Republic, Myanmar, Philippines, Thailand, and Vietnam. The programme furthermore covers regional activities and organizations in the sub-region (e.g. the Association of Southeast Asian Nations (ASEAN)).

The S2SR programme interventions contribute to the overall objective of expanded opportunities for safe and regular migration into decent work in South-East Asian countries, particularly for women and men in the fishing and seafood processing sectors. The programme has three inter-linking specific objectives and associated results as described below:

Project Outcomes

- **Specific Objective 1:** To strengthen the legal, policy and regulatory frameworks related to labour migration and labour standards in the fishing and seafood processing sectors in SEA.
- **Specific Objective 2:** To protect labour rights and promote safe and secure working environments, in particular for all migrant workers from recruitment to post-admission and end of contract.
- **Specific Objective 3:** To empower migrant workers, their families, organizations and communities to promote and exercise their rights.

Purpose, scope and methodology of the evaluation

Overall, as specified in the Terms of Reference (TOR), the objective of this final evaluation is to review and assess the progress and achievements of the project against the planned outcomes and products, identify expected and unexpected results by examining the results chain, processes, contextual factors, and causality using OECD-DAC¹ criteria: coherence, relevance, effectiveness, efficiency, impact, and sustainability. The evaluation also provides actionable recommendations to the project, to the ILO, the national tripartite constituents and to the donor. The main findings, lessons learnt, and identified best practices will contribute to organizational learning and improvement of future project design and effectiveness.

The evaluation set out to answer a list of specific questions which were organized according to the thematic criteria as defined in the Terms of Reference (Annex 2). The evaluator addressed the evaluation questions using multiple sources of evidence, combining primary qualitative data with secondary quantitative data. Qualitative data were obtained using key informant interviews (KII) and Focus Groups Discussions (FGD). Quantitative data were obtained from the performance reporting data presented by the ILO in the annual progress reports to the European Union, as well as from other secondary sources. Data collection methods and stakeholder perspectives were triangulated to bolster the credibility and validity of the results.

Main findings and conclusions

Coherence

The evaluation reveals that the S2SR programme has effectively collaborated and coordinated with key initiatives like IOM PROMISE/CREST, and ILO's TRIANGLE in ASEAN, Safe and Fair, and the 8.7 Accelerator Lab. These strategic partnerships have been essential in preventing overlap and duplicative efforts, maximizing resource efficiency, and aligning program interventions with broader labour migration frameworks.

The collaboration among ILO, UNDP, and IOM within the S2SR programme has generally been effective. Each organization leveraged its strengths, with ILO focusing on policy and the implementation and enforcement labour

¹ The Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC)

protections, IOM on protection services for survivors of trafficking in persons and UNDP on supporting research and transnational trafficking referral initiatives. . However, some challenges in operational coordination were noted, such as delays in communication, which sometimes led to delayed implementation.

Relevance

The S2SR programme's design and interventions are well-aligned with stakeholder needs and the strategic context of labour migration in Southeast Asia. The programme addresses critical vulnerabilities in the fishing and seafood processing sectors, offering a logical and coherent framework that integrates national and regional priorities. Its theory of change, informed by previous successful initiatives, effectively combines policy, systemic, and community-level interventions to improve migration practices and protect migrant workers.

The programme's alignment with major frameworks—such as national Decent Work Country Programmes (DWCPs), ILO's Programme & Budget, and the Sustainable Development Goals (SDGs)—highlights its relevance. Additionally, it incorporates cross-cutting priorities like gender equality, international labour standards, social dialogue, and to a lesser extent, environmental sustainability. Specific gender-responsive initiatives have been key to empowering women in the seafood processing sector.

The S2SR's objectives remain pertinent as labour rights violations and migration challenges persist in the fishing and seafood processing sectors, underscoring the need for continued focus on safe migration, fair recruitment, decent working conditions and cross-border coordination.

Effectiveness

The S2SR programme has demonstrated a high level of effectiveness in addressing labour rights issues and improving working conditions for migrant workers in the fishing and seafood processing sectors across Southeast Asia. The programme's comprehensive approach—spanning legal reforms, capacity-building initiatives, regional cooperation, and direct support services—has yielded significant results in both national and regional contexts.

Legal and Policy Reforms: One of the most significant achievements of the programme has been the substantial progress made in strengthening legal, policy, and regulatory frameworks. Through targeted advocacy and technical support, the S2SR programme facilitated important legislative changes in key countries, including Thailand, Indonesia, the Philippines, Viet Nam, Cambodia, and Lao PDR. Notable examples include the adoption of the Decree No. 523/012 on Joint Monitoring Team for Labour Norms on Fishing Vessels at Fishing Ports (March 2023); the adoption of the Regulations of the Lao Employment Business Association (January 2024); the revision of the Ministerial Regulation on Labour Protection in Sea Fisheries in Thailand, the adoption of Government Regulation No. 22 of 2022 in Indonesia, the advancement of the Magna Carta of Filipino Seafarers in the Philippines, or the adoption of sub-laws under law 69 in Viet Nam. . These reforms reflect a concerted effort to align national policies with international labour standards, thereby laying the groundwork for enhanced protection of migrant workers' rights.

Regional Coordination and ASEAN Initiatives: The programme's success in fostering regional cooperation has been a key factor in its effectiveness. By facilitating the development of the *ASEAN Declaration on the Placement and Protection of Migrant Fishers* as well as the development of the *ASEAN Guidelines on Placement and Protection*, the S2SR programme has established a shared policy framework that promotes fair recruitment, equality of treatment, and decent working conditions across ASEAN member states. These regional initiatives have set a precedent for harmonized labour migration policies and have strengthened collaborative efforts among governments, employers, and civil society.

Enhanced Labor Inspections and Enforcement: The programme has significantly improved labour inspection systems in countries like Thailand and Indonesia, where capacity-building efforts have equipped inspectors with the skills needed to better enforce labour laws and identify cases of forced labour and trafficking. The support to the Port-in/Port-out (PIPO) inspections in Thailand and the joint inspection model in Central Java, Indonesia, are notable examples of enhanced enforcement mechanisms that have improved oversight in the fishing sector. Despite challenges related to resource constraints and trust deficits among migrant workers, these initiatives have contributed to better monitoring of working conditions.

Anti-Trafficking Measures and Victim Support: The S2SR programme's focus on combating human trafficking and forced labour has been particularly effective. By developing Standard Operating Procedures (SOPs) for trafficking victim identification and supporting national referral mechanisms in Thailand, Indonesia, Cambodia and to some

extent in Viet Nam have streamlined the process for identifying, assisting, and repatriating trafficking victims, providing critical support to vulnerable migrant workers.

Empowerment of Migrant Workers and Community Engagement: The establishment of 23 Migrant Worker Resource Centres (MRCs) across origin and destination countries has been a cornerstone of the programme's efforts to empower migrant workers. These centres have provided safe migration information and counselling along with a wide range of services, including legal assistance, pre-departure orientation, and reintegration support, benefiting over 236,000 migrant workers and community members.

Research, Knowledge Products, and Advocacy: The programme's strong emphasis on research and evidence-based advocacy has been a critical driver of its effectiveness. By publishing 23 research studies on key issues such as the impact of COVID-19 on migrant workers and gaps in recruitment practices, the S2SR programme has provided valuable insights that have informed policy reforms and capacity-building initiatives. Key studies include, for example: "Rough seas: the impact of COVID-19 on fishing workers in South-East Asia", "Turning Principles into pathways: the future of the Seafood Good Labour Practices programme", "Riding out the storm: Organizational resilience of trade unions and civil society organizations following the military takeover in Myanmar".

The widespread communication campaigns, including the successful Yay Kyi Yar campaign in Myanmar, have effectively raised awareness about safe migration practices and labour rights, reaching millions of migrant workers and enhancing their access to information.

Efficiency

The project's financial and human resources were efficiently utilized in the target countries to achieve the intended outcomes.

In addition, the S2SR programme demonstrated significant efficiency in leveraging cost-sharing, in-kind contributions, and strategic partnerships to complement its USD 10,909,644.49 budget. The cost-sharing arrangements, amounting to USD 1,555,984.28 (14.3% of the total budget), reflect a strong ratio compared to similar initiatives. This included contributions from ILO programmes (e.g., TRIANGLE and Safe and Fair) and non-ILO initiatives (e.g., national governments and ASEAN-ACT), showcasing the programme's ability to mobilize resources effectively.

Moreover, the UN inter-agency model facilitated a holistic approach to addressing the multifaceted challenges faced by migrant workers. By coordinating efforts across agencies, the programme effectively addressed a wide range of issues, from policy reforms to direct protection for migrant workers. This approach ensured comprehensive coverage of key aspects of labour migration, including strengthening legal frameworks, enhancing capacity building, and providing targeted support to vulnerable workers.

Impact

The evaluation of the S2SR programme highlights its significant contributions to advancing labour rights and promoting safe migration in the fishing and seafood processing sectors. Through comprehensive research, the program enhanced knowledge of labour migration dynamics and vulnerabilities, empowering stakeholders with insights to address critical issues. High-profile events and regional collaboration fostered dialogue, driving progress toward safer and more equitable labour practices. Extensive efforts were directed toward improving legislative and regulatory frameworks, aligning them with key international labour standards, such as the Work in Fishing Convention (C188), C. 181 on private employment agencies, and the Protocol to the Forced Labour Convention (P29). These advancements reflect the program's commitment to creating a robust foundation for long-term, sustainable improvements in the region.

The program achieved significant milestones in strengthening public and private service delivery systems. Training programs for stakeholders, the development of operational tools, and collaborative inspections improved the enforcement of labour standards, ensuring accountability and responsiveness to workers' needs. MRCs and awareness campaigns provided essential information to migrant workers, equipping them to make safer migration decisions. Additionally, pre-departure seminars and reintegration support for trafficking survivors showcased the program's holistic approach to addressing worker vulnerabilities.

Aligned with the United Nations Sustainable Development Goals (SDGs), the S2SR program contributed to decent work, reduced inequalities, orderly migration and gender equality while fostering regional cooperation to combat

systemic labour abuses. Despite its substantial achievements, challenges remain in quantifying the S2SR programme direct impacts on global SDGs.

Sustainability

The sustainability of the S2SR program is assessed based on its success in fostering stakeholder ownership and ensuring the integration of strategies into national frameworks. Key findings include:

- **Stakeholder Ownership:** The programme achieved strong engagement from government agencies, employers, and trade unions across multiple countries, enhancing buy-in through capacity-building efforts and alignment with national priorities. This led to legislative reforms and the adoption of regional policy instruments, such as the ASEAN Declaration and Guidelines on the Placement and Protection of Migrant Fishers.
- **Integration into National Frameworks:** The project's focus on activities aiming to influence legal frameworks, such as support to the amendment labour laws and developing standard operating procedures, has led to the institutionalization of important reforms. However, without sustained political will and dedicated budget allocations, there is a risk that the reforms will remain on paper and fail to translate into tangible improvements in the working conditions and rights of migrant workers.
- **Financial Sustainability:** Reliance on external funding, particularly from the EU, poses a risk. Diversifying funding sources, incorporating private sector contributions, and integrating costs into national budgets are advisable strategies to mitigate this risk.
- **Capacity-Building:** While training efforts were impactful, lack of continued support to partners by the project may hinder long-term effectiveness.
- **Regional Cooperation:** Strengthened frameworks through ASEAN mechanisms and bilateral agreements support ongoing migration governance. However, political instability and differing national interests may limit uniform implementation.

Replicate/Scale Up: Strengthen Migrant Worker Resource Centres, expand successful models like GLP and enhanced inspection systems, and promote fair recruitment practices and outreach through social networks (e.g. Facebook).

Discontinue: Reassess activities in low-relevance migration contexts, reduce cooperation in unproductive political environments (e.g., Viet Nam) and streamline research efforts to prioritize the more impactful areas.

Lessons learned, good practices and recommendations

Lessons Learned

1. Need for Sustained Capacity Building

Despite significant investments in training for labour inspections, human trafficking awareness, and safe migration practices, there is a continued need for ongoing capacity building in both origin and destination countries. The persisting precarious migration and employment challenges of the fishing and seafood processing sectors calls for coordinated and long-term training initiatives, to ensure that authorities across countries can effectively enforce labour regulations, highlighting the importance of sustained skill development for all concerned.

2. Enhanced Regional and ASEAN Coordination for Increased Policy Impact

The S2SR program underscored the critical need for greater regional collaboration within ASEAN to create more cohesive legal and policy frameworks. While progress has been made at the national levels in various countries, the overall lack of policy alignment across countries continues to hinder the assurance of comprehensive protections for migrant workers. Strengthening ASEAN coordination is a key lesson learned to ensure consistent respect and workers' rights protections across the region.

3. Community-Centric Communication for Improved Stakeholder Engagement

Tailored, relatable and entertaining communication initiatives, like Myanmar's Yay Kyi Yar Facebook campaign, have allowed for effectively engagement of migrant workers, through culturally - and linguistically - relevant content. This demonstrates that community-centric communication strategies are effective, and essential for increasing and continued awareness and participation, especially in this region with its diverse languages and cultures.

4. Importance of Political Will

Progress in labour rights protection, such as enforcing legal frameworks and fair and ethical recruitment practices, depends significantly on political commitment. Advocacy must focus on mobilizing political will to support legislative reforms and enforcement mechanisms, leveraging tools like trade sanctions or buyer pressure to motivate compliance interventions.

5. Cross-Border collaboration

Including both origin and destination countries in migration corridors enhances collaboration and ensures more comprehensive protection for migrant workers. This has been particularly effective in corridors like Cambodia/Myanmar to Thailand.

6. Role of Unions and CSOs

Unions and CSOs have been pivotal in addressing violations, improving access to justice, and providing services to survivors of trafficking. Their involvement strengthens labour inspections and amplifies worker voices. Civil society organizations, in particular, play a critical role in pre-departure stages by offering orientation seminars, sector-specific training, and essential information on labour rights, safe migration practices, and destination country conditions. These efforts not only prepare migrant workers for potential challenges but also reduce their vulnerability to exploitation and trafficking. Such pre-departure support builds a foundation for safer and more informed migration pathways, complementing the broader protective measures implemented throughout the migration cycle.

Good Practices

1. Adaptive Programming for Complex Contexts

The S2SR program's multi-country implementation demonstrated that flexibility to adapt to diverse circumstances (for example the reprogramming that was undertaken in Myanmar after the coup in 2021) is crucial for success. By embedding adaptive mechanisms, the program was able to adjust interventions swiftly, in response to diverse legal, social, and economic conditions across different countries. This good practice highlights the importance of building adaptable strategies for projects in complex, multi-context settings.

2. Institutional Partnerships for Sustainability

Collaborating with local civil society organizations, unions, and various government agencies for different aspects of the program proved to be an effective approach for delivering sustained support to migrant workers. The program's emphasis on building strong partnerships has laid the groundwork for continued service provision, tailored to the needs of diverse beneficiaries, demonstrating a good practice of leveraging local networks for sustainable impact in migration governance.

3. Bilateral Agreements for More Regulated Labor Migration

A potential bilateral labour agreement between Cambodia and Thailand could serve as a model for establishing safe and regulated labour migration pathways. By formalizing recruitment processes and working conditions, such agreements can effectively reduce workers' vulnerability to trafficking and different forms of exploitation, underscoring the value of structured bilateral frameworks as good practice in managing labour migration. A key advantage of bilateral agreements on work in fishing is that they offer a platform to facilitate the practical implementation of the standards outlined in C188. This includes critical measures such as eliminating recruitment costs borne by workers, establishing standardized work agreements, ensuring access to effective complaint mechanisms, and more.

4. Migrant Worker Resource Centres (MRCs)

Under the S2SR program have proven to be a highly effective model for supporting migrant workers throughout their migration journeys. Operating across six countries in Southeast Asia, these centres provide a wide range of services, including pre-departure orientation, legal assistance, reintegration support, and awareness campaigns on safe migration and labour rights. Strategically located in key migration hotspots, MRCs have strengthened collaboration between government agencies, civil society organizations, and trade unions, ensuring comprehensive and accessible support. By 2024, MRCs had reached over 236,000 migrant workers, nearly half of whom were women

Recommendations

Recommendation 1. Continue Promoting the Ratification of International Labour Standards: continue promoting and supporting the implementation of key international labour standards, such as for example, C.188, C.181, and C.29, by aligning national laws with international norms. Support should include legal reforms, creating or strengthening enforcement mechanisms, collaboration with social partners, and enhancing labour inspector effectiveness to ensure compliance and improve working conditions for migrant workers.

Recommendation 2. Continue Improving Labour Inspection Systems: Strengthen labour inspection frameworks for high-risk sectors like fishing and seafood processing. Promote inter-agency cooperation among labour, maritime, and law enforcement bodies. Draw lessons from promising models, such as Thailand's PIPO system and Indonesia's multi-stakeholder collaboration, to enhance oversight and worker protection.

Recommendation 3. Continue Strengthening the Capacity of Unions and CSOs: Reinforce the institutional capacities of unions and CSOs through needs assessments to identify gaps in organizational management, advocacy, legal knowledge, service delivery, and coordination. Develop a tailored capacity-building plan with clear objectives and a robust monitoring framework to ensure sustainable impact.

Recommendation 4. Enhancing Fair and Ethical Recruitment: Combat abusive and fraudulent recruitment practices by partnering with recruitment agencies and employer groups to enforce international labour standards, ensuring contract transparency. Prioritize regulation for agencies on legal compliance, conduct public awareness campaigns, and promote the use of ethical recruiters to prevent forced labour and debt bondage.

Recommendation 5. Strengthen MRCs by Providing Continuous Financial and Technical Support: Provide sustained financial and technical support to Migrant Worker Resource Centres (MRCs) to enhance services for migrant workers in key sectors like fishing and seafood processing. Conduct assessments of the 23 existing MRCs to ensure alignment with project goals and worker needs, while focusing on comprehensive support at all migration stages.

Recommendation 6. Enhance Training, Skills Diversification, and Language Support for Migrant Fishers and workers: Develop training programmes to improve safety, skill development, language proficiency and labour rights needs for migrant fishers and workers in the seafood processing sector, addressing vulnerabilities and improving career mobility. Collaborate with relevant agencies to standardize training, offer vocational alternatives, and enhance communication with migrant fishers.

Recommendation 8. Promote a Just Transition for Local Fishers: Support local fishers in adapting to climate and economic changes by promoting sustainable practices and alternative livelihoods. Connect fishers with training and job-matching services through information and referral in order to provide them with training for skills, for example in aquaculture, agriculture, and tourism, coupled with financial support, to ensure resilience in the face of overfishing and environmental challenges.

Recommendation 9. Continue Strengthening NRMs for Effective Protection of Migrant Workers, Including Victims of Trafficking: Enhance National Referral Mechanisms (NRMs) to ensure timely and effective support for migrant workers, particularly victims of trafficking. Foster a coordinated, multi-disciplinary approach involving government agencies, trade unions, and civil society for comprehensive protection.

Recommendation 10. Replicate/scale-up the GLP Experience: Expand the Good Labour Practices (GLP) model regionally, customizing it to local contexts through stakeholder engagement. Focus on institutional capacity-building, training employers on ethical labour practices, and improving value chains by involving upstream and downstream stakeholders to enhance adherence to labour standards.

Recommendation 11. Plan for the Development of a Future Exit Strategy for the S2SR Programme: when determined appropriate, design an exit strategy that transfers responsibilities to local stakeholders, enhances their capacity, and embeds successful tools into national frameworks. Secure long-term support for critical components like MRCs and labour inspections and establish ongoing monitoring mechanisms to ensure sustainability after the programme concludes.

► Projects' background and description

Fishing is among the most dangerous occupations globally, with workers facing long hours, hazardous weather, and perilous marine environments. Fishers work in confined spaces onboard vessels for extended periods, often isolated from help and under the control of the skipper. Government regulation of these conditions is challenging, especially for migrant fishers, who are frequently recruited outside of labour migration frameworks. In Southeast Asia, national laws often fall short of meeting international labour standards, allowing for excessive recruitment fees and even forcing workers to pay deposits that they forfeit if they leave their jobs early. Migrant fishers frequently face exploitation and financial burdens due to such practices.

Seafood processing, while similar to land-based manufacturing, also suffers from informality, with many workers, especially women, engaged in precarious employment. These workers often receive wages below the legal minimum, and gender inequalities, such as unequal pay, persist.

Migrant workers in fishing and seafood processing experience significant decent work deficits, including poor working conditions, labour rights violations, excessive working hours, wage theft, and limited freedom of movement. These workers are often subject to coercion through debt, retention of documents, and even violence. In extreme cases, these conditions amount to forced labour. Moreover, the lack of workers' organizations in these sectors makes it difficult for migrant workers to advocate for their rights. In Thailand, for example, migrant workers cannot form unions or assume leadership roles in existing unions, limiting their ability to negotiate better working conditions.

The Ship to Shore Rights Southeast Asia regional programme (S2SR) on labour migration in the fishing sector is a 4-year and 5 months (53 months) EU-funded initiative with the overall objective of promoting regular and safe labour migration among Southeast Asian countries, in particular in the fishing and seafood processing industry. It is implemented by the International Labour Organization (ILO) in partnership with the International Organization for Migration (IOM) and the United Nations Development Programme (UNDP) across seven ASEAN countries: Cambodia, Indonesia, Lao People's Democratic Republic, Myanmar, Philippines, Thailand, and Vietnam. The programme furthermore covers regional activities in Malaysia and organizations in the sub-region (e.g. the Association of Southeast Asian Nations (ASEAN)).

The S2SR programme interventions contribute to the overall objective of *expanded opportunities for safe and regular migration into decent work in South-East Asian countries, particularly for women and men in the fishing and seafood processing sectors*. The programme has three inter-linking specific objectives and associated results as described below:

Specific Objective 1: To strengthen the legal, policy and regulatory frameworks related to labour migration and labour standards in the fishing and seafood processing sectors in SEA.

- Result 1.1: Improved understanding and knowledge on the drivers, outcomes and dynamics of labour migration and trafficking in SEA, to promote knowledge and evidence-based policies and practices.
- Result 1.2: Strengthened opportunities for regional and cross-border cooperation created to support bilateral and multilateral policies on safe, orderly and regular labour migration.

- Result 1.3: Strengthened capacities of governments to develop and promote rights-based policies and implement legislative reforms in favour of migrant workers, with a focus on the fishing and seafood processing sectors.

Specific Objective 2: To protect labour rights and promote safe and secure working environments, in particular for all migrant workers from recruitment to post-admission and end of contract.

- Result 2.1: Strengthened capacities for labour inspectors and law enforcement institutions in the fishing and seafood processing sectors to enforce labour and human rights.
- Result 2.2: Enhanced partnerships between labour inspectorates, law enforcement authorities and social partners to fight trafficking of human beings and unacceptable forms of work.
- Result 2.3: Improved capacity of recruitment agencies and of employers (including vessel owners) in the fishing and seafood processing sectors to protect labour rights and ensure good labour practices.

Specific Objective 3: To empower migrant workers, their families, organizations and communities to promote and exercise their rights.

- Result 3.1 Improved availability of accurate information, awareness and support on migration and labour rights to migrants, their families and communities throughout the migration process, from pre- departure to post-admission and reintegration.
- Result 3.2. Increased opportunities for migrant workers in the fishing and seafood processing sectors to develop skills, to organise, to support and inform each other, to receive support from workers' organisations and to engage with Governments and employers to claim their rights in all countries.

The projects Target Group(s) include: current, potential and returnee migrant workers in fishing and seafood processing sectors; States' government authorities; workers' organizations; employers' organizations and recruitment agencies and their associations, vessel owners and their associations; civil society organizations; community-based organizations; families and communities; research institutions and academia, media networks, youth, and the general public.

The project's final beneficiaries include: current, potential and returnee migrant workers in fishing and seafood processing sectors, their families, and their communities in the countries of origin and destination.

► Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities towards learning, project management and accountability for all stakeholders. Provisions for evaluations are made in all projects, in accordance with ILO evaluation policy. These are based on the nature of the project, and the specific requirements agreed upon at the time of the project design, and during the project as per established ILO procedures. According to ILO evaluation guidelines, 3rd edition, projects with a budget of over 5 million USD are subject to an independent midterm and a final evaluation. The Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector (S2SR) underwent a mid-term independent evaluation (MTE) as per ILO evaluation policy and procedures. This report reflects the findings of the independent, final evaluation.

In evaluations, ILO applies the evaluation criteria established by the OECD/DAC Evaluation Quality Standards and the UNEG Code of Conduct for Evaluation in the UN System.

► Purpose and objectives of the evaluation

Purpose and objectives

Purpose

The overarching purposes of the evaluation are accountability and learning by assessing and understanding the extent to which the action was able to achieve goal(s) as required by the donor; inform through knowledge and learning the design and development of improved future programming in the migration space; and understand how the action contributed towards overall organizational learning, in support of the realization of IOM, UNDP and ILO strategies including the Decent Work Country Programmes (DWCPs) and Programme and Budget (P&B).

Objectives

The specific objectives of the evaluation are to:

- Assess the effectiveness and impact of the action, including transformational changes that the project has brought about, and the extent to which the action's implemented interventions have contributed towards the achievement of intended specific objectives and results.
- Acquire a clear understanding of what approaches worked well during the project's implementation and what did not and why and identify unintended results (positive and negative) or unanticipated effects of the project.
- Understand the major contributions, versus not, of the project's primary partners and the underlying drivers behind the same, to ensure improved partnership strategies for the future.
- Gauge the extent to which ILO's key cross-cutting issues, including disability, gender equality / mainstreaming and empowerment of women has been considered and reflected throughout the project design and implementation.
- Identify lessons learned and good practices and determine key strategic recommendations that can be applied towards improved programme design, implementation, and management for intended next phase of the action, including key drivers for replication, scale-up and sustainability.

► Scope of the Evaluation

Scope

The final evaluation period will be from the beginning of the Ship to Shore Rights Southeast Asia programme in August 2020 until its conclusion in December 2024. Geographically, the evaluation will cover interventions at the regional level and country-level work in Cambodia, Lao PDR, Indonesia, Myanmar, Philippines, Thailand and Viet Nam. It is recommended that the evaluation field missions focus on the countries where activity has been most intensive to date: Thailand, Indonesia (including work with ASEAN bodies) and Cambodia.

The evaluation will focus on and assess results and outcomes for the following target groups and final beneficiaries:

Primary

- Current, potential and returnee migrant workers in fishing and seafood processing sectors, their families, and their communities in the countries of origin and destination.
- Tripartite constituents including government authorities, workers' organizations and employers' organizations.

Secondary

- Recruitment agencies (private and public) and their associations, as well as vessel owners and their associations.
- Civil society and community-based organizations
- Families and communities within the project's vicinity

In so far as key thematic areas are concerned, the evaluation will seek to cover: (a) improved evidence-based policy and regulatory frameworks towards safe migration pathways for vulnerable workers and their families (including returnee migrants); (b) more responsive and aware public and private service providers who ensure labour rights and promote safe and secure working conditions for migrant workers, their families and communities; and (c) functional mechanisms to ensure heightened awareness, information access and knowledge of migrant workers of their rights and safe migration pathways.

The evaluation will integrate ILO's cross-cutting issues, including International Labour Standards (ILS), tripartism and social dialogue, gender equality, and environmental sustainability throughout the evaluation methodology and all deliverables, including the final report.

Timing

The evaluation was carried out from September to December 2024.

Clients

The primary end users of the evaluation's findings will be the management team of the Ship to Shore Rights South-East Asia, the ILO administrative unit (ROAP), relevant Country Offices, the ILO technical units at headquarters (MIGRANT, FUNDAMENTALS and SECTOR), IOM, UNDP, the donor (European Union) and ASEAN. Secondary parties making use of the results will include tripartite constituents and civil society organizations who have partnered with the project, as well as other agencies working on labour migration and human trafficking at national and regional levels. Actors from other regions working on these issues may also take an interest in the findings of the evaluation.

► Evaluation criteria and questions

As per the (terms of reference) TOR, the evaluation has addressed the general areas of focus (evaluation criteria) and specific questions, as detailed in the table below.

Table 1. Evaluation Criteria and Questions

Evaluation criteria and questions	
Criteria	Questions
Coherence	<ol style="list-style-type: none"> 1. How effective has the collaboration and coordination been with other project's working on labour migration issues/fishing sector in maximizing synergies and eliminating duplication? (e.g., ASEAN-ACT, IOM PROMISE/CREST/Myanmar, TRIANGLE in ASEAN, Safe and Fair, 8.7 Accelerator Lab, etc, and other relevant ILO projects). 2. How effective was the collaboration, coordination and coherence between ILO, UNDP and IOM?
Relevance	<ol style="list-style-type: none"> 3. To what extent is the design of the S2SR programme logical, coherent? 4. Has the scope of the interventions been realistic, given the time, resources, and capacity available? 5. How well did the programme design incorporate gender equality and women's empowerment, ILS, social dialogue and tripartism as well as environmental sustainability, both in theory and in practice? 6. To what extent were the programme's actions and interventions aligned with national DWCPs, ILO P&B, UNSDCFs, and SDG targets? 7. How relevant were the programme's objectives to: a) the needs of beneficiaries, including the specific needs of women and vulnerable groups in the fishing and seafood processing sectors; b) the needs of ILO's tripartite constituents and project partners, country needs, and regional and global priorities? 8. Are the programme outcomes still relevant to the evolving needs of the S2SR key stakeholders? 9. What adjustment should be made to the target countries of the programme in a potential next phase to be as strategic as possible in achieving results?
Effectiveness	<ol style="list-style-type: none"> 10. To what extent have the programme's core activities contributed to achieving its overall intended results and objectives? 11. How effectively did the programme address labour and migration challenges for women and vulnerable workers in the fishing and seafood sectors, including through gender-responsive programming and policies, and were its goals of promoting gender equality, non-discrimination, and protection of vulnerable workers met, particularly through the use of gender budgeting? 12. How successful was the programme in promoting International Labour Standards, social dialogue, tripartism, and cooperation among core constituents to advance safe and productive labour migration in Southeast Asia, while also fostering conservation, sustainability of marine resources, and raising awareness about environmentally sustainable labour migration in the fishing and seafood sectors?

	<p>13. Has the communications and visibility strategy been effective in raising the profile of the programme within the target countries and at regional level?</p> <p>14. Has the monitoring and evaluation system been effective in supporting results- based management of the programme?</p> <p>15. What were the primary internal. external factors and challenges that influenced the programme’s achievements? How did the project responded to them? What worked well and what did not?</p> <p>16. Have the ILO, IOM and UNDP each delivered their components of the programme satisfactorily?</p> <p>17. What adjustments are recommended to the staffing structure for a potential next phase of the programme?</p>
Efficiency	<p>18. How efficiently were the programme’s resources (financial, human, technical) utilized to achieve its objectives, and which activities delivered the highest value for money?</p> <p>19. To what extent did the programme leverage cost-sharing, in-kind contributions, or partnerships with other ILO projects, agencies, or private sector actors to complement its resources?</p> <p>20. In what areas has the UN inter-agency model brought added value to the programme? Have the ILO, IOM and UNDP each delivered their components of the programme satisfactorily?</p>
Orientation towards impact	<p>21. What evidence shows that the project has achieved the following in the fishing and seafood sectors: a) Increased knowledge about labour migration in fishing and seafood processing within target countries. b) Improved policies and regulations that enable safe migration for vulnerable workers and their families. c) More responsive public and private services ensuring labour rights and promoting safe working conditions for migrant workers. d) Functional systems that raise awareness and provide information to migrant workers about their rights and safe migration options.</p> <p>22. What progress has been made towards greater alignment with key international labour standards for work in the fishing/seafood processing sectors? (e.g., Work in Fishing Convention, Private Employment Agencies Convention, Protocol to the Forced Labour Convention)?</p> <p>23. To which extent the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly).</p> <p>24. What evidence exists to support that the project has been able to make objective contributions towards ILO’s cross-cutting issues: ILS, social dialogue and tripartism, gender equality, just transition?</p>
Sustainability	<p>25. To what degree was the project able to create buy-in and ownership among project partners and how likely are the results of the Ship to Shore Rights SEA programme to be sustained beyond the project’s end?</p> <p>26. Are there any specific actions that are needed to ensure the long-term integration of the programme’s strategies into national systems, including financial and political commitments from stakeholders?</p> <p>27. Which existing areas of work for the programme should be replicated/ scaled up in a potential next phase? Which should be discontinued?</p>

Evaluation Schedule

The evaluation was conducted between September and December 2024. The evaluator reviewed project documents, developed data collection instruments, and prepared for the data collection and fieldwork phase during the month of September. Preliminary meetings with the Evaluation manager and the Project Team were also conducted during that month. Data collection and fieldwork was conducted during October and November 2024. The evaluation report was written during November/December 2024.

Phase	Tasks	Dates
Desk review and Inception Report	<ul style="list-style-type: none"> - Desk review. - Initial briefing and consultation with the project team. - Elaboration of the Inception report (i.e. evaluation methodology, questions, instruments, etc.) - Finalization of inception report incorporating the ILO’s comments 	September 26
Data collection	<ul style="list-style-type: none"> - Interviews with key stakeholders + Preliminary findings briefing 	September 30 to November 9
Stakeholders’ workshops	<ul style="list-style-type: none"> - Workshop stakeholders 	Nov. 11 and Dec. 3
First draft	<ul style="list-style-type: none"> - Development and submission of draft evaluation report with all annexures 	29 Nov.
Stakeholders’ Feedback	<ul style="list-style-type: none"> - Circulate draft report to key stakeholders - Consolidate comments of stakeholders and send to team leader 	1-15 Dec.
Final report	<ul style="list-style-type: none"> - Finalize the report after receiving comments 	20 Dec.

► Evaluation methodology

Evaluation phases

- Inception phase

During the inception phase the evaluator reviewed the documents and relevant materials from secondary sources (e.g. project documents; technical progress reports; mid-term evaluation, etc.) needed for the successful implementation of the evaluation and identified the key informants to be interviewed. In addition, the evaluator held interviews through conference calls and exchanges via e-mail with the evaluation manager and the project's team.

The ET prepared of the Inception report containing the methodological approach to the evaluation including the main aspects of operational planning of the evaluation.

- Data collection phase

During the data collection phase, the evaluator conducted interviews (remote in the Philippines, Viet Nam, Lao PDR and Myanmar; and face-to-face in Indonesia, Cambodia and Thailand) with project and ILO staff as well as with national stakeholders; and facilitated two remote stakeholders' workshops toward the end of this phase.

- Report writing phase

In the report writing phase, the evaluator analysed the collected data, synthesized findings, and formulated conclusions and recommendations based on the evidence. This phase involved drafting the evaluation report, which was shared with stakeholders for feedback. After incorporating their input, the final evaluation report was prepared.

Methods and techniques

The selection of evaluation methods and techniques assured data collection that was relevant for the evidence needed, in order to best answer the Evaluation Questions (EQs) and analyses that were considered the most appropriate for generating useful findings and address the Evaluation Criteria.

To strengthen the credibility and usefulness of evaluation results, to ensure data accuracy and facilitate their interpretation, the evaluator used a mix of data sources which were collected through multiple methods and techniques. Through "triangulation" the evaluator was able to rule out the bias that may come from single information sources, or the use of single methods or single observations.

Evaluation methods and techniques collected primary and secondary data. The primary data for this evaluation consisted of information observed by the evaluators or collected directly from stakeholders, related to their first-hand experience with the project. Secondary data for this evaluation included documentary evidence with direct relevance for the evaluation purposes, and materials produced by the ILO, individual stakeholders or agencies that were produced for purposes other than those of the evaluation. In addition, quantitative data were obtained from the performance reporting data presented by the ILO in the annual Technical Progress Reports (TPRs) to the EU.

Comprehensive document review

The evaluator reviewed a variety of documents related to the project. Examples include the project document, TPRs, and other key documents produced by the project. Additionally, the ET analysed other relevant documentary evidence, as listed in Annex 6.

Key Project Informant Interviews and Focus Group Discussions

The evaluator conducted a series of interviews with 122 key informants (54 women and 68 men) including 5 FGD with 27 beneficiaries (7 men and 20 women). The sampling considered representatives from all key stakeholders: ILO, IOM, UNDP, EU, Government agencies, as well as CSOs, employers and workers' organizations from the seven countries of implementation.

Table 2. Categories of informants

Categories	Men	Women	Total
EU	--	3	3
ILO	9	10	19
Government	24	6	30
Employers' Organizations	2	4	6
Workers Organizations	6	--	6
IOM/UNDP	4	1	5
CSOs	14	10	24
Beneficiaries (FGD)	7	20	27
Total	66	54	117

The evaluator used qualitative data analysis methods to categorize, triangulate, synthesize, and summarize the raw data captured from the interviews. The results of the data analysis provided tangible blocks of information, which the evaluator used to write the evaluation report. The data analysis is consistent with the evaluation questions in the Terms of reference.

Stakeholders' workshops for presenting results

The evaluator conducted two stakeholders' virtual workshop (Thailand National Programme Advisory Committee meeting on 11 November and the Programme Steering Committee Meeting on 3 December) to present the findings of the evaluation to key stakeholders including the donor.

Limitations of the evaluation

The findings of this evaluation are derived from information gathered through background documents, key informant interviews and FGD. The accuracy of these findings is contingent on the reliability of the data provided to the evaluator and the evaluator's ability to triangulate that information effectively.

Although the chosen methodology aligns with the evaluation's objectives, it presents inherent limitations. These include potential measurement inaccuracies and, in some instances, difficulties in establishing causal relationships. Moreover, the findings are based on a specific sample, which may unintentionally limit their representativeness.

Despite these challenges, the evaluator believes that the interviews conducted provide a strong representation of key stakeholders' and beneficiaries' perspectives. Additionally, a comprehensive review of documents was undertaken, and retrospective approaches were applied to build a solid analytical foundation for the evaluation.

► Main Findings

Coherence

This section of the evaluation looks at how well the S2SR programme has collaborated and coordinated with other projects focused on labour migration. In addition, the section addresses whether the program has successfully combined efforts, and whether overlap was avoided with key partners like IOM PROMISE/CREST, and ILO's TRIANGLE in ASEAN, Safe and Fair, and the 8.7 Accelerator Lab. It also examines how effectively ILO, UNDP, and IOM have collaborated within the programme to ensure the alignment of their actions as well as their mutual support.

Collaboration and coordination with other projects

The S2SR programme has operated in a landscape where multiple initiatives are addressing labour migration and worker rights. Collaboration with other projects has been essential to avoid duplication, maximize resource efficiency, and ensure a coordinated approach to achieving shared goals. Based on document review and interviews with key stakeholders, the evaluator has found that the S2SR programme has made considerable efforts to coordinate with relevant projects and leverage synergies.

The S2SR programme has established close collaborations with other significant ILO regional initiatives, such as the **TRIANGLE in ASEAN**², **Safe and Fair**³, and the **8.7 Accelerator Lab Initiative**⁴. These collaborations have allowed an alignment of programme interventions with broader labour migration frameworks, ensuring that efforts across the region complement rather than overlap each other.

The TRIANGLE in ASEAN programme, a long-standing regional initiative focusing on labour migration governance, has been a natural partner for the S2SR programme. Both initiatives emphasise improving labour migration policies, strengthening labour inspection systems, and protecting migrant workers from exploitation. Collaboration between these projects has minimized duplication, as TRIANGLE's policy-level work has been effectively complemented by S2SR's focus on the specific challenges of migrant fishers and seafood workers.

Moreover, the Safe and Fair project and the 8.7 Accelerator Lab Initiative focus on specific aspects of labour exploitation and gender-based violence. The S2SR programme has effectively positioned itself to complement these initiatives. For instance, while Safe and Fair emphasizes gender-responsive approaches, S2SR has adopted complementary measures focusing on women in the seafood processing sector. Similarly, coordination with the 8.7 Accelerator Lab, which targets forced labour and trafficking, has ensured that S2SR's anti-trafficking efforts align with global strategies to eliminate these abuses.

² <https://www.ilo.org/projects-and-partnerships/projects/triangle-asean>

³ <https://www.ilo.org/projects-and-partnerships/projects/safe-and-fair-realizing-women-migrant-workers-rights-and-opportunities>

⁴ <https://www.ilo.org/topics/decent-work-and-2030-agenda-sustainable-development/goal-8-decent-work-and-economic-growth/ilo-contributions-achieve-sdg-target-87/87-accelerator-lab-initiative>

Collaboration with the IOM PROMISE⁵ and CREST⁶ Projects. The IOM-led PROMISE (Promoting Safe Migration for Decent Work Opportunities in South-East Asia) and CREST (Corporate Responsibility in Eliminating Slavery and Trafficking) initiatives share similar goals with the S2SR programme, particularly in promoting fair and ethical recruitment and addressing forced labour risks in supply chains. The collaboration between S2SR and IOM projects has been effective in creating synergies around the promotion of fair recruitment practices.

Cross-Programme Knowledge Sharing and Resource Utilization. Collaboration has extended beyond formal partnerships to include knowledge-sharing activities, such as dissemination of research results and joint capacity-building workshops. These activities have strengthened the overall effectiveness of the program, allowing for the exchange of tools, data, and best practices across different projects. The S2SR programme has shared its research on issues such as forced labour in the fishing industry with other projects, contributing to a collective knowledge base that informs policy decisions across the region.

In addition, according to the project's management, in order to improve collaboration with external stakeholders, the S2SR programme actively participated in stakeholder coordination mechanisms at national and regional level during year 4. Among others, this included the following platforms: UN Migration Network meetings in Thailand, Cambodia and regionally for Asia and the Pacific (chaired by IOM); ASEAN Counter Trafficking in Persons Coordination Meeting; Labour Migration Network Meeting in Lao PDR; National Committee for Counter-Trafficking in Cambodia; NGO Forum on Labour Migration and Human Trafficking in Cambodia; Policy Lab on Human Trafficking, Safe Migration and Modern Slavery.

Two key practical outcomes of these collaborations have been the forthcoming Thailand Migration Report 2024 and Asia Pacific Migration Report 2024. The ILO drafted a chapter on "Working Conditions for Migrants in Thailand's Blue Economy" for the Thailand report and contributed substantial content to two chapters of the Asia-Pacific Report being developed by the respective UN Migration Networks. It is anticipated that the two reports will be launched on International Migrants Day in December 2024.

Moreover, the ILO and IOM convened the 2nd regional partnership meeting for Southeast Asia at the ILO Regional Office for Asia and the Pacific on 9 November 2023. The meeting was intended to review implementation of the global agreement signed between the two UN agencies to collaborate on furthering migration governance. The agenda included sharing of progress on the joint work plan for 2022-2023, presentation of two forthcoming development cooperation projects implemented by ILO and IOM and outlining the activities to be incorporated in the new work plan developed for 2024-2025.

Effectiveness of the collaboration between ILO, UNDP and IOM

Based on interviews with key stakeholders, the collaboration between the ILO, UNDP, and IOM in the S2SR programme has generally been well-structured, with each organization leveraging its specific strengths. The ILO led efforts to promote decent work, worker empowerment, and the alignment of legal frameworks with international labour standards. IOM focused on protecting migrant workers by addressing issues related to fair and ethical recruitment, trafficking in persons, and ensuring access to victim support services. UNDP contributed by

⁵ <https://thailand.iom.int/promise-programme>

⁶ <https://vietnam.iom.int/en/ioms-crest-programme>

supporting research initiatives and transnational referral mechanisms. This clear delineation of roles facilitated a coherent and complementary approach across the programme's diverse objectives and ensured that key areas of labour migration governance were comprehensively addressed.

However, it must be noted that not all three partners were directly engaged in the project across all countries. In Viet Nam, for example, only the ILO was actively involved. Nevertheless, the ILO regularly coordinates with IOM on migration matters and with UNDP on human rights issues.

While the strategic direction was coherent, some challenges were noted in operational coordination between the three agencies. Delays in communication between teams sometimes led to gaps in timely implementation. While monthly coordination calls were conducted, and significant efforts were made to maintain consistent communication among the agencies, some stakeholders noted during interviews that the communication flow to partners on the ground could benefit from further streamlining.

Relevance

The relevance section of this evaluation focuses on the alignment and suitability of the S2SR program's design and interventions in relation to the needs of its stakeholders and the broader strategic context. It examines whether the program's design was logical and coherent, and whether its scope was realistic, given the time, resources, and capacities available. This section also evaluates how well the program integrated key cross-cutting priorities, such as gender equality, international labour standards (ILS), social dialogue and tripartism, and environmental sustainability, both in theory and in practice. Additionally, it explores the extent to which the program's actions aligned with national Decent Work Country Programmes (DWCPs), ILO's Programme & Budget (P&B), United Nations Sustainable Development Cooperation Frameworks (UNSDCFs), and Sustainable Development Goal (SDG) targets. Furthermore, the relevance of the program's objectives is assessed, considering the specific needs of beneficiaries in the fishing and seafood processing sectors in the targeted countries. Finally, this section discusses whether the program's outcomes remain relevant to the evolving needs of key stakeholders and what adjustments, if any, should be made to the target countries in a potential next phase to enhance strategic impact.

Logic and coherence

The design of the S2SR program appears logical and coherent, based on several key aspects outlined in the project document and the mid-term evaluation findings:

1. **Alignment with Contextual Needs:** The programme's design effectively addresses critical vulnerabilities in the fishing and seafood processing sectors in the targeted countries, focusing on labour migration issues and associated risks such as exploitation and trafficking. The project was designed in response to specific challenges faced by a large population of migrant workers in Southeast Asia, who often encounter hazardous working conditions, extended periods at sea, and limited regulatory oversight.
2. **Theory of Change and Strategic Fit:** The program's theory of change is well-structured, linking policy, systemic, and community-level interventions. It postulates that strengthening legislative and policy frameworks, combined with empowering migrant workers and engaging key stakeholders, will lead to improved and safer migration practices in the targeted sectors. This comprehensive approach integrates actions across policy (Outcome 1), systemic (Outcome 2), and individual/community (Outcome 3) levels, enhancing coherence and reinforcing the program's strategic objectives.
3. **Evidence-Based Approach:** The program design was informed by previous successful initiatives like the ILO's TRIANGLE in ASEAN, Safe and Fair, Ship to Shore Rights project and the SEA Fisheries Project. Drawing on lessons learned from these earlier efforts enabled the S2SR program to implement proven strategies and make necessary adaptations based on regional differences, increasing the validity and effectiveness of its approach.
4. **Stakeholder Engagement:** A strong participatory approach was embedded in the program's governance structure, involving civil society, unions, employers, and government representatives. This inclusive engagement ensured that the programme design was responsive to the needs and insights of key stakeholders, enhancing buy-in and laying the groundwork for sustained impact.

5. **Flexibility in Implementation:** Recognizing the diverse contexts of Southeast Asian countries, the program was designed with an asymmetric approach. This allowed it to tailor its activities to the specific challenges and dynamics of each country, thereby improving relevance and adaptability.

Limitations and Challenges

While the programme's design was logical, it faced certain challenges:

1. **Highly Ambitious Scope:** The number of countries involved, the scale of outputs, and the resources available (financial and human) made the programme highly ambitious. According to ILO officers, this scope reflects the significant needs and challenges identified in the problem analysis. While strategically important, the extensive coverage across seven countries with a regional component underscored the programme's commitment to addressing labour migration governance comprehensively.
2. **Complexity of Multi-Agency Implementation:** The involvement of three UN agencies (ILO, IOM, and UNDP) added complexity to coordination and management. Although the multi-agency model provided diverse expertise, it also led to challenges in communication and streamlined implementation.
3. **Need for Stronger Integration of Environmental Sustainability in the project design and implementation?** The programme had limited focus on environmental aspects such as marine conservation, despite the strong link between fishing practices and labour rights. This was identified, for example, during the mid-term evaluation.

Realism of the project's scope

The S2SR programme has ambitious objectives that reflect the complex and systemic nature of the challenges it aims to address. While significant progress has been made, the scope of interventions has presented challenges when weighed against the time, resources, and capacities available. Several factors contribute to the ambitious nature of the programme:

1. **Complex Issues:** The S2SR program tackles serious problems like forced labour, human trafficking, and unfair labour practices in the fishing and seafood sectors in the target countries. These are deep-rooted issues that involve many layers of governance, economic factors, and inconsistent legal enforcement and political accountability across countries. Solving these problems requires more than just changing laws—it involves shifting cultural norms, improving law enforcement, and transforming the labour market in the sector. There was widespread agreement among consulted stakeholders that this level of change often takes longer than originally planned.
2. **Systemic Problems:** Primary and secondary information consulted by the evaluator shows that issues like poor working conditions and labour rights violations in the fishing and seafood processing industries result from, for example, weak labour laws, a lack of enforcement of such laws, and informal employment. Fixing these systemic problems would require more than just policy changes; it would need a shift in culture and behaviour at all levels—from governments and employers to workers and civil society. The opinions gathered by the evaluator indicated that achieving this kind of change within the program's timeline could be challenging.

3. **Wide Geographic Scope:** The program operates in seven Southeast Asian countries, each with its own legal system, political priorities, and capacities to enforce labour laws. This diversity adds complexity to implementation efforts. Achieving meaningful progress across such a broad area with limited resources is difficult for any program.
4. **Broad stakeholder engagement:** The program works with a wide range of partners, including governments, local authorities, employers, workers' organizations, civil society, businesses, international organizations, and migrant workers. Balancing the needs, roles, and contributions of so many different groups has been time-consuming and demanding. Coordinating actions among stakeholders with different priorities and capacities has proved challenging.
5. **Limited Capacity and Funding:** Many national partners face challenges like a lack of staff, expertise, and funds and thus, the program has had to provide a lot of additional support for capacity-building. Relying on external funding (i.e. ILO and S2SR) also raises concerns about whether the program's achievements will last after donor funding ends.
6. **Impact of COVID-19 and Political Instability:** The COVID-19 pandemic and political instability, especially in Myanmar, have further complicated the program's work. These unexpected events have made it harder to keep the program moving toward its goals. Despite these unforeseen obstacles, the program demonstrated flexibility by pivoting its approach, reprogramming activities, and adapting strategies to ensure progress toward its goals. This adaptability was a key factor in achieving the program's objectives, even under adverse conditions.

Incorporation of gender equality, ILS, social dialogue and sustainability

The S2SR programme integrated several cross-cutting issues into its design and implementation, including gender equality, International Labour Standards (ILS), social dialogue and tripartism, and to a lesser extent, environmental sustainability.

Gender Equality and Women's Empowerment

The programme developed a dedicated Gender Equality and Women's Empowerment Strategy, recognizing the highly gendered nature of employment in the seafood processing sector in the target countries. The gender strategy focused on addressing gender disparities, and aimed to adopt a gender-transformative approach, targeting to both shift gender power dynamics and improve conditions for women in these sectors.

According to the projects' Technical Progress Reports (TPRs), during implementation, significant resources (around 30%) were allocated to gender-focused activities. The programme scaled up access to gender-sensitive services, including pre-departure orientation sessions tailored for female migrant workers, legal aid, and psycho-social support. MRCs played a crucial role in delivering these services, ensuring that women could access the necessary support throughout the migration cycle. Specific tools and materials were developed to address the unique needs of women in the seafood processing sector, including the development of the 'Gender Equality and Women's Empowerment Strategy' through a participatory process involving key stakeholders across the seven program target countries. This process ensured the strategy was rooted in a deep understanding of the gendered dynamics within the fishing and seafood processing sectors, enabling its subsequent implementation. Furthermore, S2SR supported integrating gender considerations into national and regional policies, such as enhancing maternity protections in Thailand and promoting non-discrimination in the

maritime sector through targeted advocacy efforts. Technical assistance was provided to governments and social partners to incorporate gender-responsive measures into legal reforms and policy frameworks.

In addition, a series of meetings were organized by the ILO's gender equality and women's empowerment taskforce to achieve 4 key objectives: (1) Development of guidelines for measurement of gender budgeting in the annual report; (2) organizing a launch event and regional training for the S2SR gender equality and women's empowerment strategy; (3) inclusion of gender equality in evaluations and M&E training curriculum; and (4) reviewing gender equality and women's empowerment in work plans at the S2SR regional team meeting

Overall, the S2SR programme made progress in advancing gender equality and women's empowerment, contributing to more inclusive and equitable conditions for women in the seafood processing industries across Southeast Asia.

International Labour Standards (ILS)

The programme's design was aligned with several key ILO conventions, including the Work in Fishing Convention (C. 188) and the Forced Labour Protocol (P29). This alignment aimed to strengthen compliance with these international standards across the fishing and seafood processing industries in Southeast Asia.

During its implementation, the S2SR programme facilitated the adoption of legislative reforms in target countries, providing technical assistance to align national laws with ILS. Countries like Indonesia, the Philippines and Viet Nam made improvements in their legal frameworks to better comply with ILS. Additionally, the programme delivered training sessions for labour inspectors and law enforcement agencies, which included dedicated components on ILS, thereby enhancing national capacity to identify and address violations of labour law and crime in the sector. Viet Nam also developed the Comparative Legal Analysis of C.188 as a preparatory step for the envisioned ratification of C.188.

Social Dialogue and Tripartism

The programme's Theory of Change emphasized social dialogue and tripartism as critical mechanisms for improving labour conditions in the fishing and food processing sectors. It incorporated engagement with governments, employers, and workers' organizations to foster collective problem-solving and policy development.

During its implementation, the program organized national and regional consultations, including tripartite dialogues, to address labour migration issues. Specific initiatives included capacity-building sessions tailored for diverse target audiences. For example, workshops were conducted to strengthen the capacity of civil society organizations (CSOs) and trade unions to support migrant workers effectively. For example, in Thailand, occupational safety and health (OSH) training served as a gateway activity to foster cooperation between workers and employers. One such initiative, in partnership with Stella Maris, focused on equipping workers in the fishing sector with practical knowledge of OSH. These efforts enhanced the roles of trade unions and promoted collaborative approaches to addressing labour migration challenges.

Moreover, increased collaboration was reported between trade unions, employers, and governments. The bilateral agreements between trade unions in Cambodia and Thailand

(please refer to the effectiveness section for further details) exemplified successful cross-border social dialogue efforts and cooperation.

Environmental Sustainability

In its design the programme included a limited focus on environmental sustainability. Although overfishing and marine pollution were recognized as contextual issues affecting the fishing sector, the programme's primary objectives were centred on labour rights and safe migration.

The integration of environmental sustainability remained limited in practice, with most efforts focused on addressing labour issues. The midterm evaluation had highlighted the need for a more explicit focus on environmental sustainability if future phases of the programme were to address the broader impacts of the fishing sector effectively. ILO officers suggested that the UNDP research study on environmental degradation and the impacts of climate change would be a key output addressing environmental issues upon its release.

Alignment with strategic priorities and plans

The programme addresses major causes of vulnerability for migrant workers in the fishing and seafood processing sectors in Southeast Asia. It effectively aligns with national Decent Work Country Programmes (DWCPs), ILO Programme and Budget (P&B), United Nations Sustainable Development Cooperation Frameworks (UNSDCFs), and Sustainable Development Goals (SDGs)

Alignment with national DWCP

Document review shows that the programme actions were closely aligned with the priorities set out in the DWCPs of target countries such as Thailand, Indonesia, Cambodia, Lao PDR, Myanmar, Vietnam and the Philippines. The DWCPs in these countries emphasize the need for improved labour migration governance, enhanced protection of workers' rights, and the elimination of forced labour and trafficking. S2SR effectively responded to these national priorities, for example, by supporting legal reforms, capacity-building for labour inspectors, and the development of tools to strengthen the enforcement of labour standards in the fishing and seafood processing sectors. The programme's tailored approach, which took into account the specific needs and priorities of each country, ensured that interventions were in line with national commitments under each DWCP. In addition, ILO S2SR team informed that the programme contributed to the development of the DWCPs in several countries, including Thailand, Vietnam, Laos and Cambodia.

Alignment with ILO Programme and Budget (P&B)

The S2SR programme was well aligned with the ILO's Programme and Budget (P&B) outcomes, particularly Outcome 6 on ensuring adequate and effective protection at work. The programme contributed directly to this outcome by addressing critical issues such as forced labour, child labour, and violations of occupational safety and health standards. Key interventions included, for example, training for stakeholders on ILS, enhancing capacity for labour inspections, and developing national action plans in alignment with ILO conventions such as the Work in Fishing Convention (C. 188). The programme's focus on promoting decent work and safe migration directly supported the ILO's strategic objectives outlined in the P&B.

Alignment with United Nations Sustainable Development Cooperation Frameworks (UNSDCFs)

The S2SR programme's design and implementation were aligned with the priorities of the UNSDCFs in the region, particularly in areas related to promoting decent work, enhancing social protection, and protecting vulnerable populations. For example, in countries like Indonesia, Cambodia, and Thailand, the UNSDCFs emphasize the need for inclusive economic growth and the protection of migrant workers' rights. The S2SR programme indirectly supported these priorities through its focus on strengthening legal frameworks, enhancing social dialogue, and providing direct support services to migrant workers. Collaborative efforts with UN partners such as IOM and UNDP also ensured better coordination resulting in increased coherence with broader UN system interventions, enhancing the overall impact and coordination of the programme at both national and regional levels.

Alignment with Sustainable Development Goals (SDGs)

The S2SR programme showed strong alignment with several SDG targets, particularly:

- **SDG 8 (Decent Work and Economic Growth):** The programme directly contributed to targets 8.7 (ending forced labour, modern slavery, and human trafficking) and 8.8 (protecting labour rights and promoting safe working environments for all workers). The programme's interventions in improving labour inspection systems, supporting fair recruitment practices, and combating trafficking were critical in advancing these targets across the region.
- **SDG 10 (Reduced Inequalities):** By addressing the vulnerabilities of migrant workers and enhancing their access to legal and social protection services, the programme contributed to reducing inequalities within and among countries (target 10.7 on facilitating safe migration).
- **SDG 5 (Gender Equality):** The programme's emphasis on gender equality and women's empowerment aligned well with target 5.5 (ensuring women's full and effective participation) by promoting gender-sensitive policies and expanding access to services tailored for female migrant workers

Relevance of the S2SR Programme to the Needs of Migrant Workers and fishers

Through primary and secondary sources, the evaluation confirmed that the S2SR programme is highly relevant to the needs of migrant workers and fishers, addressing critical gaps in labour protection, safety, and social security. Here are the key examples illustrating its relevance:

Protection of Labor Rights and Working Conditions

Migrant fishers often face hazardous working conditions, low wages, and exploitative practices, including forced labour and trafficking. The S2SR programme targets these issues by promoting the ratification of specific international labour standards (ILO C. 188, C. 87, C. 98 and P. 29) and strengthening labour inspections, ensuring that migrant workers' rights are protected in both sending and receiving countries.

Cross-Border Cooperation for Migrant Protection

Migrant fishers frequently move across borders and often lack the protection of social security and labour laws. The programme's focus on cross-border coordination between sending and receiving countries helps establish mechanisms that protect workers throughout their migration journey. For example, in Myanmar, the program facilitated cross-border cooperation meetings between stakeholders in Myanmar and Thailand, enabling the sharing of updates on migration issues and building practical collaboration to support migrant fishers. In Cambodia, a bilateral trade union agreement was signed between the Cambodian Labour Confederation (CLC) and the Fishers' Rights Network (FRN) in Thailand. This agreement laid the groundwork for joint activities, including pre-departure orientation sessions and advocacy to protect migrant fishers' rights.

Fair and ethical Recruitment Practices

Many migrant fishers and seafood industry workers are trapped in debt bondage due to unfair and ethical recruitment practices. By working with recruitment agencies and employers to enforce fair and ethical recruitment standards, the programme helps reduce exploitation and provides these workers with fair employment opportunities, improving their overall working conditions.

Capacity Building and Worker Empowerment

Migrant workers, especially fishers and seafood industry workers, often lack awareness of their rights and access to grievance mechanisms. Through capacity-building initiatives, including the management of MRCs the programme empowers workers to report abuses and better navigate legal and administrative systems, ensuring their voices are heard.

Focus on Gender-Specific Needs

Men and women workers in the seafood processing industry face unique gender-based challenges, including harassment and discrimination during migration process as well as on the work floor. The programme's gender-responsive approaches, such as ensuring gender-sensitive labour inspections and promoting gender equity in the workforce, address the specific vulnerabilities of men and women who are migrant workers, making the programme relevant to their respective needs.

Relevance in the Context of Post-Coup Myanmar

The program demonstrated its adaptability and continued relevance in addressing the challenges faced in post-coup Myanmar. A study on the resilience of trade unions and CSOs documented how these entities have navigated persecution by the military, providing actionable insights into sustaining their operations under duress. Recognizing the security risks to partners, the program supported the Yay Kyi Yar (YKY) Facebook campaign, enabling virtual outreach to migrant workers with critical information on safe migration and labour rights. To meet the increased demand for information and services due to heightened migration, the program expanded its MRCs to five locations. Additionally, cross-border cooperation meetings facilitated the exchange of information on the rapidly changing context and enabled targeted interventions through small grants for local stakeholders. These efforts underscore the program's ability to respond effectively to the evolving needs of migrant workers in Myanmar.

Current relevance

The evaluation concluded that the S2SR programme remains highly relevant to the evolving needs of its key stakeholders, including governments, migrant workers, employers, unions and civil society organizations.

Continued Importance of Labor Rights and Protection: The core objectives of the programme—improving labour rights, promoting safe migration, and addressing forced labour and human trafficking—are still critical for key stakeholders. Migrant workers in the fishing and seafood sectors remain vulnerable to labour exploitation, and governments continue to seek solutions to enhance legal protections and enforcement mechanisms. The relevance of these outcomes is underscored by ongoing labour rights violations and the need for stronger governance in the sector. In addition, recent contextual challenges underscore the program’s relevance:

- **Thailand** has seen a pushback on key labour governance reforms, for example, the Fisheries Act of 2015 was revoked in January 2024, following advocacy from the National Fisheries Association of Thailand and business interests, creating additional potential risks for workers in the fishing and seafood sectors and underscoring the need for sustained advocacy and capacity building.
- In **Indonesia**, the establishment of a new Ministry of Migrant Workers Protection offers an opportunity to align policies with international labour standards and strengthen protections for migrant workers.
- At the **regional level**, the ASEAN Declaration on the Placement and Protection of Migrant Fishers and its associated Guidelines present a critical opportunity for governments to follow through on commitments to improve labour governance and cooperation.
- The **increased migration from Myanmar to Thailand**, driven by ongoing political instability, has heightened the need for cross-border coordination and targeted support mechanisms for vulnerable migrant workers.
- **Efforts to promote freedom of association, collective bargaining, and OSH.** Addressing key structural gaps, the program emphasized freedom of association, collective bargaining, and OSH as critical components of labour rights. For example, in Thailand, where legal restrictions limit migrant workers’ ability to form trade unions, support was provided to informal worker organizations like the Migrant Workers Rights Network. Training sessions on collective bargaining equipped trade unionists and civil society leaders to advocate more effectively for workers’ rights. Additionally, OSH initiatives, such as training programs conducted in collaboration with Stella Maris and compliance assessments under the Seafood Good Labour Practices program, enhanced safety and working conditions in the fishing and seafood processing sectors

These dynamics reinforce the urgency of the program’s work in strengthening governance frameworks, ensuring effective enforcement, and protecting the rights of migrant workers in the region.

- **Increased Focus on Sustainability and National Ownership of labour governance systems:** As countries in the region increasingly prioritize sustainable development and national self-reliance, stakeholders are looking for long-term solutions that can be integrated into national systems. The S2SR programme’s outcomes around capacity-building and institutional strengthening remain highly relevant, but there is growing

demand for a stronger focus on sustainability and exit strategies that allow national stakeholders to take full ownership of labour governance systems.

- **Emerging Gender and Social Equity Needs:** The gendered dimensions of labour migration, particularly the protection of women in the seafood processing sector, are receiving increased attention from national Governments and civil society. The programme has made progress in addressing these issues across target countries, but there more targeted interventions are needed, for example regarding men and women who are working informally in the seafood processing value chain.
- **Cross-Border Coordination Remains Crucial:** Cross-border labour migration continues to be a central concern for both sending and receiving countries. The programme's outcomes, which emphasize the harmonization of labour standards and cross-border cooperation, are still highly relevant. However, as migration patterns evolve and regional dynamics shift, the programme may need to adapt its strategies to ensure it can address new trends, such as increased irregular migration and shifting labour markets.

Adjustments of the target countries

The Terms of Reference request that the evaluator assess what adjustments should be made to the programme's target countries in a potential next phase, to optimize strategic impact and achieve results effectively.

Based on analysis of primary and secondary information, the following recommendations outline potential adjustments in the selection of target countries in a future phase of the Ship to Shore Rights Southeast Asia programme to enhance its strategic impact:

1. Prioritize High-Risk Countries for Labour Rights Violations

- **Myanmar, Cambodia, and Indonesia** should remain key target countries due to ongoing challenges with forced labour and exploitation, exacerbated by weak regulatory frameworks and political instability. The risks of trafficking and abusive practices are heightened in these contexts, making targeted interventions critical.
- **Philippines** is increasingly a major source of sea-based migrant workers, and recent policy developments (e.g., establishment of the Department of Migrant Workers) indicate an opportunity for deeper engagement and S2SR support.
- **Malaysia** could also be included as a destination country with significant reliance on migrant fishers but facing challenges in labour inspection and enforcement.

2. Consider Phased or Asymmetric Approaches

- The next phase should continue an **asymmetric approach**, focusing interventions based on the specific roles of countries in the migration process (origin, transit, destination). For instance:
 - **Thailand and Malaysia** as primary destination countries should receive targeted support for improving labour inspections, legal enforcement, victim protection mechanisms and labour organizing.
 - **Indonesia, Philippines, Cambodia, and Myanmar** as source countries should receive focused interventions on safe recruitment processes, awareness campaigns, and capacity building for all relevant stakeholders.

3. Include New Priority Areas for Aquaculture

- Target countries with significant aquaculture industries (e.g., **Indonesia, Philippines, Thailand and Myanmar**) should be prioritized, given the substantial decent work deficits identified in these sectors, especially for women and informal workers.

4. Deprioritize Vietnam and Lao PDR from Target Countries in the Next Phase

- **Vietnam's Political Environment:** feedback from ILO S2SR staff indicates that Vietnam's current political climate poses significant challenges to project implementation. Notably, S2SR was not approved in Vietnam, underscoring these difficulties. Recent political instability, including high-profile resignations amid an anti-corruption campaign, has further complicated the administrative landscape... Reluctance to continue partnerships, long delays in signing implementation agreements and cancellation of long-term partnerships with government MRC partners were also major impediments.

In addition, although Viet Nam is a major producer of aquaculture and capture fisheries products, the sector is dominated by the more than 550,000 national workers employed on Vietnam-flagged vessels. While an estimated 12,000 Vietnamese migrant fishers work on foreign fleets in countries such as Korea, Japan and Taiwan (China), they represent a relatively small portion of Vietnamese migrant workers. To address decent work deficits in these sectors in Viet Nam, a country-specific project may be more effective to ensure better alignment of priorities with the Government of Viet Nam. In addition, by removing the regional element from a project, the perception that the subject matter is politically sensitive may be better managed without the risk of trade competition between countries of action overshadowing the implementation.

- **Lao PDR:** is a landlocked nation, which inherently limits its direct involvement in maritime activities. According to several testimonies gathered by the evaluator, it does not serve as a major source of migrant fishers. While there is some migration to neighbouring countries for work, the scale and relevance to the fishing industry are minimal.

5. Leverage Regional Momentum through ASEAN

- The next phase of the S2SR programme presents a valuable opportunity to strengthen collaboration with ASEAN bodies and initiatives, building on the momentum gained from recent regional commitments. The adoption of the ASEAN Declaration on the Placement and Protection of Migrant Fishers (please refer to the effectiveness section for further details) at the 42nd ASEAN Summit demonstrates collective will among ASEAN member states to enhance protections for migrant fishers.
- Supplementary engagement with ASEAN as a strategic partner has the potential to facilitate policy harmonization, enhance cross-border cooperation, and enable the scaling of promising practices across the region. This approach not only aligns with the programme's objectives but also amplifies its impact by fostering regional dialogue, strengthening labour migration governance, and ensuring the adoption of coordinated, evidence-based interventions across key migration corridors.

Effectiveness

The effectiveness section of this evaluation examines how well the S2SR program has achieved its intended results and objectives through its core activities. It assesses the programmes' ability to address labour and migration challenges, particularly for women and vulnerable workers in the fishing and seafood processing sectors, through gender-responsive programming and policies. Key considerations include whether the program successfully promoted gender equality and protection for vulnerable workers, especially by utilizing gender budgeting. This section also evaluates the program's success in advancing International Labour Standards (ILS), fostering social dialogue, tripartism, and cooperation among core constituents to promote safe and productive labour migration in Southeast Asia. Additionally, it explores how effective the program was in terms of the integration of environmental sustainability, including the conservation of marine resources.

The evaluation also has considered the effectiveness of the communications and visibility strategy in raising the profile of the program at both the national and regional levels, as well as of the monitoring and evaluation system in supporting results-based management. Furthermore, this section identifies the key internal and external factors, along with the challenges, that influenced the program's achievements. It provides an analysis of the program's responses to these challenges and what worked well or did not. Finally, the effectiveness of the ILO, IOM, and UNDP in delivering their components is assessed, and recommendations are made regarding potential adjustments to the staffing structure for a future phase of the program.

Key results achieved

Based on the information from the annual TPRs prepared by the project team and interviews with project stakeholders, the evaluator presents below an assessment of the key results achieved by S2SR for each of its three outcomes. The programme's indicators are included in annex 1.

Outcome 1: Strengthened Legal, Policy, and Regulatory Frameworks

The first outcome focuses on aligning national and regional laws and policies with international labour standards, such as the ILO's Work in Fishing Convention, 2007 (No. 188) and the Private Employment Agencies Convention, 1997 (No. 181). This component addresses the need for comprehensive legal reforms across countries, to ensure that the rights of migrant workers in the fishing and seafood processing sectors are protected.

Thailand: Fair and ethical recruitment

- **Fair and ethical recruitment Policy for the Thai Tuna Industry Association (TTIA):** The program has contributed to advancing ethical recruitment standards within the seafood processing sector, including supporting the TTIA in its efforts to strengthen labour protections. TTIA has been an active participant in the Seafood Good Labour Practices (GLP) Program, incorporating fair recruitment principles and addressing critical labour rights concerns. The program's collaboration with TTIA, alongside training initiatives and operational tools developed with support from IOM, has fostered greater awareness and commitment among employers to align with international ethical recruitment standards. These efforts underscore the program's role in driving systemic change within the industry, even as gaps remain in formal policy adoption.

Cambodia: Legislative Analysis and Bilateral Agreements

In Cambodia, the program made advances in reviewing labour migration laws and enhancing cooperation with neighbouring countries.

- **Legislative Gap Analysis:** The S2SR program conducted a legislative gap analysis comparing the country's labour migration legal framework with ILS including the Work in Fishing Convention (No. 188) and the Private Employment Agencies Convention (No. 181). The findings from this analysis may inform future legislative reforms aimed at improving protections for Cambodian migrant workers employed in the fishing and seafood processing sectors.
- **Bilateral Agreement with Thailand:** The S2SR programme promoted a bilateral agreement between Cambodia and Thailand to enhance safe and regulated labour migration in the fishing sector. The agreement aims to streamline recruitment, provide stronger protections for Cambodian migrant fishers, and establish joint monitoring mechanisms. However, the outline has been discussed but there is no draft agreement yet.
- **Strengthening Cross-Border Trade Union Cooperation:** The program facilitated the signing of a bilateral trade union agreement between the Fishers' Rights Network (FRN) in Thailand and the Cambodian Labour Confederation (CLC). This agreement aims to enhance cross-border cooperation in protecting migrant workers' rights through joint activities, including pre-departure orientation sessions, legal assistance, and advocacy for safe migration practices. By fostering collaboration between trade unions in both sending and receiving countries, the program has strengthened the ability of workers' organizations to address the complex challenges faced by migrant fishers, promoting fair treatment and improved labour conditions across borders.

Indonesia: Major Regulatory Advancements

Indonesia has been a significant focus for the S2SR program, with efforts under this outcome centred on supporting legal reforms.

- **Government Regulation No. 22 of 2022:** One of the most important legal reforms in Indonesia was the adoption of Government Regulation No. 22 of 2022, which governs the placement and protection of migrant fishers. This regulation represents a significant step forward in aligning Indonesia's legal framework with international labour standards, ensuring better protections for migrant workers in the fishing sector.
- In addition, a **key milestone was the Memorandum of Understanding (MoU) between the Ministry of Marine Affairs and Fisheries (MMAF) and the Ministry of Manpower (MOM)**, which laid the foundation for improved collaboration on labour inspections and enforcement. Additionally, the **Decree No. 523/012 in Central Java Province** enabled the establishment of a Joint Monitoring Team to inspect labour conditions aboard fishing vessels, a first for the country. The decree focused on building awareness of OSH standards and labour rights while gathering baseline data on labour law compliance

Philippines: Strengthened Labor Migration Governance

The S2SR program in the Philippines focused on legislative reforms to enhance labour migration governance.

- **Magna Carta of Filipino Seafarers.** The programme supported legislative initiatives with a particular emphasis on the adoption of the Magna Carta of Filipino Seafarers. This legislative effort aims to establish comprehensive rights and protections for Filipino seafarers, covering aspects such as fair recruitment, decent working conditions, and safety at sea. The continued advocacy and technical assistance provided by the programme have played a key role in pushing this legislation forward, although final approval and implementation are still pending.

- **Capacity-Building Activities:** The program provided technical assistance to government agencies, trade unions, and employers' organizations to ensure the effective implementation of the new labour migration laws. For instance, it supported the Department of Migrant Workers (DMW) by delivering inputs for the drafting of rules and regulations governing the recruitment and employment of seafarers, including migrant fishers. Additionally, the program collaborated with Stella Maris to roll out the Migrant Fishers Information Package through a series of Training of Trainers workshops. These workshops equipped community leaders with the knowledge to cascade critical information on migrant fishers' rights and challenges to local communities.
- **Support for Ratification of C188 in the Philippines:** the program played an important role in advancing discussions on the ratification of the Work in Fishing Convention (No. 188) in the Philippines. It supported the Department of Labor and Employment (DOLE) in organizing national tripartite workshops to deepen stakeholder understanding of C188 and facilitate discussions on the readiness of the fishing industry to comply with its standards. Drawing on lessons from Thailand's ratification of the convention, the program contributed technical insights that could inform recommendations to the Philippine Senate for further legislative action.

Viet Nam: Legislative Development

In Viet Nam, the S2SR program focused on the development of subordinate legislation and the elaboration of a legislative gap analysis to contribute to improving labour migration regulation.

- **Subordinate Legislation for the Law on Contract-Based Overseas Vietnamese Workers:** The S2SR program collaborated closely with Viet Nam's Ministry of Labour, Invalids, and Social Affairs (MOLISA) to support the development of five pieces of subordinate legislation under the **Law on Contract-Based Overseas Vietnamese Workers**. These sub-laws aimed to strengthen the governance of labour migration, particularly in the fishing and seafood processing sectors. They promoted that recruitment agencies adhered to fair recruitment practices and, that migrant workers received adequate protection while working abroad.
- **Gap analysis:** Aligned with the Prime Minister's decision to ratify the Work in Fishing Convention (No. 188), S2SR undertook a comparative legislative analysis to contribute to a potential alignment of the country's legislative framework with the Work in Fishing Convention (No. 188) and Recommendation (No. 199). This analysis aimed to identify gaps in current legislation regarding labour protections for migrant fishers, and the program staff provided technical support to enhance Vietnam's legal framework. The analysis was conducted following a request from the Vietnam Institute of Fisheries Economics and Planning (VIFEP). The final analysis has the potential to assist the government in making the necessary adjustments to move forward with the ratification of the convention.

Strengthening Labor Migration Frameworks in Lao PDR

Based on evidence provided, the S2SR programme achieved key results aimed at strengthening legal and regulatory frameworks related to labour migration in Lao PDR. These included:

- **Gap Analysis and Legal Review:** A comprehensive gap analysis of the legal framework governing labour migration, especially regarding recruitment practices, was conducted. The analysis benchmarked Lao PDR's laws against the *Private Employment Agencies Convention, 1997* (No. 181) and other international standards.

- **Lao Employment Business Association.** The program supported the establishment of the Lao Employment Business Association, the first private employment agency association in the country, aimed at improving recruitment practices and aligning labour migration policies with international standards. The association aims to raise business standards among its members to ensure fair and ethical recruitment practices, particularly for migrant workers. By filling a structural gap in tripartite dialogue, the Association is positioned to play a pivotal role in shaping labour migration governance policies in Lao PDR and advocating for fair and ethical recruitment practices

In summary, S2SR legislative work has laid the groundwork for stronger regulatory frameworks, contributing to improving the protection of migrant workers' rights across Southeast Asia.

Regional Initiatives and ASEAN Cooperation

At the regional level, the S2SR program has played a pivotal role in fostering cooperation among ASEAN countries to harmonize their respective labour migration policies.

- **ASEAN Declaration on the Placement and Protection of Migrant Fishers:** One of the program's key achievements was the development and adoption of the ASEAN Declaration on the Placement and Protection of Migrant Fishers. This declaration represents the first regional policy specifically focused on protecting migrant workers in the fishing sector. It promotes regional cooperation and the adoption of international labour standards across Southeast Asia.
- **Fair Seas Labour Conference:** The program organized the Fair Seas Labour Conference in Bali, Indonesia, bringing together representatives from government, trade unions, and employers' organizations to discuss safe migration and decent work in the fishing and seafood processing sectors. The conference facilitated a regional dialogue on labour migration governance and helped share best practices across countries. In addition, it's worth noting that the Fair Seas Labour Conference set the stage for the ASEAN Declaration and Guidelines to be enacted.
- The adoption of new policy instruments and achievements in ASEAN in 2024, such as the "**ASEAN Guidelines on the Placement and Protection of Migrant Fishers**," is a significant achievement for regional cooperation. The Guidelines were created to improve the rights and welfare of migrant fishers in the region. They provide a framework for fair recruitment, fair treatment, and decent working conditions, while also promoting access to justice and social protection. The guidelines emphasize regional cooperation and best practice sharing among ASEAN Member States, aiming to enhance the safety and fairness of labour migration in the fishing industry. In addition, a project manager explained to the evaluator that the ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW) develops its own work plan for implementing the instruments related to migration. With the adoption of the migrant fisher declaration and guidelines, the ILO will now provide financial and technical support to facilitate the implementation of these work plans.

Research and Knowledge Products

The S2SR programme conducted a series of research studies to provide evidence-based recommendations for improving labour migration governance in the fishing and seafood processing sectors. Key publications included, for example, "Rough Seas: The Impact of COVID-19 on Fishing Workers in South-East Asia" and "Achieving Fair and Fair recruitment: Improving

Regulation and Enforcement in ASEAN”, which addressed critical issues such as the pandemic's impact and gaps in recruitment practices. Examples of other research studies are: “Riding out the storm: Organizational resilience of trade unions and civil society organizations following the military takeover in Myanmar; or “Turning principles into pathways: The future of the Seafood Good Labour Practices programme”. Additional studies explored gender dynamics in the fishing sector and the experiences of Cambodian and Myanmar migrants in Thailand's seafood processing industry. In addition, other studies analysed migration patterns and service needs in Laos. Moreover, S2SR contributed to a study on child labour in the fishing sector in Viet Nam.

In total, the programme published 23 research and knowledge products, creating a substantial evidence base that informed advocacy efforts and supported capacity-building workshops across seven ASEAN countries. These research outputs have been pivotal in shaping bilateral agreements, influencing ASEAN-level policy frameworks, and guiding national legislative reforms, ultimately enhancing rights-based labour governance in the region.

Communication campaigns and products

S2SR developed large-scale communication campaigns to raise awareness about safe migration and labour rights in the fishing and seafood processing sectors. The program reached over 3 million people through various communication products, including newsletters, social media posts, and educational materials. A notable initiative was the “Not Just Labour: Migrant Photo Voices from Thailand’s Fisheries Sector” exhibition, which showcased the lived experiences of migrant workers and was viewed by over 65,000 people at the Bangkok Arts and Cultural Centre. Additionally, the program supported major annual celebrations of International Migrants Day in Cambodia, Lao PDR, Myanmar, and Thailand, fostering public recognition of migrant workers’ contributions and disseminating vital information on labour rights.

Importantly, the campaigns were closely linked to pre-departure orientation sessions and migration information services, ensuring that migrant workers received accurate, reliable, and sector-specific guidance before embarking on their journeys.

The highly successful Yay Kyi Yar Facebook campaign in Myanmar produced 201 videos and infographics on safe migration and decent work, with an estimated reach of over 68 million people. Additionally, media outlets published 171 stories highlighting the program’s interventions, further expanding its visibility.

These campaigns have played a crucial role in disseminating vital information to migrant workers, empowering them to exercise their rights and access the services available to them.

Outcome 2: Enhanced Protection of Labor Rights and Promotion of Safe and Secure Working Environments

The second outcome focused on enhancing the protection of labour rights by strengthening labour inspections, ensuring the implementation of legal protections, improving the working conditions of migrant workers in the fishing and seafood processing sectors and promoting fair and ethical recruitment practices.

Thailand: Enhanced Labor Inspections

In Thailand, the S2SR program focused on strengthening labour inspections in the fishing and seafood processing sectors, which have historically been prone to labour rights violations.

- **Capacity Building for Labor Inspectors:** The program worked with Thailand’s Department of Labour Protection and Welfare (DLPW) to organize multiple training sessions for labour inspectors. These sessions aimed to strengthen inspectors’ capacity to enforce labour laws in the fishing and seafood processing sectors. Training covered topics such as international labour standards, operational indicators of forced labour, and sector-specific information about high-risk industries. S2SR also supported the development of a theory of change and SMART KPI for improving labour inspection.
- **Port-in/Port-out (PIPO) Inspections:** The program worked with the Department of Labour Protection and Welfare (DLPW) to strengthen the interdisciplinary and multi-agency approach of Port-in/Port-out (PIPO) inspections in the fishing sector. Traditionally, these inspections focused primarily on monitoring fisheries catch and vessel safety regulations, with limited attention to labour protections, working conditions, and occupational safety and health (OSH) standards for fishers. Through capacity-building efforts and technical support, the program enhanced the ability of inspection teams to address these gaps. While the program did not expand PIPO inspections to formally include OSH, it supported improved labour inspections by integrating better practices and standards, contributing to safer and fairer working conditions for migrant fishers. However, despite these advancements, the evaluator learned that the PIPO system faces several challenges. One major issue is the limited capacity and resources available for conducting thorough inspections. This in turn affects the scaling of inspection operations to ensure comprehensive coverage. Additionally, there is a lack of trust among migrant fishers, as they are usually hesitant to engage with inspectors due to fears of potential retaliation or misunderstanding of the inspection purposes. Such a trust deficit makes it difficult to secure the full cooperation required for effective oversight. Compounding these challenges is a continuing reluctance among some inspectors to take on an enforcement role, with many preferring to adopt an advisory approach.

Good Labour Practices (GLP) Guidelines in Thailand’s seafood industry

- The S2SR program, in partnership with the Thai Frozen Foods Association (TFFA), the Thai Tuna Industry Association (TTIA), the Department of Labour Protection and Welfare (DLPW) under the Ministry of Labour, and the Department of Fisheries under the Ministry of Agriculture and Cooperatives, jointly developed the Good Labour Practices (GLP) Guidelines for Thailand’s seafood processing industry. These guidelines provide a comprehensive framework for ethical labour practices across the seafood supply chain, aiming to align the industry with international standards.
- As part of the GLP implementation, a study was conducted to assess the feasibility of transitioning the guidelines into an improver program, aimed at systematically enhancing labour practices. Since 2022, TFFA and TTIA have conducted factory assessments among their member organizations to evaluate compliance with the GLP. These assessments, which included the participation of civil society organizations (CSOs) in factory visits, have significantly increased the transparency of business practices. The findings revealed clear improvements in labour practices compared to previous years, demonstrating progress in areas such as workplace conditions and compliance with labour laws.

The program has also supported gender-responsive actions under the GLP framework, including the elimination of pre-employment pregnancy testing, which was a significant step forward in protecting women’s rights. Additionally, efforts to expand childcare facilities in member factories have further promoted family-friendly workplace environments.

Indonesia: Multi-Disciplinary Labour Inspections

In Indonesia, the S2SR program worked closely with local labour inspection and fisheries authorities to strengthen labour inspections in the fishing sector.

- **Joint Inspection in Central Java:** The program launched a joint inspection pilot project in the Central Java province, involving the Ministry of Maritime Affairs and Fisheries (MOMAF), the Ministry of Manpower (MOMP), as well as the Local Manpower Office and the Local Marine Affairs and Fisheries Offices. This initiative aims at ensuring compliance with safety and labour regulations on fishing vessels. The joint inspection model is currently being expanded to other provinces such as East Java, West Java and North Kalimantan, aiming to extend these practices nationally. The programme also developed capacity building initiatives with inspectors across departments (fisheries and manpower) to enhance their expertise in OSH and foster interagency cooperation.
- **Capacity Building for Frontline law enforcement Officers:** The program supported capacity-building activities for frontline officers who are responsible for conducting labour inspections and for identifying victims of trafficking in the fishing sector.

Capacity building in Laos

The ILO and the Ministry of Labour and Social Welfare organized two training-of-trainers workshops to rollout the “Pre-Departure Facilitator’s Manual for the Fishing and Seafood Processing Sector in Thailand”. The Government has mandated that recruitment agencies are required to provide pre-departure orientation for Lao migrant workers before going abroad. The new facilitator’s manual provides more tailored and specific information for Lao migrant workers planning to work in Thailand’s fishing and seafood processing sectors due to unique challenges involved. In addition, the ILO supported the Lao Federation of Trade Unions (LFTU) to develop a training manual and organize a capacity building workshop for its staff on safe migration outreach to potential migrants. The training provided practical information and techniques for awareness-raising on safe migration and labour rights, including the fundamental rights of migrant workers to freedom of association and collective bargaining. Following the delivery of the training, the LFTU initiated extensive outreach activities to potential migrant workers in factories and villages in Vientiane province.

Capacity building in Cambodia

In Cambodia, the ILO supported the Ministry of Labour and Vocational Training (MLVT) and Legal Support for Children and Women (LSCW) to organize a series of **three provincial workshops on dispute resolution for migrant worker grievances**. The aim of the workshops was to familiarize key stakeholders with the procedures outlined in the [Guideline on dispute resolution of migrant worker grievances](#) and how to make use of the government complaint mechanism operated by MLVT.

Philippines Standardized Employment Contract

- The program supported the development of a standardized employment contract tailored specifically for Filipino migrant fishers. This contract ensures fair wages, safe working conditions, and access to legal remedies in cases of exploitation or abuse. It was incorporated into the Department of Migrant Workers (DMW)’s rules and regulations, improving oversight of recruitment and employment processes in the sector.

Anti-Trafficking and Forced Labor Interventions Across the Region

Migrant workers in the fishing sector are particularly vulnerable to human trafficking and forced labour. The S2SR program implemented several initiatives to combat these issues.

- **Standard Operating Procedures (SOPs) for Trafficking Victim Identification:** The program developed and implemented SOPs for identifying and assisting victims of trafficking in Indonesia and Thailand. These SOPs provided frontline officers and CSOs with clear guidelines for screening and referring trafficking cases, ensuring that victims received the necessary protection and support.
- **Transnational Referral Mechanism (TRM):** The program (UNDP) also worked towards developing a Transnational Referral Mechanism (Cambodia, China, Lao PDR, Thailand, and Viet Nam) to facilitate the identification, protection, and safe repatriation of trafficking victims across borders. The implementation of the TRM has faced challenges that stem from the complexity of coordinating multiple stakeholders across different jurisdictions, differences in legal frameworks and protection standards, and resource constraints.
- **National referral mechanisms (NRM):** IOM worked on enhancing national referral mechanisms in several countries. In Thailand, the program contributed to updating the national referral mechanism's flowchart for victim screening and identification, particularly focused on labour trafficking. In Indonesia, IOM supported the development of standard operating procedures for the protection and referral of victims of trafficking, integrating these mechanisms into national frameworks to ensure more effective and structured support for victims. In Cambodia, IOM facilitated the creation of a draft SOP for the national referral mechanism, which is currently undergoing review.
- **Operational tools for referral:** IOM developed key operational tools to improve the identification, protection, and referral of trafficking victims in Southeast Asia. These include SOPs in Indonesia for integrated services for trafficking survivors, screening and identification forms in Myanmar to assist in identifying trafficking victims in the fishing sector, and updates to Thailand's national referral mechanism to streamline the process of victim identification and assistance.
- **Direct Support to Trafficking Victims:** The program provided direct support to victims of trafficking by facilitating their safe repatriation. For example, the program helped repatriate Indonesian, Cambodian, and Myanmar fishers who had been trafficked for labour exploitation.

These initiatives enhanced the capacity of labour inspection authorities and frontline officers, resulting in more effective enforcement of labour rights and better protection and support for vulnerable workers.

Outcome 3: Empowerment of Migrant Workers, Their Families, and Communities

The third outcome of the S2SR program focused on empowering migrant workers and their families and communities to exercise their rights, improve their working conditions, and protect themselves from exploitation. The program adopted a rights-based approach, emphasizing worker agency and voice through capacity-building, organizational support, and access to information and services. The project supported the development and distribution of informational materials here. Materials in multiple languages (English, Bahasa, Myanmar, Shan, Lao, Khmer, Viet)

Migrant Worker Resource Centres Across the Region

Migrant Worker Resource Centres (MRCs) are a cornerstone of the S2SR program, representing its largest intervention in terms of scope, resources, and impact. Operational in **Cambodia, Indonesia, Lao PDR, Myanmar, Thailand, and Vietnam**, these centres are strategically positioned in both origin countries (such as Cambodia, Lao PDR, Myanmar, and Vietnam) and

destination countries (like Thailand) to provide comprehensive support throughout the migration cycle.

Core Functions and Services

MRCs serve as vital hubs for migrant workers, offering a wide range of essential services:

- **Pre-departure Orientation:** Providing workers with critical information on labour rights, safe migration practices, and country-specific details to ensure informed decision-making.
- **Legal Assistance:** Supporting workers in addressing grievances related to wages, workplace abuses, and contract violations, while also facilitating access to justice systems.
- **Reintegration Support:** Assisting returnees with reintegration into their home communities through vocational training, job placement, and psycho-social counselling.
- **Access to Information:** Disseminating labour migration policies, recruitment guidelines, and worker rights through outreach campaigns and informational materials.

Impact and Reach

By 2024, the S2SR program had supported a network of 23 MRCs that provided individualized services to approximately 236,000 migrant workers, 48% of whom were women. These services have been instrumental in improving working conditions, reducing exploitation, and empowering migrant workers with knowledge and resources.

Collaboration and Stakeholder Engagement

The MRCs work in across countries in close partnership with government agencies, trade unions, CSOs, and private sector stakeholders. Such partnerships have also enhanced the sustainability and scalability of the MRC model across the region.

Gender-Responsive Interventions

The MRCs have actively incorporated gender-responsive measures, addressing the unique challenges faced by women migrant workers.

Challenges and Adaptability

Despite their successes, MRCs face ongoing challenges, including resource constraints, the complexity of cross-border coordination, and limited reach in remote areas. Nonetheless, the program has demonstrated adaptability, such as expanding virtual services during the COVID-19 pandemic and integrating community-based approaches to reach marginalized groups.

Significance of the MRC Network

The MRCs are arguably the most impactful component of the S2SR program, offering tangible and measurable benefits to migrant workers while fostering systemic changes in labour migration governance. Their comprehensive approach—bridging origin and destination

countries—has made a significant contribution to the promotion of safe migration and decent work in the fishing and seafood processing sectors.

Trade Union Cooperation and Worker Organizing Efforts

The program supported the development of worker collective action across various countries, leveraging partnerships with trade unions, CSOs, and community-based organizations (CBOs). In Thailand, the Fishers' Rights Network (FRN), an independent association advocating for better labour rights and working conditions for fishers, was a key partner. Collaborative efforts with organizations like Stella Maris and the Labour Rights Promotion Network Foundation (LRF) further strengthened collective organizing among migrant fishers and seafood workers.

In Indonesia, the program worked with the Indonesian Migrant Workers Union (SBMI) and the Union Federation of Food, Beverage, Tourism, Restaurant, Hotel, and Tobacco (KAMPIPARHO) to build worker power and improve access to grievance mechanisms and labour protections. Similarly, the partnership with SENTRO focused on empowering workers through training and advocacy in the seafood sector.

In Cambodia and Myanmar, significant efforts were directed at strengthening trade unions and CBOs to support migrant fishers and seafood workers. In Myanmar, initiatives included training programs on collective bargaining and organizing strategies to build worker agency despite the challenging post-coup environment. In Cambodia, partnerships with local trade unions supported collective action and advocacy for fair treatment and labour rights.

In addition, the S2SR program also facilitated a Bilateral Trade Union Cooperative Agreement between the Cambodian Labour Confederation and the FRN in Thailand. This agreement outlined collaborative activities to expand labour rights protections for Cambodian migrant fishers working in Thailand. Notably, they did implement joint activities as well, including exchange visits, joint pre-departure training and cross-border legal assistance.

Legal Assistance and Financial Remedies

The S2SR program provided legal assistance to migrant workers across the region, helping them file complaints and seek justice in cases of wage theft, workplace injuries, and other labour grievances. Improved access to justice for labour rights abuses including 1.2 M USD awarded in remedies.

Cross-cutting issues

Although the integration of the ILO's cross-cutting issues by S2SR was examined in the relevance section, the TOR ask the evaluator to assess how effective the programme has been in addressing labour and migration challenges for women and vulnerable workers in the fishing and seafood sectors, including through gender-responsive programming and policies. The TOR also ask whether the programme's goals of promoting gender equality, non-discrimination, and protection of vulnerable workers were met, in particular through the use of gender budgeting.

The TOR further required an assessment of the programme's success in promoting International Labour Standards, social dialogue, tripartism, and cooperation among core constituents, to advance safe and productive labour migration in Southeast Asia, while also fostering conservation, sustainability of marine resources, and raising awareness about environmentally sustainable labour migration in the fishing and seafood sectors.

Gender equality

Gender-Responsive Programming and Policies

Gender Equality and Women's Empowerment Strategy

The S2SR programme developed and implemented a comprehensive Gender Equality and Women's Empowerment Strategy, which aimed to address the highly gendered nature of employment in the fishing and seafood processing sectors. The strategy included specific measures for increasing the visibility of gender inequality and promoting a transformative approach to tackle gender-based disparities.

Capacity Building and Training

To launch the S2SR Gender Equality and Women's Empowerment Strategy, a two-day regional training was organized virtually with 82 representatives of government, trade unions, employers and CSOs (52 women) across all seven of the programme target countries. The workshop was led by a highly experienced gender specialist who worked to support the socialization of the strategy among S2SR partners and staff, familiarize them with its concepts, tools and approaches and develop their own gender action plan for implementation within their organizations. The training leveraged a highly participatory approach, including small group discussions, whiteboarding and sharing of experiences in implementing gender transformative activities by partners.

Integration of Gender Budgeting

Gender budgeting was integrated as a key component of the S2SR's financial framework. The programme set targets for budget allocations towards activities that disproportionately benefit women. The Programme Progress Reports indicate that a significant portion of the budget was allocated towards gender-focused interventions, this way, 32% of the expenditure (excluding staffing costs) was directed towards activities supporting gender equality and women's empowerment.

Achievements in Promoting Gender Equality and Non-Discrimination

Policy and Legislative Reforms

The programme contributed to the adoption of several policies that enhance gender equality and protection of vulnerable workers. Notable achievements include the adoption of the "Manifesto of Commitment towards a Barrier-Free Environment for Filipino Women in the Maritime Sector" and the integration of gender considerations into the ASEAN Guidelines on the Placement and Protection of Migrant Fishers.

Direct Support to Vulnerable Workers

MRCs provided critical support to women migrant workers, including legal aid, pre-departure orientation, and sector-specific information. For example, The ILO supported the Mawk Kon Local Development Organization to build the capacity of the ethnic Ahka Women's Group, Lahu Women's Group and Shan Women's Group to become peer educators on safe migration and labour rights in Tachileik during May-June 2024. In total, there were 360 women who

participated in the series of trainings. Following the trainings, the three women's group carried out 46 outreach activities for 545 potential migrants within their communities.

Future Light Centre organized 5 of the trainings as "women-only pre-departure orientation seminars", sharing the experiences of women migrant workers who had worked in Thailand to provide practical and gender-responsive information to women and LGBTQI+ migrants.

Future Light Centre provided unconditional cash transfers for vulnerable women migrants can make a huge difference in helping them to successfully return home and reintegrate into their communities. In some cases, there may be no other formal financial safety nets available to support them. Receiving a modest cash transfer of 200,000 Kyat (US\$100) can have an out-sized impact in supporting the welfare of migrant workers during their transition to life back in Myanmar.

The centres were instrumental in addressing the unique needs of women, who comprised a significant proportion of the beneficiaries. For example, MRCs and CSO partners delivered services to over 115,000 women migrant workers.

Protection of Vulnerable Workers

Trafficking and Anti-Exploitation Measures

The programme strengthened anti-trafficking interventions, including the development of SOPs for identifying and referring victims of trafficking, with a special focus on women and vulnerable groups. This activity also included psychosocial support services tailored for male victims of trafficking, acknowledging the gender-based needs of trafficking survivors.

Sector-Specific Interventions:

The programme tailored its interventions to address the unique vulnerabilities of workers in the fishing and seafood processing sectors. These included initiatives aimed at improving OSH and enhancing enforcement of labour standards through inspections that consider gender-specific risks. However, pre-departure training, informational materials and GLP should have more of a focus on gender-specific concerns than the labour inspection activities.

International Labour Standards

The programme demonstrated a strong commitment to aligning national policies and practices with international labour standards, particularly in relation to migrant workers in the fishing and seafood processing sectors:

- **Legal and Policy Harmonization:** The S2SR programme conducted comprehensive legislative gap analyses in several countries, including Cambodia, Viet Nam, and Lao PDR, to assess national legal frameworks against international labour standards, such as the ILO's Work in Fishing Convention (No. 188) and Private Employment Agencies Convention (No. 181) or Po29 - Protocol of 2014 to the Forced Labour Convention. The findings provided actionable recommendations for legislative reforms, informing the development of new laws and policies aimed at closing regulatory gaps.
- **Adoption of Policy Frameworks:** Technical support was provided for the adoption of several key policy instruments, including the ASEAN Guidelines on the Placement and Protection of Migrant Fishers, which align with conventions like the ILO Work in Fishing

Convention (C.188). These guidelines are expected to become a cornerstone for protecting migrant fishers' rights in the region.

- **Capacity Building:** Extensive training on a range of relevant topics was conducted by the program for various stakeholders, including labour inspectors, government officials, and trade union representatives. Training focused on key international standards such as indicators of forced labour, fair recruitment practices, and OSH in the fishing and seafood processing industries.

Social dialogue and tripartism

The S2SR programme effectively promoted dialogue and collaboration among governments, employers, and workers' organizations:

- **Tripartite Platforms for Engagement:** The programme organized numerous workshops, consultations, and regional conferences, such as the Fair Seas Labour Conference in 2022, to provide a platform for discussions on safe migration, decent work, and labour standards enforcement. These forums facilitated dialogue among a large number of government representatives, employers, and trade unions across ASEAN Member States. S2SR project staff explained that genuinely tripartite consultations on labour migration issues were not possible in Lao PDR until the establishment of the Lao Employment Business Association. He highlighted that this represented a significant structural change to facilitate social dialogue, as the Lao National Chamber of Commerce and Industry, while present, does not represent recruitment agencies.
- **Bilateral and Multilateral Agreements:** The programme successfully supported the negotiation and signing of several bilateral agreements and memoranda of understanding (MoUs), enhancing cross-border cooperation on labour migration issues. This included agreements between Cambodia and Thailand focused on the recruitment and protection of migrant fishers.
- **Empowerment of Trade Unions:** Strengthening the capacity of trade unions and CSOs was a key focus. For instance, the expansion of the FRN in Thailand enhanced collective bargaining efforts and provided migrant fishers with greater representation and advocacy for improved working conditions.

Environmental Sustainability

As mentioned in the relevance section, the integration of environmental sustainability by S2SR was limited, and the evaluator did not find evidence that project made significant advances in fostering conservation, promoting the sustainability of marine resources, or raising awareness about environmentally sustainable labour migration in the fishing and seafood sectors.

Communication strategy

The communications and visibility strategy of the S2SR programme has been highly effective in enhancing its profile both within the target countries and across the SEA region.

The programme achieved extensive reach and engagement through various initiatives. For instance, the "Yay Kyi Yar" Facebook campaign in Myanmar, which featured original videos and infographics on safe migration, reaching an estimated audience of over 68 million people. The campaign garnered a follower base of more than 1.5 million across ten countries, including key destinations like Thailand, Malaysia, and Singapore. Additionally, the programme's activities

were highlighted in 50 media stories, significantly boosting public awareness and understanding of its objectives.

The programme also employed innovative communication tools to convey its messages. Educational materials, such as the "Safety and Health at Sea" board game developed in the Philippines, provided a creative approach to teaching workers in the fishing sector about occupational safety and health. Moreover, the "Migrant Fishers Information Package" was completed to support migrant fishers and their families throughout the migration process, offering guidance during pre-employment and pre-departure training sessions for Filipino migrant fishers.

Public events and exhibitions played a crucial role in amplifying the programme's visibility. The "Not Just Labor: Migrant Photo Voices from Thailand's Fisheries" exhibition, held at the Bangkok Arts and Cultural Centre, attracted around 65,000 visitors and received extensive coverage in both Thai and English-language media. Furthermore, large-scale celebrations of International Migrants Day were organized in Cambodia, Indonesia, Lao PDR, and Myanmar, showcasing the contributions of migrant workers and strengthening the programme's presence in these countries.

The distribution of informational materials was another key aspect of the strategy. About 255,516 copies of resources on safe migration, labour rights, and occupational safety and health were translated and provided to MRCs in Cambodia, Lao PDR, and Myanmar. An additional 28,000 copies were distributed during outreach activities in 16 coastal provinces of Viet Nam, ensuring broad access to essential information. In addition, innovative approaches were employed to enhance outreach efforts. The program produced a VR360 film that showcased the realities of port and fishing life, providing an immersive tool for raising awareness about the working conditions of migrant fishers. Additionally, environmentally friendly postcards were used to disseminate key messages, minimizing the environmental footprint of the campaign while maximizing its impact.

M&E Plan

Based on document review and interviews the evaluation found that the Monitoring and Evaluation (M&E) mechanism of the S2SR programme played a critical role in supporting results-based management and enabling the programme to adapt and achieve its objectives effectively. Here is an assessment of its effectiveness:

1. Development and Structure of the M&E System

An M&E plan was established early in the programme and was structured around a comprehensive logical framework, which included clear outcome indicators, targets, and milestones. The plan incorporated a theory of change, allowing for a results-oriented approach that guided the implementation process.

In addition, regular reviews of the logical framework were conducted with inputs from the EU Programme Manager and external experts. These reviews ensured that the intervention logic remained aligned with the evolving context and needs of the target countries.

In addition, to review the plans for the M&E system, S2SR conducted an independent evaluability assessment from June to August 2021, following ILO policy governing technical cooperation projects over US\$5 million in budget. The overall findings of the evaluability

assessment indicated that the S2SR M&E system is well-designed and provides a solid basis for measuring results. According to the project management, the consultant provided a useful analysis of the programme's performance indicators and suggestions for revising metrics.

2. Adaptability and Responsiveness

The M&E plan demonstrated a high level of adaptability, particularly in response to significant external challenges such as the COVID-19 pandemic and the political crisis in Myanmar. The programme conducted re-programming efforts and adjusted its monitoring tools to capture data on emerging needs, such as the increased vulnerability of migrant workers during the pandemic.

3. Data Collection and Reporting

The M&E framework facilitated regular data collection through baseline surveys, stakeholder consultations, and periodic assessments. The use of MRCs as key data points allowed for comprehensive coverage of the programme's impact on the ground, capturing detailed information on beneficiaries, including gender-disaggregated data.

Baseline and endline surveys are integral components of the M&E plan. These employ mixed-method approaches, combining quantitative and qualitative data to provide a nuanced understanding of the programme's effectiveness.

In addition, the programme used outcome stories as a key qualitative indicator for measuring programme results. The programme selected 13 outcome stories from the dozens of stories submitted by implementing partners. These stories show empowerment and better protection of migrant workers - putting a human face on the project's impact.

Challenges and external factors

Based on document review and interviews with key stakeholders, the main key challenges and external factors that affected the S2SR programme include:

1. **COVID-19 Pandemic:** The pandemic caused significant disruptions, limiting the mobility of migrant workers, complicating the enforcement of labour protections, and delaying program implementation. Lockdowns and border closures also heightened the vulnerabilities of migrant workers.
2. **Political Instability in Myanmar:** The military coup in Myanmar created a precarious environment for migrant workers, particularly those migrating to Thailand. Political instability has hampered the implementation of labour rights protections and made it difficult for workers to navigate legal and economic challenges.
3. **Capacity Constraints of National Stakeholders:** Many national stakeholders, particularly in labour inspection systems, lacked the necessary resources, expertise, and funding to fully implement and sustain the programme's initiatives. This limited the effectiveness of labour law enforcement.
4. **Cross-Border Coordination:** Coordination between sending and receiving countries, particularly in enforcing labour rights and addressing irregular migration, proved challenging. Differing legal frameworks and enforcement capabilities across countries complicated efforts to harmonize labour standards.

5. **Shrinking Space for CSOs:** civil society organizations advocating for labour rights faced increasing pressure. This created a difficult environment for NGOs to operate and effectively protect workers' rights.
6. **Geographical and Sectoral Diversity:** The wide geographic coverage and diverse sectors (fishing, seafood processing) added layers of complexity to the programme's implementation. Each country had varying levels of political will and capacity, making it difficult to maintain uniform progress.

Agency Performance: Delivery by ILO, IOM, and UNDP

The TOR asked the evaluator to assess the extent to which have the ILO, IOM and UNDP delivered their components of the programme satisfactorily. Based on interviews and in the programme TPRs, the performance of the three implementing agencies—ILO, IOM, and UNDP—can be summarized as follows:

ILO

The ILO delivered its components effectively, demonstrating strong leadership and achieving key results aligned with its mandate. This included significant progress in promoting for example, fair and ethical recruitment, freedom of association, OSH International Labour Standards, labour inspection, capacity-building initiatives, and direct services to beneficiaries (please refer to the key results section for further details).

In addition to its role as an implementer, the ILO served as the Administrative Agent for the S2SR program, successfully balancing its dual responsibilities of coordination across agencies and implementation of its own program components. The ILO played a crucial role in ensuring coherent and effective program delivery by facilitating communication between the European Union and UN agencies. Moreover, the ILO provided backstopping on governance and management issues. This dual role underscored the ILO's leadership and its capacity to foster collaboration while ensuring the program's success in achieving its objectives.

IOM

IOM delivered its components satisfactorily, achieving several key results. The agency effectively developed operational tools for the identification and referral of trafficking survivors and expanded direct support services through MRCs. In Thailand, IOM successfully supported the setup of NRM, enhancing the capacity of stakeholders to provide coordinated protection and assistance to victims of trafficking. These contributions have strengthened the victim protection framework and bolstered anti-trafficking measures in Thailand.

UNDP

Based on primary and secondary information gathered by the evaluator, UNDP faced challenges in meeting its key outputs. The agency was tasked with establishing a TRM, which remains incomplete. Additionally, UNDP was responsible for producing two research documents that, although completed, have not yet been published. Overall, while UNDP made efforts to fulfil its commitments, key deliverables remain outstanding.

UNDP's Response and Context:

During the revision phase of this report, UNDP clarified that its deliverables were amended following the 2021 coup in Myanmar and the establishment of UN-system-wide non-

engagement principles with de facto authorities in Myanmar. With agreement from ILO and the EU, UNDP's role shifted to developing a TRM framework and implementation plan, which were later institutionalized within the COMMIT Process and integrated into the COMMIT Subregional Plan of Action V.

UNDP also highlighted its achievements, including developing the TRM framework through extensive consultations, enhancing practitioners' understanding of TRM elements, and facilitating cross-border coordination between Thailand and Lao PDR.

Regarding the research outputs, UNDP explained that risks related to sensitive policy changes and stakeholder dynamics in Thailand delayed publication. However, findings from the research were disseminated during the research process, contributing to capacity building and influencing policy discussions. UNDP indicated that the reports have been cleared for publication and will be launched strategically to align with ongoing policy cycles.

Staffing structure

The TOR ask the evaluator to determine what adjustments are recommended to the staffing structure for a potential next phase of the programme.

Based on key informant interviews, the evaluation recommends that the staffing structure for a potential next phase of the programme include the following adjustments:

1. Dedicated Full-Time Staff for Each Agency

All implementing agencies should have full-time, dedicated staff to ensure consistent oversight, timely implementation, and effective coordination of activities across the programme.

2. Retaining the Current ILO Regional and Local Program Structure

The ILO should maintain its existing staffing structure, which has proven effective in managing the programme:

- **Regional Level**

- 1 Chief Technical Adviser (CTA)
- 1 Technical Officer
- 1 Monitoring and Evaluation (M&E) Officer
- 1 Communication Officer
- 1 Senior Administrative Officer

- **Country Level**

- 1 National Project Coordinator (NPC) in each target country
- Administrative support staff in each country office

3. Consistency Across all Target Countries

At the national level, it is essential that each country continues to have an NPC supported by dedicated administrative staff. This structure has been effective in ensuring local implementation and coordination with national stakeholders.

Efficiency

The efficiency section of this evaluation examines how effectively the S2SR program utilized its resources—financial, human, and technical—to achieve its objectives. It assesses which activities delivered the highest value for money and how well the program managed its resources to ensure optimal outcomes. This section also explores the extent to which the program leveraged cost-sharing, in-kind contributions, and partnerships with other ILO projects, agencies, UNDP, IOM, or private sector actors to complement its resources and enhance overall efficiency. Additionally, the evaluation investigates the added value brought by the UN inter-agency model, particularly in terms of collaboration between the ILO, IOM, and UNDP, and whether each agency satisfactorily delivered its respective components. These factors are critical in determining the program’s overall resource management and the cost-effectiveness of its implementation strategies.

Allocation of resources

The total budget for the S2SR programme was 10,909,644.49 USD. By August 31, 2024, the project had either executed or committed 10,160,961.34 USD, which represents 96% of the total budget, as shown in the table below.

Based on document reviews and interviews with key stakeholders, the evaluator concluded that this amount reflects the actual implementation of activities and the confirmed delivery of expected products under the project (as detailed in the Effectiveness section).

Table 3. S2SR budget and expenses

S2SR Budget and expenses (in USD) August 31, 2024				
Project	Budget	Actuals	Legal commitments	Total
S2SR	10,909,644.49	9,868,947.34	292,014.00	10,160,961.34

Source: ILO Project Management

The table below provides a breakdown of expenses by outcome. Through a cross-analysis of the project's effectiveness and the financial data provided by the management team, the evaluation determined that the level of budget execution is aligned with the initial resource allocation and the results achieved. In addition, the projects established strong relationships and cooperation with national stakeholders and institutions and other ILO/UN projects, which was crucial for successful project implementation. Accordingly, the evaluation concludes that financial resources were used efficiently.

Table 4. S2SR budget and expenses per Outcome

S2SR Budget and expenses (in USD) August 31, 2024				
	Budget	Actuals	Legal commitments	Total
Outcome 1	2,777,391.00	2,683,009.26	16,196.00	2,699,205.26
Outcome 2	2,086,966.00	1,949,070.37	1,618.00	1,950,688.37
Outcome 3	2,775,165.00	2,157,925.68	194,807.00	2,352,732.68
Project Management Costs	3,161,636.00	2,433,310.77	79,393.00	2,512,703.77
Total direct eligible costs	10,801,158.00	9,23,316.08	292,014.00	9,515,330.08
Total indirect eligible costs	756,081.00	645,631.26	0	645,631.26
Total cost of the action	10,909,644.49*	9.868.947,34	292,014.00	10,160,961.34

Source: ILO project management

* The original budget was 11,557,239. The actual amount received by the project was 10,909,644.49

In addition, budget execution rates were good; reported by the project management at nearly 100% by November 2024. Disbursements and project expenditures were in line with expected budgetary plans.

Cost sharing activities

S2SR successfully leveraged USD 1.555.984,28 from partners and ILO Programmes to support interventions both at the regional and national levels, as summarized in the table below.

Table 5 S2SR cost-sharing activities

Charged to S2SR	USD 767.661,37
Charged to other programmes in ILO	USD 723.429,34
Charged to non-ILO	USD 832.554,95
Total cost sharing by partners	USD 1.555.984,28

Source: Programme's management

As described in the table, of the total cost sharing by partners (USD 1.555.984,28) USD 723.429,34 were charged to other programmes in ILO (e.g. Triangle and Safe and Fair) while USD 832.554,95 were charged to non-ILO initiatives or institutions (for example national governments or ASEAN-ACT⁷).

Given the total indicative project budget of USD 10,909,644.49 the co-financing leveraged constitutes 14.3% of the overall budget. According to the evaluator's experience this is a good ratio compared, in average, to similar initiatives.

Based on information provided by the programme management⁸, the S2SR programme demonstrated significant efficiency by leveraging cost-sharing, in-kind contributions, and strategic partnerships to complement its resources. It emphasized collaboration between ILO, IOM, and UNDP, ensuring that activities were allocated among these agencies while pooling technical expertise and resources. This approach allowed the programme to optimize its financial and human resources.

Collaboration with other initiatives, such as ILO's TRIANGLE in ASEAN and IOM PROMISE projects, enhanced resource efficiency by reducing duplication and ensuring coordinated efforts. These partnerships were particularly evident in joint research and capacity-building workshops, which combined resources to achieve shared objectives.

In addition, the programme actively engaged private sector actors, including the Thai Tuna Industry Association and Thai Frozen Foods Association. These industry bodies supported the implementation of initiatives like the Seafood Good Labour Practices programme, contributing resources for factory assessments and training sessions. Their involvement not only provided financial support but also increased the programme's credibility and impact within the industry.

In-kind contributions played a vital role in the programme's operations. MRCs, which were central to delivering services to migrant workers, benefitted from support provided by governments and civil society organizations. This included office space, equipment, and staff, which significantly reduced operational costs. MRCs are currently, and for the next few months,

⁷ ASEAN–Australia Counter Trafficking partnership

⁸ The excel sheet provided is too large and complex to add it to a word report

being funded by TRIANGLE in ASEAN and the Safe and Fair/PROTECT programme, ensuring continuity of essential services as S2SR phases out its direct funding.

By strategically building partnerships, utilizing in-kind contributions, and aligning with complementary initiatives, the S2SR programme effectively maximized its resources to deliver results efficiently.

UN inter-agency model added value

The UN inter-agency model enabled a more comprehensive approach to addressing the complex challenges faced by migrant workers. By integrating efforts across agencies, the programme tackled issues from policy reform to on-the-ground protection of migrant workers, ensuring that all critical aspects of labour migration were addressed, including legal frameworks, capacity building, and direct support to vulnerable workers.

A notable achievement of the S2SR program was the development of a cross-border cooperation mechanism by ILO and IOM to enhance coordination between countries of origin and destination in addressing migrant worker protection. This mechanism facilitated information sharing and joint interventions to tackle challenges such as trafficking and labour exploitation. Additionally, the program spearheaded a joint baseline survey, conducted collaboratively by ILO, IOM, and UNDP, to assess the working and living conditions of migrant workers in the fishing and seafood processing sectors. The survey provided critical data on migration patterns, labour rights violations, and service needs, serving as a foundation for targeted interventions and policy advocacy.

Impact

The impact section of this evaluation explores the tangible outcomes of the S2SR program in the fishing and seafood processing sectors, focusing on its contributions to labour migration, policy improvements, and worker protections. Specifically, it assesses evidence of the program's achievements in increasing knowledge about labour migration, improving policies and regulations for safe migration, enhancing public and private services that uphold labour rights and promote safe working conditions, and establishing systems that raise awareness and inform migrant workers about their rights and safe migration options. Additionally, this section examines progress made towards greater alignment with key international labour standards, such as the Work in Fishing Convention and the Protocol to the Forced Labour Convention, in the fishing and seafood processing sectors.

The evaluation also considers the likelihood of the program's results contributing to long-term, sustainable progress towards the SDGs and relevant targets. Furthermore, it explores evidence of the program's contributions to ILO's cross-cutting priorities, including the promotion of International Labour Standards, social dialogue, tripartism, gender equality, and just transition.

Positive Impacts of the S2SR Project

The TOR ask the evaluator to assess what evidence shows that the project has achieved the following in the fishing and seafood sectors: a) Increased knowledge about labour migration in fishing and seafood processing within target countries. b) Improved policies and regulations that enable safe migration for vulnerable workers and their families. c) More responsive public and private services ensuring labour rights and promoting safe working conditions for migrant workers. d) Functional systems that raise awareness and provide information to migrant workers about their rights and safe migration options. The TOR also ask to assess what progress has been made towards greater alignment with key international labour standards for work in the fishing and seafood processing sectors.

The S2SR programme has demonstrated positive impacts across several dimensions in the target countries

Functional Awareness and Information Systems

S2SR successfully created systems for raising awareness and providing information about rights and safe migration options. Migrant Worker Resource Centres offered individualized services to thousands of workers and their families, while large-scale dissemination of informational materials provided critical knowledge on safe migration and occupational safety. Additionally, pre-departure orientation seminars equipped potential migrant workers with practical information, preparing them for safer migration experiences.

Increased Knowledge About Labour Migration

The S2SR program significantly advanced the understanding of labour migration in the fishing and seafood processing sectors across Southeast Asia through the development and dissemination of findings from comprehensive research and knowledge products. Studies provided critical insights into migration dynamics and vulnerabilities, and dissemination was complemented by large-scale social media campaigns promoting safe migration and labour rights. High-profile events such as the Fair Seas Labour Conference further fostered regional dialogue and collaboration on these issues.

According to some informants, despite these advancements, a significant gap remains in the understanding of labour migration among the general public in target countries. Misconceptions about migrant workers, including their contributions to the fishing and seafood processing sectors, persist and contribute to stigmatization and limited public support for their rights. Addressing this lack of awareness is crucial for fostering more inclusive attitudes and ensuring the long-term success programmes aimed at protecting migrant workers. Future initiatives could stress awareness campaigns to bridge this knowledge gap and promote the positive contributions of migrant workers to local economies.

Improved Policies and Regulations

The program supported the development and enforcement of labour migration policies aligned with international labour standards. Legislative advancements included the adoption of laws expanding protections for migrant workers in several countries, while regional initiatives established guidelines to standardize the protection and placement of migrant fishers. These efforts reflect strengthened legal frameworks aimed at ensuring safer migration and better working conditions.

Responsive Public and Private Services

The program enhanced service delivery mechanisms to protect labour rights and improve working conditions. Extensive training programs for stakeholders and the development of operational tools, including the Good Labour Practices guidelines, supported the implementation of labour laws. Collaborative inspections improved enforcement of labour standards, identifying violations thereof and ensuring accountability. Direct assistance and reintegration support for trafficking survivors further demonstrated the program's responsiveness to vulnerable workers' needs.

Greater Alignment with Key International Labour Standards

The S2SR program has made significant strides in aligning regional and national legislative and regulatory frameworks with key international labour standards, including the Work in Fishing Convention (C188), the Private Employment Agencies Convention (C181), and the Protocol to the Forced Labour Convention (P29). Below is a summary of the program's achievements in fostering compliance and integration with these international norms.

- Work in Fishing Convention (C188)

Several countries within the program have adopted or revised national laws and regulations to better align with C188. For instance, updates to ministerial regulations in Thailand have strengthened protections for fishers by establishing clearer requirements for working conditions, recruitment processes, and safety at sea.

In addition, the program has trained labour inspectors and other stakeholders on implementing sector-specific labour standards that incorporate key elements of C188, such as ensuring rest periods, safety equipment, and fair wages for fishers.

- Private Employment Agencies Convention (C181)

The program has supported the adoption and enforcement of fair recruitment practices through national and regional initiatives. For example, partnerships with governments and

recruitment agencies in countries like the Philippines and Indonesia have enhanced monitoring systems to prevent exploitation during the recruitment and placement processes.

ASEAN-level guidelines have been developed to standardize fair and ethical recruitment practices and promote accountability in the employment of migrant workers, including those in fishing and seafood processing.

- Protocol to the Forced Labour Convention (P29)

S2SR has implemented measures to combat forced labour in fishing and seafood processing. These include the creation of standardized operational tools for law enforcement and labour inspectors, such as victim identification guidelines, protocols and questionnaires for investigating forced labour cases.

Countries like Cambodia and Indonesia have adopted action plans aimed at preventing and responding trafficking and forced labour, which incorporate commitments to international standards under P29. In addition, Thailand ratified ILO p.29

Social media campaigns and community outreach have raised awareness about forced labour among workers and employers, ensuring they are better equipped to identify and address exploitative practices.

- Broader Contributions to International Alignment

The program has fostered collaboration among governments, employers, and workers' organizations to align national policies with international standards. This includes workshops, consultations, and declarations focused on the rights of migrant fishers and seafood processing workers.

Bilateral and multilateral agreements, supported by S2SR, have addressed labour rights within migration corridors, ensuring compliance with international standards at both origin and destination points.

Some findings from the S2SR End-line study

From the S2SR end-line study, several key impacts of the project can be confirmed. These impacts highlight progress in improving decent work conditions for migrant workers and addressing critical challenges related to labour migration in the Southeast Asia region.

1. Migration Outcomes

- **Strengthened Migration Outcomes:** The study shows improvements in financial and social dimensions for migrant workers in project-supported countries. This indicates that the project's interventions, such as promoting decent work standards and addressing social vulnerabilities, contributed to better overall migration experiences.

2. Pre-migration Preparation

- **Expanded Access to Pre-departure Training:** a significant proportion of migrants attended pre-departure training and skills development programs. These interventions helped prepare migrants for challenges they would face abroad, reducing risks of exploitation and enhancing their ability to navigate foreign labour markets.

- **Improved Knowledge of Labor Rights:** Migrants who participated in project-supported training were better informed about their rights and responsibilities, contributing to safer migration practices

3. Migration Process

- **Increased Use of Regular Migration Channels:** A higher percentage of migrants used regular and safer migration pathways. This shift reflects the project's success in promoting legal migration processes and ensuring better protection against risks such as trafficking and exploitation.

4. Employment and Working Conditions

- **Improved Access to Decent Work:** Migrants in project-supported sectors experienced better alignment with decent work standards.
- **Enhanced Skill Utilization:** Training provided during migration enabled workers to perform better in their roles.
- **Reduction in Exploitation:** A significant proportion of migrants reported receiving their agreed wages and fewer cases of forced labour.

5. Remittances

- **Migrants were able to remit funds more consistently and at lower costs,** thanks to project-supported awareness of affordable remittance channels. This had a direct positive impact on their families and communities in countries of origin.
- **Empowerment Through Financial Support:** Remittances were largely used for household needs, aligning with the project's goals of improving the quality of life for migrants' families.

6. Return and Integration

- **Economic Reintegration:** Migrants reported improvements in income levels after returning home.
- **Social Reintegration Support:** The project facilitated reintegration services that helped returnees overcome psychological and social challenges, fostering better reintegration into their communities.

Contribution to the SDGs

The S2SR program has made progress towards supporting several SDGs, particularly those that emphasize decent work, gender equality, reduced inequalities, and sustainable resource use. Its efforts are aligned with SDG 8, which focuses on decent work and economic growth, by advancing safe and fair labour practices, addressing forced labour, and enhancing protections for migrant workers. Through initiatives such as training labour inspectors, implementing ethical and fair recruitment practices, and institutionalizing good labour standards, the program contributes to creating safer and more equitable workplaces, particularly for vulnerable groups in the fishing and seafood sectors.

The program also supports SDG 10, which seeks to reduce inequalities, by facilitating safer migration and improving access to labour rights for migrant workers. Efforts to foster bilateral and multilateral cooperation among Southeast Asian countries are critical in addressing systemic inequalities and ensuring more responsible migration practices. Additionally, the program's gender-sensitive approach aligns with SDG 5 on gender equality by addressing specific challenges faced by women in the fishing and seafood processing sectors, such as

workplace discrimination, and promoting their empowerment through equitable opportunities and safer working conditions.

Furthermore, by addressing labour abuses linked to illegal, unreported, and unregulated (IUU) fishing, the program indirectly supports SDG 14, which focuses on sustainable use of marine resources. Integrating labour rights into sustainable fishing practices strengthens efforts to combat IUU fishing, creating a foundation for long-term economic and environmental sustainability.

While the program has contributed significantly to aligning regional and national practices with these SDGs, it is essential to acknowledge the challenges in quantifying its direct impact on global goals. The complex and interconnected nature of the SDGs makes it difficult to measure specific outcomes attributable to a single intervention. Moreover, achieving such ambitious targets requires collective, sustained, and multi-sectoral efforts, making the contributions of a single project relatively imperceptible in isolation.

Contribution to the ILO cross-cutting issues

The S2SR program has demonstrably advanced ILO's cross-cutting priorities, including ILS, social dialogue and tripartism, and gender equality. Evidence supporting these contributions has already been detailed in the relevance and effectiveness sections of this evaluation. However, a summary of the program's impact in these areas is provided here as required by the TOR.

In terms of International Labour Standards, the program has actively supported the alignment of national frameworks with conventions such as the Work in Fishing Convention (C188), C. 87 on Freedom of Association, C.98 on Right to organise and Collective bargaining, C.181 on Private Employment Agencies and the Protocol to the Forced Labour Convention (P29). Legislative reforms and capacity-building efforts have equipped stakeholders with the tools to enforce labour standards effectively, reflecting significant progress toward institutionalizing these norms across the region.

The program also made substantial contributions to social dialogue and tripartism by fostering multi-stakeholder collaboration. Regional conferences, bilateral trade union agreements, and national-level consultations brought together governments, employers, and workers to address systemic labour issues. These efforts strengthened cross-border cooperation and encouraged a participatory approach to policy development in labour migration governance.

On gender equality, the program's focus on integrating gender-sensitive strategies, including the publication of a Gender Equality and Women's Empowerment Strategy and specific interventions targeting the vulnerabilities of women in fishing and seafood processing, has been a major highlight. These initiatives addressed discrimination and enhanced women's participation and access to safer and more equitable employment opportunities.

However, in terms of a just transition, the program did not generate any measurable impact. While its focus on labour rights and sustainable practices indirectly touched upon social dimensions of sustainability, there was no explicit integration of environmental considerations or transition frameworks within the project's design and activities. This represents a gap in addressing this specific cross-cutting issue.

Sustainability

The sustainability section of this evaluation examines the extent to which the program was able to foster buy-in and ownership among project partners, assessing how likely these stakeholders are to sustain the program's outcomes after its conclusion. Additionally, this section explores whether specific actions are needed to ensure the long-term integration of the program's strategies into national systems, including securing financial and political commitments from stakeholders. The evaluation also considers which areas of the program's work should be replicated or scaled up in a potential next phase, and which areas may no longer be relevant or effective and should be discontinued.

National ownership

Buy-in and Ownership Among Project Partners

S2SR demonstrated strong engagement and ownership across a diverse group of stakeholders. The project established a comprehensive partnership framework involving national and local institutions, as well as regional bodies such as ASEAN. A key strength of the programme was its engagement with tripartite stakeholders -government agencies, employers, and trade unions- across multiple countries, fostering a sense of shared responsibility and collaborative ownership.

A significant indicator of ownership was the institutional adoption of key regional policy instruments, including, for example, the ASEAN Guidelines on the Placement and Protection of Migrant Fishers. In addition, legislative reforms resulting from the project's support were integrated into national frameworks by several governments, showcasing a high level of commitment to the programme's objectives. The programme's alignment with national priorities and its context-responsive design were instrumental in securing buy-in, as it addressed specific needs in labour migration governance, thereby resonating with national stakeholders.

Furthermore, the programme's focus on capacity-building for key stakeholders was instrumental in deepening local ownership. Thousands of labour inspectors, law enforcement officials, unions, civil society members and migrants from all target countries received extensive training on a range of topics, including international labour standards, the identification and referral of trafficking cases, and the enforcement of labour laws specific to the fishing and seafood processing industries.

Likelihood of Sustaining Results Beyond the Programme's End

The sustainability of the programme's results depends on several key factors:

- **Financial Sustainability.** According to key stakeholders interviewed, financial sustainability remains a critical concern for the continuation of the programme's initiatives. The S2SR programme has primarily relied on external funding, particularly from the European Union, which raises the risk of financial shortfalls if future funding is not secured.

While collaboration with other projects has allowed for resource pooling, this alone is insufficient for sustaining the more resource-intensive activities, such the operations of MRCs.

- **Policy Integration and Legal Reforms:** The project's focus on activities aiming to influence legal frameworks, such as support to the amendment labour laws and developing standard operating procedures, has led to the institutionalization of important reforms. By embedding these changes into national frameworks, the programme has created a foundation for ongoing impact, even after the project concludes.

However, the degree to which policies were effectively integrated may vary across countries, as the level of institutional capacity and political commitment is inconsistent throughout the region. In this context, there is often a lack of robust enforcement mechanisms and limited follow-through on implementing the newly established policies.

Without sustained political will and dedicated budget allocations, there is a risk that the reforms will remain on paper and fail to translate into tangible improvements in the working conditions and rights of migrant workers.

- **Capacity Building:** The extensive training provided to labour inspectors, frontline workers, law enforcement personnel, unions, employers and civil society organizations has significantly enhanced local capacities to better address labour migration issues. For example, this investment in building skills for identifying and referring trafficking cases equips national stakeholders for the continued and independent application of best fair recruitment and employment practices.

However, the evaluation has identified several challenges that could hinder the long-term effectiveness of these capacity-building efforts. Some interviewees raised the high turnover of trained personnel as a major issue that may affect sustainability. Frequent staff changes can lead to a loss of institutional knowledge, making it difficult to sustain the skills and expertise developed through the training provided by the programme. Without a structured approach to institutionalize training within these agencies, new staff may not receive the same level of preparation, reducing the overall impact of the programme's capacity-building initiatives.

In addition, some stakeholders noted that while initial training sessions provided a solid foundation, the lack of follow-up support, mentorship, and refresher training may limit the retention and effective application of the knowledge gained.

- **Regional Coordination and Frameworks:** The programme has strengthened regional cooperation, particularly through ASEAN mechanisms and bilateral agreements between countries. By fostering a collaborative environment and integrating these frameworks into broader regional policies, the programme has laid the groundwork for sustained cooperation on migration governance.

The S2SR programme has made notable progress in strengthening regional cooperation through ASEAN mechanisms and bilateral agreements, fostering a collaborative environment that supports migration governance across Southeast Asia. By integrating these frameworks into broader regional migration/labour/anti

trafficking policies, the programme has established a strong foundation for sustained cooperation, particularly in the areas of labour migration and migrant worker protection. Joint initiatives, such as the ASEAN Guidelines on the Placement and Protection of Migrant Fishers, have enhanced policy alignment between countries and encouraged cross-border collaboration, providing a pathway for more consistent migration practices.

However, the effectiveness of regional cooperation is challenged by a varying degree of commitment and capacity among ASEAN member states, as well as the lack of enforcement mechanisms to ensure uniform implementation of agreements. Political instability in some countries, like Myanmar, has disrupted bilateral dialogues, while differences in national interests and regulatory environments create additional barriers to collaboration.

Integration of the programme's strategies into national frameworks

The TOR ask the evaluator to assess whether are there any specific actions that are needed to ensure the long-term integration of the programme's strategies into national frameworks, including financial and political commitments from stakeholders.

The evaluation found that specific actions would be necessary in different areas, including bringing a clear a focus on ensuring financial sustainability for the implementation of relevant policies, sustaining institutional capacity, and working towards continued political commitment of the relevant authorities.

Financial Sustainability

One of the main risks to the long-term integration of the programme's strategies is the reliance on external funding, particularly from the European Union. To mitigate this risk, national governments would need to allocate specific budget lines for key activities, such as labour inspections, anti-trafficking measures, and the continued operation of MRCs. However, the practice in Viet Nam, for example, of having MRCs embedded in the Employment Service Centres could be considered a good practice for sustainability

Integrating these costs into regular national/local budget planning would reduce dependency on donor funding. Additionally, there is a need to engage the private sector, especially companies within the fishing and seafood processing industries, to contribute financially and through funding for capacity building related to fair recruitment and fair labour practices.

Diversifying funding sources through multi-stakeholder financing models, involving contributions from international organizations, national governments, and industry partners, would also provide a more stable financial base for sustaining programme activities.

Institutional Capacity

Institutionalizing the programme's strategies requires integrating developed frameworks, such as SOPs for labour inspections and victim identification structures, into national regulatory backgrounds. Governments should formally adopt these SOPs ensuring that they become part of routine operations within national labour inspection institutions. Continued capacity-building efforts are essential, with a focus on a 'training of trainers' approach to enable national institutions to independently deliver ongoing training, reducing reliance on external support.

Political Commitment

Strong and consistent commitment is needed from government authorities to embed the programme's achievements into national strategies. Actions include encouraging the ratification and implementation of relevant ILO conventions, such as the Work in Fishing Convention (C.188), to ensure more harmonized regional legal frameworks across the region.

Additionally, maintaining high-level political dialogue between sending and receiving countries is crucial for sustaining bilateral and multilateral agreements and cross-border collaboration. Regular engagement with stakeholders through joint workgroups, policy dialogues, and cross-border inspection initiatives can help keep migration governance issues on the political agendas of countries in the region, while securing the necessary commitments for long-term integration.

Areas that should be replicated / discontinued

The TOR ask the evaluator to analyse which existing areas of work for the programme should be replicated/ scaled up in a potential next phase, and which should be discontinued.

Areas to replicate and scale up in a potential next phase of the S2SR Programme.

As the S2SR programme nears the completion of its current phase, it is crucial to identify specific components that have demonstrated strong performance and are suitable to be considered for potential replication or expansion in the future. Feedback from interviews with key informants, including representatives from government agencies, employers, CSOs, and programme partners, has provided valuable insights into areas where the programme's strategies and initiatives have been particularly effective and well-received.

The recommendations below for scaling up are based on observed successes and stakeholder engagement across various countries in the region. The following sections highlight specific areas that are recommended for replication and expansion in a potential new phase of the S2SR programme.

1. **Strengthening of MRCs.** Migrant Worker Resource Centres have been a key success of the programme, providing critical support services to migrant workers in the fishing and food processing industries, including legal aid, pre-departure training, and access to information on safe migration. Strengthening MRCs, particularly in underserved areas and regions with high migration flows related to the fisheries and seafood processing sectors, would help address the ongoing needs of migrant workers more effectively. Additionally, contracts with MRC implementing partners should be extended beyond the current one-year duration to cover multiple years. This would provide a more stable operating environment, reduce administrative and cost burdens, and enable partners to focus on delivering continued and comprehensive support services to migrant workers.
2. **Enhanced Labour Inspection Systems.** The PIPO inspection model in Thailand (though it still needs to be reinforced) and similar multi-stakeholder collaboration approaches in Indonesia have been promising in detecting labour violations and improving compliance in high-risk sectors. Scaling up these enhanced inspection systems to other countries would standardize improved enforcement practices in the fishing sector.

3. **Scaling Up GLP Models.** The Good Labour Practices model implemented in Thailand has demonstrated its effectiveness in promoting ethical labour standards in the seafood processing sector. Replicating and scaling up this model across other countries in the region could improve labour conditions more broadly. Customizing the GLP approach to fit local contexts, while intensifying capacity-building for employers and engaging key stakeholders throughout the seafood processing value chain, may also prove useful in enhancing the adoption of fair labour practices and drive sector-wide improvements.
4. **Strengthening Cross-Border and Regional Cooperation** The programme's initiatives to foster bilateral agreements and regional collaboration have contributed to a strong foundation for improved migration governance. Expanding these efforts, including engaging in the development of new bilateral agreements and strengthening current ones, would help address key issues such as recruitment practices and worker protection. In addition, enhancing the role of ASEAN mechanisms and supporting regional policy dialogues will further contribute to consolidate the gains made in cross-border coordination, enabling more effective responses to migration challenges in the fishing and seafood processing industries.
5. **Continued Promotion of Fair and ethical recruitment Practices.** Addressing unfair recruitment practices remains a critical need in the region, both within and outside of the fishing and seafood processing sectors. While the program has made strides in collaborating with recruitment agencies and employers' groups to enforce ethical standards, progress ultimately depends on fostering the political will to regulate recruitment agencies effectively. This includes eliminating worker-borne recruitment costs and ensuring robust mechanisms for addressing complaints and providing access to justice. Scaling up advocacy efforts to push for stronger regulatory frameworks, alongside targeted capacity-building initiatives, would further reduce exploitation among migrant workers.
6. **Strengthening National Referral Mechanisms.** The NRMs have shown promising results in providing coordinated support for victims of trafficking and labour exploitation. Enhancing and scaling up these mechanisms across target countries would further ensure that migrant workers can receive timely, victim-centred support when needed.
7. **Enhanced Use of Digital Tools for Outreach and Support.** The S2SR program effectively leveraged digital platforms, particularly social media, to extend its reach and engage with migrant workers. Platforms such as Facebook played a key role in disseminating critical information on safe migration, labour rights, and available support services. For instance, the Yay Kyi Yar (YKY) Facebook campaign in Myanmar successfully reached thousands of migrant workers, providing them with reliable and accessible information despite the security risks posed by direct outreach. Future initiatives could build on this success by expanding the use of social media platforms for targeted campaigns. These tools offer an efficient and scalable way to maintain communication with migrant workers throughout their migration journey, from pre-departure to reintegration, while addressing challenges of geographic and logistical constraints.
8. **Recommended areas to discontinue or reassess in a potential next phase of the S2SR Programme.** In planning a next phase of the programme, several activities should be reconsidered or phased out, due to their limited impact, a lack of strategic relevance, or other challenges during execution, as explained below:

- **Avoid standalone Capacity-Building Workshops:** While capacity-building initiatives have been a major component of the programme, standalone training sessions that are not part of broader institutional capacity-building plans may limit their long-term impact. It is recommended that the programme shift its focus towards integrating all training efforts into more comprehensive institutional capacity-building strategies. This approach would ensure that the knowledge gained is effectively applied, institutionalized, and sustained within the relevant organizations.
- **Reduce or eliminate activities in Low-Sectoral Relevance Migration Contexts:** Interventions in countries with limited migration relevance, such as Lao PDR, should be avoided or reconsidered. The relatively low number of migrants employed in the fishing and seafood processing sectors in these contexts raises questions about the cost-effectiveness and strategic value of continued investment. It is recommended to reallocate resources instead towards high-priority countries where migration flows are substantial, and the need for intervention is greater.
- **Country-specific project focused on decent work in fishing that can be better aligned with government objectives.** According to the project managers consulted, the cooperation with Viet Nam has faced significant challenges, due to a less conducive political environment and limited receptiveness for implementing key programme strategies. Viet Nam's regulatory landscape and political context have not been favourable for the integration of programme interventions into national systems. Given these barriers, project managers considered that it may be more effective to reallocate resources and efforts towards countries with higher potential for collaboration with more impact, where there is stronger government commitment and alignment with the programme's goals.
- **Reduce Research Efforts and Resource Investment.** The programme has conducted several comprehensive studies and developed numerous knowledge products that have contributed valuable insights into the context of labour migration. However, these research activities have been resource-intensive, both in terms of staff time and financial resources. Given the significant investment required, it is recommended that future research efforts be streamlined and more targeted to support core project activities.

► Conclusions

The Ship to Shore Rights programme has been instrumental in addressing critical labour rights and migration governance issues in Southeast Asia's fishing and seafood processing sectors. By employing a multi-dimensional approach, the program has effectively advanced its core objectives, including the promotion of labour rights, fair and ethical recruitment, and decent work for migrant workers.

One of the program's key strengths lies in its integration with international labour standards and alignment with regional frameworks, such as the ASEAN Declaration on the Placement and Protection of Migrant Fishers. The program successfully promoted cross-border cooperation, which has been critical in addressing the vulnerabilities of migrant workers who navigate complex migration corridors. Collaborative efforts, such as the joint development of cross-border mechanisms by ILO and IOM, have fostered improved governance and greater coherence across regional and national levels.

The S2SR program achieved notable results in capacity-building efforts, enhancing labour inspections, and increasing stakeholder awareness of migrant workers' rights. Initiatives such as the development of Good Labour Practices (GLP) guidelines in Thailand and support for Migrant Worker Resource Centres (MRCs) across six countries have had substantial impacts. By 2024, MRCs alone had provided critical services to over 236,000 migrant workers, almost half of whom were women, underscoring their effectiveness in addressing gender-specific challenges and vulnerabilities. Furthermore, innovative approaches, such as the use of digital tools and social media campaigns, have expanded the program's outreach, enabling it to connect with hard-to-reach migrant workers.

Despite these successes, the evaluation highlights challenges that need to be addressed in future iterations. The ambitious scope of the program, combined with resource and capacity constraints, has posed operational hurdles. Additionally, systemic issues such as weak enforcement of labour regulations and insufficient political will to regulate recruitment agencies remain pressing concerns. Inter-agency coordination, while largely effective, has faced challenges. These challenges underscore the need for streamlined governance and management structures to ensure timely and coherent implementation.

The program's efforts have been highly relevant to the evolving needs of migrant workers and stakeholders. However, the evaluation identified areas for improvement to ensure continued alignment with emerging challenges, such as gender equity, environmental sustainability, and shifting migration patterns. The inclusion of Malaysia as a target country in future phases could address significant gaps in labour protections for migrant workers in high-risk sectors, while activities in low-relevance (sectorial) contexts may need to be reconsidered.

To sustain the program's achievements, it is essential to secure financial and political commitments from stakeholders and further institutionalize its strategies within national frameworks. Successful initiatives, such as MRCs, labour inspection systems, and GLP models, offer scalable solutions that can be expanded to other sectors and regions. At the same time, targeted research and stakeholder engagement will be critical to refining interventions and ensuring they remain responsive to the complex dynamics of labour migration.

In conclusion, the S2SR program has demonstrated significant success in advancing labour rights and migration governance in Southeast Asia, providing a strong foundation for future efforts. By addressing the identified challenges and scaling up its successful components, the program can continue to deliver impactful and sustainable outcomes for migrant workers and the broader labour ecosystem.

► Lessons learned

1. *Need for Sustained Capacity Building*

Despite significant investments in training for labour inspections, human trafficking awareness, and safe migration practices, there is a continued need for ongoing capacity building in both sending and receiving countries. The persisting precarious migration and employment challenges of the fishing and seafood processing sectors calls for coordinated and long-term training initiatives, to ensure that authorities across countries can effectively enforce labour regulations, highlighting the importance of sustained skill development for all concerned.

2. *Enhanced Regional and ASEAN Coordination for Increased Policy Impact*

The S2SR program underscored the critical need for greater regional collaboration within ASEAN to create more cohesive legal and policy frameworks. While progress has been made at the national levels in various countries, the overall lack of policy alignment across countries continues to hinder the assurance of comprehensive protections for migrant workers. Strengthening ASEAN coordination is a key lesson learned to ensure consistent respect and workers' rights protections across the region.

3. *Community-Centric Communication for Improved Stakeholder Engagement*

Tailored, relatable and entertaining communication initiatives, like Myanmar's Yay Kyi Yar Facebook campaign, have allowed for effectively engagement of migrant workers, through culturally- and linguistically relevant content. This demonstrates that community-centric communication strategies are effective, and essential for increasing and continued awareness and participation, especially in this region with its diverse languages and cultures.

4. *Importance of Political Will*

Progress in labour rights protection, such as enforcing legal frameworks and ethical recruitment practices, depends significantly on political commitment. Advocacy must focus on mobilizing political will to support legislative reforms and enforcement mechanisms, leveraging tools like pressure from buyers and market states to motivate compliance Interventions.

5. *Cross-Border collaboration*

Including both origin and destination countries in migration corridors enhances collaboration and ensures more comprehensive protection for migrant workers. This has been particularly effective in corridors like Cambodia/Myanmar to Thailand.

6. *Role of Unions and CSOs*

Unions and CSOs have been pivotal in addressing violations, improving access to justice, and providing services to survivors of trafficking. Their involvement strengthens labour inspections and amplifies worker voices. Civil society organizations, in particular, play a critical role in pre-departure stages by offering orientation seminars, sector-specific training, and essential information on labour rights, safe migration practices, and destination country conditions. These efforts not only prepare migrant workers for potential challenges but also reduce their vulnerability to exploitation and trafficking. Such pre-departure support builds a foundation for safer and more informed migration pathways, complementing the broader protective measures implemented throughout the migration cycle.

► Emerging Good Practices

1. Adaptive Programming for Complex Contexts

The S2SR program's multi-country implementation demonstrated that flexibility to adapt to diverse circumstances (for example the reprogramming that was undertaken in Myanmar after the coup in 2021) is crucial for success. By embedding adaptive mechanisms, the program was able to adjust interventions swiftly, in response to diverse legal, social, and economic conditions across different countries. This good practice highlights the importance of building adaptable strategies for projects in complex, multi-context settings.

2. Institutional Partnerships for Sustainability

Collaborating with local civil society organizations, unions, and various government agencies for different aspects of the program proved to be an effective approach for delivering sustained support to migrant workers. The program's emphasis on building strong partnerships has laid the groundwork for continued service provision, tailored to the needs of diverse beneficiaries, demonstrating a good practice of leveraging local networks for sustainable impact in migration governance.

3. Bilateral Agreements for More Regulated Labor Migration

A potential bilateral labour agreement between Cambodia and Thailand could serve as a model for establishing safe and regulated labour migration pathways. By formalizing recruitment processes and working conditions, such agreements can effectively reduce workers' vulnerability to trafficking and different forms of exploitation, underscoring the value of structured bilateral frameworks as good practice in managing labour migration. A key advantage of bilateral agreements on work in fishing is that they offer a platform to facilitate the practical implementation of the standards outlined in C188. This includes critical measures such as eliminating recruitment costs borne by workers, establishing standardized work agreements, ensuring access to effective complaint mechanisms, and more.

4. Migrant Worker Resource Centres (MRCs)

Under the S2SR program have proven to be a highly effective model for supporting migrant workers throughout their migration journeys. Operating across six countries in Southeast Asia, these centres provide a wide range of services, including pre-departure orientation, legal assistance, reintegration support, and awareness campaigns on safe migration and labour rights. Strategically located in key migration hotspots, MRCs have strengthened collaboration between government agencies, civil society organizations, and trade unions, ensuring comprehensive and accessible support. They have also incorporated gender-responsive measures, such as addressing the specific needs of women migrant workers and used innovative tools like social media campaigns and environmentally friendly postcards to enhance outreach. By 2024, MRCs had reached over 236,000 migrant workers, nearly half of whom were women, showcasing their impact in improving worker protection, increasing access to services, and fostering trust in formal support mechanisms. Their holistic approach and adaptability make them a replicable model for other regions aiming to enhance migrant worker protections.

► Recommendations

Recommendation 1. Continue Promoting the Ratification of International Labour Standards

Continue promoting the ratification and implementation of key international labour standards, such as C.188: Work in Fishing Convention, C.181: Private Employment Agencies Convention, and C.29: Forced Labour Convention, C.87 on Freedom of Association and C.98 on the Right to Organise and Collective Bargaining to ensure that both sending and receiving countries adopt and enforce these global labour standards. This should be supported by national legal reforms, aimed at aligning national legislation including national labour laws with international norms to improve working conditions, ensure fair treatment, and to protect migrant workers' rights. In addition, continue with providing support to create or strengthen enforcement mechanisms, collaborate with social partners, and enhance training for labour inspectors to ensure compliance.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	High	Mid-term	Medium	Effectiveness Sustainability

Recommendation 2. Continue Improving Labour Inspection Systems

Continue strengthening labour inspection frameworks to ensure effective oversight and protection of workers, particularly in high-risk sectors such as fishing and seafood processing. This can be achieved by fostering inter-agency cooperation, involving labour, maritime, and law enforcement authorities, and incorporating lessons learned from promising models like Thailand's PIPO system and Indonesia's multi-stakeholder collaboration.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	Medium	Mid-term	High	Effectiveness Sustainability

Recommendation 3. Continue Strengthening the Capacity of Unions and CSOs.

Building on the progress achieved under the current programme, it is essential to continue reinforcing the institutional capacities of unions and CSOs to ensure sustainability and increase the potential impact. This should start with a comprehensive needs assessment to identify existing capacity gaps at both the individual and organizational levels. The assessment should cover areas such as organizational management, advocacy skills, legal and policy knowledge, service delivery, and coordination with government agencies and private sector stakeholders. Based on the findings of such a needs assessment, develop a capacity-building plan that outlines clear objectives, tailored methods, and a robust M&E framework to track progress and impact.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	Medium	Mid-term	Medium	Effectiveness Sustainability

Recommendation 4. Enhancing Ethical and Fair Recruitment

Recruitment fees and unethical practices in recruitment remain a key driver of debt bondage and forced labour for migrant workers in the fishing and seafood processing sectors. S2SR should continue developing partnerships with recruitment agencies and employer groups across the region to create and enforce ethical and fair recruitment practices aligned with international guidelines, and focusing on the prohibition of fees, contract transparency, and accurate pre-departure information. Regulation for recruitment agencies on legal compliance and ethical practices should also be prioritized in a next stage. Additionally, public awareness campaigns should inform employers and potential and current migrant workers about the risks of recruitment fees and encourage the use of ethical recruiters.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	Medium	Mid-term	Medium	Effectiveness Sustainability

Recommendation 5. Strengthen MRCs by Providing Continuous Financial and Technical Support to ensure the provision of Services and Assistance for Migrant Workers, Focusing on Target Sectors.

To ensure the effective and sustainable operation of MRCs, it is recommended to provide ongoing financial (direct and indirect costs) and technical support to sustain and enhance their services. This will enable MRCs to deliver more comprehensive assistance to migrant workers at every stage of the migration process, from pre-departure and in-transit support to reintegration services upon return. The S2SR support should particularly focus on MRCs that are active in fishing and seafood processing sectors. In addition, it is recommended to conduct a comprehensive assessment of the existing network of 23 MRCs to evaluate their performance, alignment with project objectives, and relevance to the needs of migrant workers in key sectors.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	High	Short-term	High	Effectiveness Sustainability

Recommendation 6. Enhance Training, Skills Diversification, and Language Support for Migrant Fishers and Workers

Migrant fishers often enter the industry with limited training, minimal career mobility, and face communication barriers, which makes them more vulnerable to deception and exploitation. These factors also contribute to limiting their long-term employment prospects. Given the high-risk nature of fishing, there is a need for a comprehensive training that focuses on safety,

skill development, and language proficiency to better equip migrant fishers and workers in the seafood processing sector for employment abroad and for reintegration into the local economy.

Training should be developed in collaboration with relevant agencies (TVET Departments, Ministries of Labour, OSH authorities, and Fisheries Departments) and include: standardized training and certification aligned with international standards; vocational training to diversify skills beyond traditional fishing (e.g., aquaculture, agriculture, tourism); and language training to improve communication with foreign crews and enhance career opportunities.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	Medium	Mid-term	Medium	Effectiveness Sustainability

Recommendation 8. Promote a Just Transition for Local Fishers

As global efforts to combat climate change and overfishing evolve, local fishers face significant economic risks. A just transition ensures that those working in the fishing and seafood processing sectors can be prepared to adapt to new environmental and shifting economic and environmental realities. It is recommended for S2SR to connect fishers and workers with programs that provide sustainable, alternative livelihoods, financial support, and new skills, such as aquaculture, agriculture, tourism-based livelihoods, to help fishers adapt to sustainable practices.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	Medium	Mid-term	High	Effectiveness Sustainability

Recommendation 9: Continue Strengthening NRMs for Effective Protection of Migrant Workers, Including Victims of Trafficking

Building on the progress made by the S2SR program, it is important to keep enhancing NRMs to ensure that migrant workers, particularly those who are also victims of trafficking and labour exploitation, receive timely and effective support services. The NRMs should prioritize a coordinated and multi-disciplinary approach, involving collaboration between government agencies, trade unions, and civil society organizations.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	Medium	Mid-term	Medium	Effectiveness Sustainability

Recommendation 10. Replicate/scale-up the GLP experience

It is recommended that the S2SR program work to replicate and scale up the Good Labour Practices model, which has been successfully implemented in Thailand, both within the country and in other ASEAN nations facing similar labour challenges. This should involve a strategic approach that includes customizing the model to fit local contexts through stakeholder engagement with employer organizations and labour unions in the target countries. To ensure effective implementation of the next phase of the programme, institutional capacity-building efforts should be intensified, focusing on training local employers on the benefits and practicalities of adopting ethical labour practices.

Additionally, it is advised to extend the reach of current and future GLPs along the entire value chain. This can be achieved by analysing existing value chains to identify opportunities for improvement, and by fostering collaborations with both upstream and downstream stakeholders to ensure widespread adherence to labour standards.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	Medium	Mid-term	Medium	Effectiveness Sustainability

Recommendation 11. Plan for the Development of a Future Exit Strategy for the S2SR Programme

The exit strategy for the S2SR Programme should emphasize the need to ensure sustained progress by gradually transferring responsibilities to local stakeholders and institutions. Key actions include enhancing the capacity of governments, civil society, and private sector actors to lead programme activities, embedding successful tools and policies into national frameworks, and securing long-term financial support for critical components like Migrant Worker Resource Centres and labour inspections. The exit strategy should also highlight the importance of establishing continuing monitoring and evaluation mechanisms to adapt policies and address challenges effectively after the current programme concludes.

Addressed to	Priority	Implementation	Level of resources	Related conclusion, LL or GP
ILO, national Governments and Constituents	High	Mid-term	Low	Effectiveness Sustainability

► Annexes

Annex 1 S2SR INDICATORS

The evaluation of the S2SR program indicators reveals a mix of progress, challenges, and areas for reflection. Here's a summarized qualitative analysis:

Outcome 1: Strengthened Legal, Policy, and Regulatory Frameworks

The program contributed significantly to the ratification of important international conventions in Thailand during Phase 1, reflecting its foundational role in promoting international labour standards.

Knowledge dissemination exceeded targets, with 23 knowledge products published by 2024, far surpassing the 10-product target, showing a strong commitment to evidence-based policymaking.

Regional cooperation and representation were also strong, with all 10 ASEAN countries actively participating in key workshops and consultations.

The indicator measuring adherence to international labour standards showed delays. This points to persistent challenges in legal alignment.

Outcome 2: Increased Protection of Labor Rights

Labour inspection efforts in Thailand's seafood sector showed improvement, with a 21% enforcement rate.

Strong progress in stakeholder training, with 5,682 participants trained (57% women), exceeding the 1,600 target.

Institutionalization of operational tools far surpassed expectations, with 22 tools institutionalized against a target of six.

However, enforcement rates in Thailand's fishing sector (0.2%) and Indonesia's fishing sector (0%) remained significantly below targets, highlighting enforcement capacity issues.

In addition, progress on referrals for trafficking survivors and gender equality changes in private enterprises remains unclear or delayed, indicating slow momentum in these areas.

Outcome 3: Empowerment of Migrant Workers

Legal support for migrant workers has been notably successful, with over \$1.17 million awarded for resolving legal cases, surpassing the \$400,000 target.

In addition, the provision of pre-departure orientation and support services exceeded expectations, with 9,471 migrant workers oriented and 236,082 workers and family members receiving services.

However, membership in worker organizations dropped to 2% from a baseline of 4%, indicating a regression in unionization and collective action among migrant workers.

Cross-cutting Observations

- Many of the indicators show exceptional quantitative achievements (e.g., publications, training numbers, and assistance provided). However, qualitative improvements, such as systemic legal reforms, enforcement mechanisms, and worker empowerment, remain uneven or slow.
- Indicators heavily dependent on external conditions, such as enforcement rates or national referrals, reflect broader challenges in policy implementation and systemic capacity.

Outcome 1: Strengthened legal, policy and regulatory frameworks related to labour migration and employment for women and men migrant workers in the fishing and seafood processing sectors.	
INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 1.1: Extent to which legal, policy and regulatory frameworks relevant to protection of women and men migrant workers in the fishing and seafood processing sectors are in line with international labour standards in target countries.</p> <p>2020 Baseline: 2 changes in adherence are assessed as having a high programme contribution.</p> <p>2022 Target: Not applicable</p> <p>2024 Target: 4 changes in adherence are assessed as having a high programme contribution</p>	<p>Delayed: 2 changes in adherence:</p> <ul style="list-style-type: none"> • Ratification of the 2014 Protocol to the Forced Labour Convention, 1930 (No. 29) in Thailand in June 2018 (Phase 1). • Ratification of the Work in Fishing Convention, 2007 (No. 188) in Thailand in January 2019 (Phase 1).
<p>Output 1.1: Improved understanding and knowledge on the drivers, outcomes and dynamics of labour migration and human trafficking for women and men migrant workers in South East Asia to promote knowledge and evidence-based policies and practices.</p>	
INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 1.1.1: # of knowledge products published and disseminated to key government, social partner and civil society stakeholders.</p> <p>2020 Baseline: 5 knowledge products published</p> <p>2022 Target: 7 knowledge products published</p> <p>2024 Target: 10 knowledge products published</p>	<p>Achieved: 23 Knowledge products published and disseminated (+8 year 4)</p>

Output 1.2: Increased opportunities for regional and cross-border cooperation created to support bilateral and multilateral policies on safe, orderly and regular labour migration for women and men.

INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 1.2.1: # of ASEAN countries represented by a tripartite delegation at ILO-supported regional coordination mechanisms on the fishing sector.</p> <p>2020 Baseline: 5 ASEAN countries fully represented by tripartite delegations.</p> <p>2022 Target: 7 ASEAN countries fully represented by tripartite delegations.</p> <p>2024 Target: 9 ASEAN countries fully represented by tripartite delegations (Myanmar exempted)</p>	<p>Achieved: The Fair Seas Labour Conference was organized in September 2022 with representatives from 8 ASEAN countries:</p> <ul style="list-style-type: none"> • Cambodia • Indonesia • Lao PDR • Malaysia • Myanmar • Philippines • Thailand • Viet Nam <p>The Consultation Workshop for the ASEAN Declaration on the Placement and Protection of Migrant Fishers was organized in March 2023 with representatives of all 10 ASEAN countries.⁹</p> <ul style="list-style-type: none"> • Cambodia • Brunei Darussalam • Indonesia • Lao PDR • Malaysia • Myanmar • Philippines • Singapore • Thailand • Viet Nam <p>The two Consultation Workshops for the ASEAN Guidelines on the Placement and Protection of Migrant Fishers were organized in October 2023 and February</p>

⁹ Note: The ILO and IOM did not fund the participation of the Government participants at the workshop, including the de facto authorities in Myanmar.

	<p>2024, with representatives from 10 ASEAN countries (and Timor-Leste).¹⁰</p> <ul style="list-style-type: none"> • Cambodia • Brunei Darussalam • Indonesia • Lao PDR • Malaysia • Myanmar • Philippines • Singapore • Thailand • Viet Nam
<p>Output 1.3: Strengthened capacities of governments to develop and promote rights-based policies and implement legislative reforms in favour of women and men migrant workers, particularly in the fishing and seafood processing sectors.</p>	
<p>INDICATOR, BASELINE AND TARGET</p>	<p>STATUS</p>
<p>Indicator 1.3.1: # of policies and laws adopted or amended with technical support from the Action.</p> <p>2020 Baseline: 6 policies and laws adopted or amended</p> <p>2022 Target: 9 policies and laws adopted or amended.</p> <p>2024 Target: 12 policies and laws adopted or amended.</p>	<p>Achieved: 31 policies and laws adopted or amended (+4 year 4)</p>
<p>Indicator 1.3.2: # of women and men reached by communications campaigns and products.</p> <p>2020 Baseline: 0</p> <p>2022 Target: 1,216,500</p> <p>2024 Target: 1,433,000</p> <p>Twitter followers: 1,000</p> <p>Facebook followers: 1,200,000</p> <p>Newsletter subscribers: 1,000</p>	<p>Achieved: 3,026,476 people reached with communications (+710,389 year 4)</p> <ul style="list-style-type: none"> • Twitter followers: 7,037 • Instagram followers: 1,527 • LinkedIn followers: 5,347 • Newsletter subscribers: 444 • Website visitors: 11,062 • Facebook followers: 2,007,438 • Youtube followers: 200,000

¹⁰ Note: The ILO and IOM did not fund the participation of the Government participants at the workshop, including the de facto authorities in Myanmar.

<p>Website visitors: 6,000</p> <p>Research views: 5,000</p> <p>IEC materials distributed: 200,000</p> <p>IOM X video views: 20,000</p>	<ul style="list-style-type: none"> • Research views (online/printed): 9,581 • IEC materials distributed (printed): 255,516 • Radio listeners: 27,665 • IOM X video views: 33,981 • Miscellaneous (online/in-person): 466,878
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Outcome 2: Increased protection of labour rights and safe and secure working environments for migrant women and men workers in the fishing and seafood processing sectors.

INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 2.1: % of labour inspections in the fishing and seafood processing sectors that lead to enforcement actions.</p> <p>2020 Baseline: Fishing: 1%/Seafood: 23% (Thailand)</p> <p>2022 Target: Fishing: 5%/Seafood: 26% (Thailand)</p> <p>2024 Target: Fishing: 10%/Seafood: 30% (Thailand)</p> <p>Fishing: 10%/Seafood: 15% (Indonesia)</p> <p>Fishing: 10% (Philippines)</p>	<p>Delayed: 0.2% enforcement rate in Thailand's fishing sector (-0.8% year 4)</p> <p>21% enforcement rate in Thailand's seafood processing sector (+16% year 3)</p> <p>0% enforcement rate in Indonesia's fishing sector (new data year 4)</p>
<p>Indicator 2.2: # of women and men survivors of trafficking referred for protection services through national and transnational referral mechanisms.</p> <p>2020 Baseline: 0 national transnational referrals made</p> <p>2022 Target: 175 (160 national and 15 transnational) referrals made</p> <p>2024 Target: 420 (320 national and 100 transnational) referrals made</p>	<p>Achieved: 96 transnational referrals (5 women) made for the protection of trafficking survivors (+0 year 4)</p> <p>661 national referrals (320 women) made for the protection of trafficking survivors (+113 year 4):</p>

<p>Indicator 2.3: Significance of changes made by private enterprises in the seafood processing sector to ensure gender equality in compliance with ethical codes of conduct.</p> <p>2020 Baseline: 0</p> <p>2024 Target: 5 case studies demonstrate significant changes to ensure gender equality</p>	<p>Not determined (Most Significant Change Workshop during no cost extension period).</p>
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Output 2.1: Strengthened capacities for labour inspectorates and law enforcement institutions to enforce labour rights, human rights and gender equality in the fishing and seafood processing sectors.

INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 2.1.1: # of stakeholders trained on enforcement of labour and anti-trafficking laws and application of fair recruitment and good industry practices in the fishing and seafood processing sectors (cross-cuts outputs 2.1-2.3).</p> <p>2020 Baseline: 186 stakeholders trained</p> <p>2022 Target: 900 stakeholders trained</p> <p>2024 Target: 1,600 stakeholders trained (Thailand: 400; Indonesia: 200; Philippines: 200; Cambodia: 200; Myanmar: 200; Lao PDR: 200; and Viet Nam: 200)</p>	<p>Achieved: 5,682 stakeholders (57% women) trained on enforcement laws and application of fair recruitment/good labour practices (+2,315 year 4):</p> <p>Cambodia: 982 (Women: 572/Men: 410)</p> <p>Indonesia: 709 (Women: 292/Men: 417)</p> <p>Lao PDR: 236 (Women: 115/Men: 121)</p> <p>Myanmar: 1,082 (Women: 873/Men: 209)</p> <p>Philippines: 208 (Women: 135/Men: 73)</p> <p>Thailand: 1,505 (Women: 745/Men: 544/NA: 216)</p> <p>Viet Nam: 692 (Women: 342/Men: 350)</p> <p>Regional: 268 (Women: 157/Men: 111)</p>

Output 2.2: Strengthened capacities of labour inspectors, law enforcement authorities and social partners to fight trafficking and unacceptable forms of work for women and men in the fishing and seafood processing sectors.

INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 2.2.1: # of operational tools institutionalized by labour inspectorates and law enforcement officials (crosscuts outputs 2.1-2.2).</p> <p>2020 Baseline: 2 operational tools institutionalized.</p> <p>2022 Target: 4 Operational tools institutionalized.</p>	<p>Achieved: 22 Operational tools have been institutionalized (+9 year 4)</p>

2024 Target: 6 operational tools institutionalized.	
Output 2.3: Strengthened capacity of recruitment agencies and employers (including vessel owners) in the fishing and seafood processing sectors to protect labour rights, ensure good labour practices and work towards gender equality.	
INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 2.3.1: # of private sector enterprises whose compliance with ethical codes of conduct related to recruitment and employment practices in the fishing and seafood processing sectors is regularly assessed.</p> <p>2020 Baseline: 51 enterprises regularly audited for compliance (Thailand).</p> <p>2022 Target: 75 enterprises regularly assessed for compliance (Thailand).</p> <p>2024 Target: 100 enterprises regularly assessed for compliance (Thailand).</p>	<p>Delayed: 88 seafood processing enterprises are regularly assessed for compliance under the Seafood Good Labour Practice Programme (+33 Year 4).</p>

Outcome 3: Women and men migrant workers, their families, organizations and communities in the fishing and seafood processing sectors are empowered to exercise their rights.	
INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 3.1: Amount of money awarded to women and men migrant workers to resolve legal cases.</p> <p>2020 Baseline: US\$0</p> <p>2022 Target: US\$200,000</p> <p>2024 Target: US\$400,000</p>	<p>Achieved: US\$1,176,615 awarded to migrant workers (+US\$513,511 year 4).</p>
<p>Indicator 3.2: % of women and men migrant workers in fishing and seafood processing sectors who are organized into worker organizations.</p> <p>2020 Baseline: 4% of migrant workers</p> <p>2022 Target: Not applicable</p>	<p>Delayed: Baseline (2022): 4% of migrant workers in the fishing and seafood processing sectors are members of worker organizations.</p> <p>End-line (2024): 2% of migrant workers in the fishing and seafood processing sectors are members of worker organizations.¹¹</p>

¹¹ Note: End-line data is still being collected and the results should be considered preliminary.

2024 Target: 9% of migrant workers	
<p>Indicator 3.3: Extent to which the support services provided contribute to empowerment of women and men migrant workers and better protection of their labour rights.</p> <p>2020 Baseline: 0</p> <p>2022 Target: 5 outcome harvesting stories demonstrate empowerment and better protection of migrant workers.</p> <p>2024 Target: 10 outcome harvesting stories demonstrate empowerment and better protection of migrant workers.</p>	<p>Achieved: 13 outcome stories demonstrate empowerment and better protection of migrant workers' labour rights (+3 year 3).</p>
<p>Output 3.1: Increased availability of accurate information and support on migration and labour rights to women and men migrants, their families and communities throughout the migration process.</p>	
INDICATOR, BASELINE AND TARGET	STATUS
<p>Indicator 3.1.1: # of women and men survivors of trafficking in the fishing and seafood processing sectors who receive assistance for their return and reintegration.</p> <p>2020 Baseline: 0</p> <p>2022 Target: 160 survivors of trafficking assisted with return and reintegration.</p> <p>2024 Target: 320 survivors of trafficking assisted with return and reintegration.</p>	<p>Achieved: 439 survivors of trafficking (17% women) were provided with assistance for return and reintegration (+14 year 4).</p>
<p>Indicator 3.1.2: # of women and men migrant workers who participate in sector-specific and gender-responsive pre-departure orientation seminars for the fishing and seafood processing sectors.</p> <p>2020 Baseline: 0</p> <p>2022 Target: 600 migrant workers provided with pre-departure orientation.</p> <p>2024 Target: 1,200 migrant workers provided with pre-departure</p>	<p>Achieved: 9,471 migrant workers (36% women) were provided with pre-departure orientation seminars (+2,688 year 4).</p>

<p>orientation (Indonesia: 200; Philippines: 200; Cambodia: 200; Myanmar: 200; Lao PDR 200; Viet Nam: 200)</p>	
<p>Output 3.2: Increased opportunities for women and men migrant workers in the fishing and seafood processing sectors to develop skills, organise, obtain peer support, receive assistance from workers' organizations, and engage with governments and employers to claim their rights.</p>	
<p>INDICATOR, BASELINE AND TARGET</p>	<p>STATUS</p>
<p>Indicator 3.2.1: # of women and men migrant workers and members or their families provided with support services.</p> <p>2020 Baseline: 28,648 migrant workers and family members provided with services.</p> <p>2022 Target: 63,000 migrant workers and family member provided with services.</p> <p>2024 Target: 100,000 migrant workers and family members provided with services (Thailand: 45,000; Indonesia: 10,000; Philippines: 10,000; Cambodia: 10,000; Myanmar: 10,000; Lao PDR: 5,000; Viet Nam: 10,000).</p>	<p>Achieved: 236,082 migrant workers and family members (47% women) were provided with support services (+125,584 year 4)</p>
<p>Indicator 3.2.2: # of women and men migrant workers and members of their families provided with COVID-19 response services.</p> <p>2020 Baseline: 0</p> <p>2022 Target: 5,000 migrant workers and families benefit from COVID-19 response services.</p> <p>2024 Target: 10,000 migrant workers and families benefit from COVID-19 response services.</p>	<p>Achieved: 36,845 migrant workers and members of their families (48% women) benefitted from COVID-19 response services (+0 year 4):</p>

Annex 2 Terms of Reference of the evaluation

Call for Expressions of Interest

Independent Final Evaluation of Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector

The ILO Evaluation Office is seeking an expression of interest from an international evaluation consultant to conduct an independent final evaluation of the ILO programme titled “Ship to Shore Rights South East Asia: Regional programme on labour migration in the fishing sector”.

The assignment is for approximately 45 days, spread over a period of 4 months, between 1st September to 15th December 2024.

For further details about the evaluation, please refer to the Terms of Reference (TOR) below.

Required Information for Submission of an Expression of Interest (EOI)

- (i) A description of how the candidate’s skills, qualifications and experience are relevant to the required qualifications for this assignment;
- (ii) A brief description of the approach/methodology that the candidate will likely use for this evaluation;
- (iii) A list of previous evaluations that are relevant to the context and subject matter of this assignment;
- (iv) A statement confirming availability to conduct this assignment and the daily professional fee expressed in US dollars;
- (v) A copy of the candidate’s curriculum vitae (which must include information about the qualifications held by the candidate);
- (vi) A statement confirming that the candidate has no previous involvement in the delivery of the programme and/or a personal relationship with any ILO officials who are engaged in the programme;
- (vii) Names of two referees who can be contacted for reference.

The deadline for EOI submission is 6 PM (Bangkok time) on **23rd August 2024**. Please send an e-mail with the subject title “Final evaluation of the Ship to Shore Rights South East Asia programme” to **the Evaluation Manager, Mr. Saif Moinul (moinul@ilo.org)**, with a copy to Ms Pamornrat Pringsulaka (pamornrat@ilo.org).

Terms of Reference

Independent Final Evaluation of Ship to Shore Rights South East Asia: Regional programme on labour migration in the fishing sector

1. Key facts

Title of project being evaluated	Ship to Shore Rights South East Asia: Regional programme on labour migration in the fishing sector (S2SR)
Project DC Code	RAS/20/01/EUR
Type of evaluation (e.g., independent, internal)	Independent
Timing of evaluation (e.g., midterm, final)	Final Evaluation (September – December 2024)
Donor	European Union
Administrative Unit in the ILO responsible for administrating the project	ILO Regional Office for Asia and the Pacific (ROAP)
Technical Unit(s) in the ILO responsible for backstopping the project	MIGRANT, FUNDAMENTALS and SECTOR
P&B outcome (s) under evaluation	Outcome 6: Protection at work for all
SDG(s) under evaluation	Main SDGs: 8 and 10 Other SDGs: 3, 5, 12, 14, 16 and 17
Budget and project duration	EUR 10 million 53 months (01/08/2020 – 31/12/2024)

More information on Ship to Shore Rights South East Asia can be found at www.shiptoshorerights.org

2. Introduction and rationale

2.1 Introduction

Fishing is recognized as one of the most hazardous occupations globally. Workers in commercial fishing operations face long working hours, dangerous weather conditions and hazardous marine environments. The fishers live and work onboard vessels, often for extended periods in relatively confined spaces and in isolation from sources of assistance. They are under the direct control of the skipper during their time at sea and often even while in port. The working and living conditions on vessels are difficult for government authorities to regulate.

Migrant fishers have often been recruited and placed outside of the labour migration regulatory framework. National legislation in a number of countries in South East Asia remain inconsistent with international labour standards and allows for recruitment and related fees to be charged to migrant workers, and in some cases permits employers to request money or other assets from the workers as

reimbursements for expenses. Some migrant workers are also required to pay a deposit before their employment, which they forfeit if they attempt to terminate the contract early. Moreover, migrant fishers are often charged excessive fees well above even the allowable national limits.

Work in seafood processing has more in common with other land-based work such as manufacturing. However, recent ILO research in Thailand shows that there are areas of informality in the seafood processing sector that remain largely unexplored. Home-based workers, who are predominantly women and pier-based workers (both men and women) are engaged in loading/unloading vessels and vehicles as well as primary processing of seafood. Women are more likely to be engaged in such precarious work where the wages are often below the legal minimum and gender inequalities persist, including unequal pay.

Many migrant workers in the fishing and seafood processing sectors continue to experience significant decent work deficits. Work onboard fishing vessels, for example, are often not adequately covered by labour protections, and in many countries, not subject to effective labour inspections. Migrant workers commonly experience poor working conditions and labour rights violations, including excessive working hours, limited freedom of movement and wage theft. Fishers are also subject to duress and coercion through a variety of other means, such as accumulation of excessive debt, retention of identification documents and ATM cards, withholding of wages, and violence and abuse. In the most severe cases, these labour rights violations can amount to forced labour.

There is also a lack of effective workers' organizations and robust representation for migrant workers' rights in fishing and seafood processing work. In Thailand, for example, migrant workers are not permitted to form their own unions or to assume leadership roles in existing unions, restricting their ability to bargain collectively for improved working conditions. There are also practical restrictions for migrant fishers who work onboard fishing vessels as they are isolated at sea for extended periods of time, as well as for women employed in pier and home-based work where few unions exist. To address these and other challenges to decent work, the Ship to Shore Rights South East Asia (S2SR) programme was initiated in August 2020.

2.1 Rational

The ILO policy guidelines for evaluation define independent evaluation as a process that is managed by and carried out by entities and persons free of the control of those responsible of the design and implementation of the development intervention. Independent evaluations are required for medium-size projects (USD 1 million and above) and of a long duration. For larger projects of over USD 5 million, two independent evaluations are required- one midterm evaluation and the other final.

As per the programme document, the evaluability assessment, the midterm independent evaluation were carried out in 2021 and 2022, respectively.

An evaluability assessment conducted between June and August 2021 determined that the Ship to Shore Rights South East Asia program possesses a high degree of evaluability. Based on a robust foundation of background information, the program aligns closely with national, regional, and global frameworks. The assessment concluded that the program's M&E strategy is well-designed and recommended areas for further improvement.

An independent midterm evaluation conducted between August and November 2022 found that the program has made substantial progress toward its goals despite the challenges posed by the COVID- 19 pandemic and the 2021 Myanmar coup. The program has successfully assembled a cohesive team, established effective collaboration among implementing agencies, and effectively addressed the

critical needs of migrant workers and their families. By tailoring its approach to each country's specific context, the program has demonstrated strong relevance. The importance of gender equality is recognized, as evidenced by the development of a Gender Equality and Women's Empowerment Strategy

The programme is ending in December 2024, thus this final independent evaluation TOR is being prepared. The final evaluation will systematically assess the performance and achievement of the programme against a set of key criteria and derived questions, document lessons learnt and good practices and make recommendations for improved results or the development of future interventions. The final evaluation will adhere to the UNEG Norms and Standards, OECD/DAC Evaluation Quality Standards, and ILO Evaluation guidelines. The ILO independent evaluation manager, who has no prior involvement in the programme will manage this final evaluation. The evaluation manager will recruit an international evaluation consultant to conduct this final evaluation. The final evaluation will apply a participatory approach to the extent possible. All key stakeholders will be consulted on the draft ToR, be engaged in the evaluation process, and will provide inputs to the draft report. Regional Evaluation Officer of ILO Regional Office for Asia and the Pacific and ILO Evaluation Office will oversee the evaluation process and will approve the final evaluation report.

2.2 Programme scope, objectives and outputs

At global level, the S2SR programme contributes to the achievement of Programme and Budget Outcome 6 (Protection at work for all), including Output 6.4 specifically (Increased capacity of Member States to develop fair and effective labour migration frameworks). The interventions have been incorporated and/or influenced the development of outcomes for Decent Work Country Programmes and United Nations Development Assistance Frameworks/Sustainable Development Cooperation Frameworks in target countries where these were developed during the life of the programme.

The S2SR programme is informed by and advances the 2030 Agenda, which recognizes the importance of decent work and economic growth in Goal 8, as well as the need to reduced inequalities at Goal 10. The Sustainable Development Goals (SDGs) also specifically recognize some of the key challenges facing migrant workers, particularly those in precarious employment, the need for well-managed migration policies, and to promote safe and secure work environments. The programme's sectoral focus also supports SDG 14 and the need for sustainable fisheries management policies. Some of the key SDGs that the programme advances are Goal 8 (particularly target 8.7 and 8.8) and Goal 10 (particularly target 10.) The programme also contributes to the health and wellbeing of migrant workers at Goal 3, and to other SDGs including Goals 5, 12, 16 and 17.

S2SR interventions benefit from the ILO General principles and operational guidelines for fair recruitment and definition of recruitment fees and related costs, which are used to guide project stakeholders in assessing and developing effective labour recruitment policies in compliance with internationally recognized human rights and labour standards, eliminating fraudulent and abusive practices, improving protection and access to remedies for victims of abuses, and supporting human rights due diligence by both the public and private sectors, in line with programme objectives.

The programme activities are also underpinned by the ILO Declaration on Fundamental Principles and Rights at Work, which are used to guide stakeholders in recognizing the needs of migrant workers, and developing effective labour protections in the targeted sectors that are consistent with international labour standards. The 2008 ILO Declaration on Social Justice for a Fair Globalization also guides interventions. The Action is also informed by the 2019 ILO Centenary Declaration for the Future of Work by taking a human-centred approach in investing in social protection, skills, gender and promoting an enabling environment for sustainable enterprises, economic growth and decent work for all. Interventions for the benefit of fishers are guided by the Work in Fishing Convention, 2007 (No.

188), the Work in Fishing Recommendation, 2007 (No. 199), the outcomes of the ILO's Tripartite Meeting on Issues relating to Migrant Fishers (September 2017), as well as the relevant guidelines and tools developed by the ILO.

S2SR supports programming in Thailand, Cambodia, Myanmar, Lao People's Democratic Republic, Indonesia, Philippines and Viet Nam and promotes multi-country cooperation in the region, particularly through cooperation of ASEAN bodies. It engages with current, potential and returning migrant workers in fishing and seafood processing sectors, as well as their families and communities.

The S2SR programme interventions contribute to the overall objective of **expanded opportunities for safe and regular migration into decent work in South East Asian countries, particularly for women and men in the fishing and seafood processing sectors**. The programme has three inter-linking specific objectives and associated result areas as described below:

Specific Objective 1: To strengthen the legal, policy and regulatory frameworks related to labour migration and labour standards in the fishing and seafood processing sectors in SEA.

Result 1.1: Improved understanding and knowledge on the drivers, outcomes and dynamics of labour migration and trafficking in SEA, to promote knowledge and evidence-based policies and practices.

Result 1.2: Strengthened opportunities for regional and cross-border cooperation created to support bilateral and multilateral policies on safe, orderly and regular labour migration.

Result 1.3: Strengthened capacities of governments to develop and promote rights-based policies and implement legislative reforms in favour of migrant workers, with a focus on the fishing and seafood processing sectors.

Specific Objective 2: To protect labour rights and promote safe and secure working environments, in particular for all migrant workers from recruitment to post-admission and end of contract.

Result 2.1: Strengthened capacities for labour inspectors and law enforcement institutions in the fishing and seafood processing sectors to enforce labour and human rights.

Result 2.2: Enhanced partnerships between labour inspectorates, law enforcement authorities and social partners to fight trafficking of human beings and unacceptable forms of work.

Result 2.3: Improved capacity of recruitment agencies and of employers (including vessel owners) in the fishing and seafood processing sectors to protect labour rights and ensure good labour practices.

Specific Objective 3: To empower migrant workers, their families, organizations and communities to promote and exercise their rights.

Result 3.1 Improved availability of accurate information, awareness and support on migration and labour rights to migrants, their families and communities throughout the migration process, from pre-departure to post-admission and reintegration.

Result 3.2. Increased opportunities for migrant workers in the fishing and seafood processing sectors to develop skills, to organise, to support and inform each other, to receive support from workers' organisations and to engage with Governments and employers to claim their rights in all countries.

The programme model also mainstreams the following **cross-cutting strategies** within its interventions:

- **Worker’s voice and agency:** To build an enabling environment for the amplification of workers’ voice and support their agency. Support workers’ advocacy and representation through labour organizations as well as networks of migrant workers.
- **Right-based approach:** To ensure a right-based approach to migration as enshrined by the ILO Multilateral Framework on Labour Migration (2005), which respects the dignity and agency of migrant workers throughout all stages of migration and protects their rights under international law.
- **Gender equality and women’s empowerment:** To ensure that gender equality and women’s empowerment is thoroughly mainstreamed into the Action, a detailed gender equality and women’s empowerment strategy were developed during the first year of implementation.
- **Broad engagement of stakeholders:** To ensure that the Action maximises its impact and sustainability, the stakeholders are defined in a broad sense to include tripartite partners including relevant government agencies, workers and employers’ organizations, recruitment agencies, vessels owners, international buyers as well as CSOs, academia, media representatives and others.
- **Trafficking in persons and other transnational crimes:** To strengthen national and transnational referral systems, particularly between labour inspectorates and law enforcement institutions. Also engage in research to better understand the correlation between trafficking for forced labour, IUU fishing and other transnational crimes.
- **Marine resources conservation and sustainability:** To improve stakeholder understanding of the labour impacts of fish stock depletion and distant water fishing practices. Raise awareness among employers’ organizations and international buyers on the impact that high demand for inexpensive fish and seafood has on the environment, practice and labour conditions.

The projects Target Group(s) include Current, potential and returnee migrant workers in fishing and seafood processing sectors; States' government authorities; workers' organizations; employers' organizations and recruitment agencies and their associations, vessel owners and their associations; civil society organizations; community-based organizations; families and communities; research institutions and academia, media networks, youth, and the general public.

The project’s final beneficiaries include Current, potential and returnee migrant workers in fishing and seafood processing sectors, their families, and their communities in the countries of origin and destination. The Action will be implemented by the ILO, working in collaboration with the IOM and UNDP, drawing on the comparative advantage and expertise of the respective agencies.

2.3 Programme management and governance

The overall management and implementation of the project is the responsibility of the Chief Technical Advisor (CTA), based in the ILO Regional Office for Asia and the Pacific in Bangkok.

The management structure and staffing arrangements are described in the Action Document. The programme staffing model includes 18 team members from the ILO (CTA, Technical Officer, M&E and Knowledge Management Officer, Communications Officer, Senior Finance and Administrative Assistant, 6 National Programme Coordinators and 7 Administrative and Finance Assistants), as well as one core team member from IOM (Programme Officer for Migrant Assistance and Counter Trafficking Unit) and three UNDP part-time staff (Counter-Trafficking/Migration Protection Coordinator, Thailand National Programme Coordinator and Research Coordinator).

Backstopping support is provided by the International Labour Migration Branch (MIGRANT), the Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) and the Sectoral Policies Department (SECTOR) based in Geneva. The ILO Regional Migration Specialist and ILO Senior

Fundamental Principles and Rights at Work Specialist are also assigned to provide technical backstopping to the programme in Bangkok.

The project is overseen by the Programme Steering Committee (PSC) providing strategic leadership and oversight to the programme and ensuring that there is effective coordination between implementing agencies. The PSC is co-chaired by EU and the ILO.

The project is furthermore guided by National Programme Advisory Committees (NPAC) in each of the seven countries, which allow tripartite plus representatives to identify priority interventions, monitor progress on implementation and endorse annual work plans for country-specific activities.

3. Purpose, objectives, scope and clients of the evaluation

3.1 Purpose and objectives

Purpose

The overarching purposes of the evaluation are accountability and learning by assessing and understanding the extent to which the action was able to achieve goal(s) as required by the donor; inform through knowledge and learning the design and development of improved future programming in the migration space; and understand how the action contributed towards overall organizational learning, in support of the realization of ILO strategies including the Decent Work Country Programmes (DWCPs) and Programme and Budget (P&B).

Objectives

The specific objectives of the evaluation are to:

- Assess the effectiveness and impact of the action, including transformational changes that the project has brought about, and the extent to which the action's implemented interventions have contributed towards the achievement of intended specific objectives and results.
- Acquire a clear understanding of what approaches worked well during the project's implementation and what did not and why and identify unintended results (positive and negative) or unanticipated effects of the project.
- Understand the major contributions, versus not, of the project's primary partners and the underlying drivers behind the same, to ensure improved partnership strategies for the future.
- Gauge the extent to which ILO's key cross-cutting issues, including disability, gender equality / mainstreaming and empowerment of women has been considered and reflected throughout the project design and implementation.
- Identify lessons learned and good practices and determine key strategic recommendations that can be applied towards improved programme design, implementation, and management for intended next phase of the action, including key drivers for replication, scale-up and sustainability.

The ILO Policy guidelines for results-based evaluation, 2020¹ provide the framework for carrying out the evaluation. These guidelines adhere to the norms and standards of evaluation adopted by the United Nations Evaluation Group and the OECD/DAC Evaluation Quality Standards.

¹ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

3.2 Scope

The final evaluation period will be from the beginning of the Ship to Shore Rights South East Asia programme in August 2020 until its conclusion in December 2024. Geographically, the evaluation will cover interventions at the regional level and country-level work in Cambodia, Lao PDR, Indonesia, Myanmar, Philippines, Thailand and Viet Nam. It is recommended that the evaluation field missions focus on the countries where activity has been most intensive to date: Thailand, Indonesia (including work with ASEAN bodies) and Cambodia.

The evaluation will focus on the following assess results and outcomes for the following target groups and final beneficiaries:

Primary

- Current, potential and returnee migrant workers in fishing and seafood processing sectors, their families, and their communities in the countries of origin and destination.
- Tripartite constituents including government authorities, workers' organizations and employers' organizations.

Secondary

- Recruitment agencies (private and public) and their associations, as well as vessel owners and their associations.
- Civil society and community-based organizations
- Families and communities within the project's vicinity
- Research institutions and academia
- Media networks

In so far as key thematic areas are concerned, the evaluation will seek to cover: (a) improved evidence-based policy and regulatory frameworks towards safe migration pathways for vulnerable workers and their families (including returnee migrants); (b) more responsive and aware public and private service providers who ensure labour rights and promote safe and secure working conditions for migrant workers, their families and communities; and (c) functional mechanisms to ensure heightened awareness, information access and knowledge of migrant workers of their rights and safe migration pathways.

The evaluation will integrate ILO's cross-cutting issues, including norms and social dialogue, gender equality, disability inclusion, other non-discrimination concerns, and medium and long-term effects of capacity development initiatives throughout the evaluation methodology and all deliverables, including the final report.

3.3 Timing

The evaluation will be carried out from September to December 2024. A detailed timeline is included in Section 7 of the TOR.

3.4 Clients

The primary end users of the evaluation's findings will be the management team of the Ship to Shore Rights South East Asia, the ILO administrative unit (ROAP) the ILO technical units at headquarters (MIGRANT, FUNDAMENTALS and SECTOR), IOM, UNDP and the donor (European Union). Secondary parties making use of the results will include tripartite constituents and civil society organizations who have partnered with the project, as well as other agencies working on labour migration and human trafficking at national and regional levels. Actors from other regions working on these issues may also take an interest in the findings of the evaluation.

4. Evaluation criteria and questions

The evaluation will follow the key evaluation criteria defined by the ILO's Evaluation Policy and in line with the OECD/DAC and the international standards of good practice: Relevance, Coherence, Effectiveness & Efficiency, Orientation towards Impact, and Sustainability. The following evaluation questions are based on these criteria, and further integrate the crosscutting themes of ILO (International Labour Standards, social dialogue and tripartism, gender and non-discrimination, and just transition to a sustainable environment).

The list is not exhaustive, and the evaluator may consider adjusting the criteria and questions as deemed necessary, but this must be done in consultation with and agreed by the evaluation manager, also upon discussions with the project's CTA. These changes need to be reflected in the evaluation report.

More detailed evaluation questions (EQs) will guide the evaluation process. The EQs will be answered by leveraging a wide range of data sources to ensure validity, including interviews with key stakeholders,

It is expected that the evaluation will address all of the questions detailed below. Adaptation is encouraged where necessary, but any fundamental changes should be agreed upon between the evaluation manager and the evaluator and reflected in the inception report.

The list is not exhaustive, and the evaluator may consider adjusting the criteria and questions as deemed necessary, but this must be done in consultation with and agreed by the evaluation manager, also upon discussions with the project's CTA. These changes need to be reflected in the evaluation report.

A. Coherence (how well does the intervention fit?)

1. To what extent was the action and its interventions integrated into national decent work strategies (e.g. DWCP), Programme and Budget Outcomes, the priorities of the UN System in countries (e.g. UNSDCF), and aligned with SDG targets?
2. How effective has the collaboration and coordination been with other project's working on labour migration issues/fishing sector in maximizing synergies and eliminating duplication? (e.g., ASEAN-ACT, IOM PROMISE/CREST/Myanmar, TRIANGLE in ASEAN, Safe and Fair, 8.7 Accelerator Lab, etc.).
3. Has the programme maximized coherence of the UN system and UN priorities (UNSDCF and relevance DWCP) and aligned with SDG targets? To what extent the programme make use of the ILO, IOM and UNDP comparative advantages in implementing its strategy? (e.g., tripartism, international labour standards, UN Migration Network, Business and Human Rights frameworks, etc.)

B. Relevance and validity of design (is the intervention doing the right things?)

1. To what extent are the objectives of the Ship to Shore Rights SEA programme consistent with beneficiary requirements, needs of ILO's tripartite constituents, country needs, regional and global priorities, policy framework and development partners' strategies and priorities?

2. The extent to which the interventions have been integrated into national decent work strategies (e.g. DWCP), Programme and Budget Outcomes, the priorities of the UN System in countries (e.g. UNSDCF), and aligned with SDG targets?
3. How relevant is the programme outcomes to the future needs of the S2SR key stakeholders? and whether the crosscutting issues of standards, social dialogue and tripartism, gender equality and non-discrimination, and environmental sustainability issues have been taking into consideration? Have appropriate targets and indicators been used to assess contributions towards these issues including gender equality and non-discrimination and concern towards persons with disabilities?
4. Have the design and strategic planning documents developed proven useful in implementing the programme? (Description of the Action, M&E Plan, Gender Equality and Women's Empowerment Strategy, assessment of the Seafood Good Labour Practice Programme, etc.). To what extent the programme makes adjustments in line with the midterm evaluation's results? To what extent is the design of Ship to Shore Rights SEA programme logical and coherent? Has the scope of the interventions been realistic given the time and resource available?
5. What adjustment should be made to the target countries of the programme in a potential next phase to be as strategic as possible in achieving results?
6. Did the programme successfully respond to, and adjust its activities following the challenges encountered during the implementation period? (i.e., Myanmar Coup and onset of the COVID-19 pandemic).

C. Effectiveness (is the intervention achieving its objectives?)

1. To what extent have the project's core programming approaches, activities, and outputs contributed towards the attainment of intended targets, results, specific objectives, and the overall objective (Applying a scale of minor, moderate or major achievement, with justification).
 - a. Have there been any negative or unintended consequences?
 - b. What are the primary internal and external factors that have significantly influenced the attainment of positive / negative results of the action and what key learning can be drawn?
2. How effective have the project's interventions been in achieving results on crosscutting issues of standards, social dialogue and tripartism, gender equality and non-discrimination, environmental sustainability issues?
3. Which individual partnerships/relationships with tripartite constituents, civil society and the private sector have led to the most effective cooperation in implementing the programme? Are there any significant partnership changes that should be considered for a potential next phase?
 - a. To what extent are tripartite constituents and other key stakeholders satisfied with and/or making use of the outputs produced?
4. Has the communications and visibility strategy been effective in raising the profile of the programme within the target countries and at regional level?

5. Has the monitoring and evaluation system been effective in supporting results- based management of the programme?

D. Efficiency (how well are resources being used?)

1. How best were the project's resources (financial, human, institutional, technical, time) utilized to deliver activities / interventions towards the attainment of results and objectives and in timely and economical fashion?
 - a. Are there particular activities which have delivered high value for money?
 - b. Has the programme been able to leverage cost-sharing or in-kind contributions to complement its resources? (e.g., from other ILO projects, slippage funds, inter-agency collaborations and private sector contributions)
2. To what extent did the management structure (human resources at national and regional levels including backstopping functions, partner coordination, and management oversight) and capacities of personnel of the project in place support the achievement of results and objectives?
3. In what areas has the UN inter-agency model brought added value to the programme? Have the ILO, IOM and UNDP each delivered their components of the programme satisfactorily?
4. What adjustment should be made to the UN inter-agency model (ILO, IOM, UNDP) of the project?

E. Orientation towards impact (what difference does the intervention make?)

1. What evidence exists to support that the project has been able to achieve the following in the fishing and seafood sectors:
 - a. Improved evidence-based policy and regulatory frameworks enabling safe migration pathways for vulnerable workers and their families (including returnee migrants);
 - b. More responsive and aware public and private service providers ensuring labour rights and promoting safe and secure working conditions for migrant workers, their families, and communities.
 - c. Functional mechanisms ensuring heightened awareness, information access and knowledge of migrant workers of their rights and safe migration pathways.
2. What evidence exists to support that the project has been able to and is contributing towards national and regional long-term sustainable development priorities (especially those pertaining to safe migration in fishing and seafood sectors), DWCPs, P&B Outcomes, as well as the attainment of relevant SDG targets?
 - a. What progress has been made towards greater alignment with key international labour standards for work in the fishing/seafood processing sectors? (e.g., Work in Fishing Convention, Private Employment Agencies Convention, Protocol to the Forced Labour Convention)?
3. What evidence exists to support that the project has been able to make objective contributions towards ILO's cross-cutting issues, including the:
 - a. Advancement of ILO's normative labour standards as well as relevant technical conventions across the region and in countries as pertains to the needs of the project.

- b. Promotion of social and technical dialogues and tripartism among core constituents and social partners to advance the agenda of safe and productive labour migration in SEA.
- c. Proliferation of gender-responsive programming and contributions to gender equality and women empowerment in labour migration, particularly in fishing and seafood processing sectors. Has M&E data been adequately disaggregated to determine if there are differences in the programme results for women and men?

How effective has the programme's approach to gender budgeting been at achieving the goals of the gender equality and women's empowerment strategy?

- d. Conservation and sustainability of marine resources, addressing fish stock depletion, and raising awareness relevant stakeholders about environmentally sustainable labour migration pathways, particularly in the fishing and seafood processing sectors.
4. Has the sectoral focus of the activities been effective in addressing the different vulnerabilities of women and men migrants in fishing and seafood processing sectors?

F. Sustainability (will the benefits last?)

1. What is the likelihood that the results of the S2SR programme will be durable and can be maintained beyond the current end date of the programme? What actions are required to help ensure the sustainability of the programme-supported initiatives?
2. To what degree was the project able to create buy-in, ownership and the possibility of the integration (including potential budgetary allocations) of the project's central strategies and results within national systems and among tri-partite constituents and partners at the national and regional levels?
3. What are the programme's most significant contributions to an enhanced knowledge base on labour migration in the fishing and seafood processing sectors within the target countries? What good practices and lessons learned can be drawn from the programme to inform the development of future interventions on labour migration in the fishing and seafood processing sectors?
4. To which extent the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly).
5. Which existing areas of work for the programme should be replicated/ scaled up in a potential next phase? Which should be discontinued?

5. Methodology

The final evaluation is an independent evaluation and will comply with the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The proposed methodology will further adhere to and be in line with the ILO policy guidelines for results-based evaluation.

Given the complex, multi-country, and regional nature of the project, as well as the asymmetric programmatic approaches and interventions adopted across countries and the region, it is imperative that the proposed methodology considers both qualitative and quantitative evaluation approaches

for data collection, analysis, and interpretation. Quantitative methods will be used to measure the contribution of the project objectively and concretely to both expected and unexpected results by means of experiments and surveys; while qualitative methods such as document analysis, direct observation and open-ended interviews with key informants will enable the holistic analysis of non-numeric data to ensure a deeper understanding of the context within which change is taking place and the underlying factors contributing to ensuing changes. Additionally, it will be critical to ensure data and information is triangulated through multiple means including document analysis, surveys, FGDs, and interviews to ensure accuracy and validity.

The evaluator is to ensure a thorough assessment of the intervention logic and theory of change of the project, identifying assumptions, risks and mitigation strategies, and the causal results chain aligning activities with outputs, results, and specific objectives. This is required not only at a project level, but also vis a vis other national and global results frameworks such as the DWCPs, P&B, and relevant SDGs and target indicators.

It is important to note that the proposed methodology and evaluation approach may be adjusted by the evaluator but needs to be discussed and agreed by the evaluation manager, and these changes including the final evaluation methodology, including a detailed workplan must be reflected in the inception report. The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific groups of stakeholders.

Furthermore, core stakeholders of the project, including tri-partite constituents and partners across the region and in countries will need to be actively engaged throughout the evaluation, including design, implementation, review, and the dissemination of evaluation results.

Additionally, the evaluator must ensure that data and information is collected, presented, and analysed in a gender disaggregated fashion, and to the extent possible, should be responsive to and include issues relating ILO's labour standards, social dialogue and tripartism, and diversity and non-discrimination, including persons with disabilities.

The following is an indicative set of steps to be adopted by the evaluator, but is not exhaustive and maybe be discussed and adjusted through discussions with the evaluation manager and project team:

Desk Review:

An important first step within the proposed methodology entails a comprehensive desk review of all major documents pertaining to the project to acquire a holistic understanding of the central strategies, interventions, partners, stakeholders, challenges, budget and spending, progress, achievements, so on and so forth. These documents may include the project document, ToC, logframe and results framework, project baseline, budget, evaluability assessment report, mid-term evaluation report, annual / quarterly progress reports, technical thematic reports, partnerships strategy and key stakeholder lists, important mission reports (esp. from backstopping specialists), research reports and study reports, relevant publications, DWCPs and UNSDCFs at the country levels, and other strategic documents of relevance and interest.

Consultations with Project Staff and Backstopping Units

In order to acquire a common understanding of the evaluation process, discuss / clarify roles, responsibilities, and expectations, as well as major milestones, quality standards, and post-evaluation requirements, the evaluator will need to meet key personnel from the project, including the CTA and nominated national staff from his or her team. Meetings with the CTA can be fixed face-to-face at the

Bangkok office, while meetings with national staff members may need to be organized through MS Teams.

Additionally, the evaluator will need to have face-to-face meetings with concerned staff from ILO-ROAP, and the ILO Senior Regional Labour Migration Specialist, and ILO Senior Regional Fundamental Principles and Rights at Work Specialist based in Bangkok. He/she will need to have online meetings through MS Teams with the technical specialists from MIGRANT, FUNDAMENTALS and SECTOR based in Geneva.

Meetings will also be organized with IOM's Project Manager and UNDP's Regional Technical Specialist to understand their perspectives towards the project's implementation, challenges, achievements and way forward, as well as their roles and expectations in the evaluation process.

On-site Missions and Primary Data Collection

The scope of the evaluation will cover all countries where project has its implementation but the field mission for data collection will be required in 3 countries (Thailand, Indonesia and Cambodia), in order to administer a multitude of chosen quantitative and qualitative data collection methods, including but not limited to: quantitative and qualitative surveys, key informant interviews, focused group discussions, consultations with tri-partite constituents and partners, bilateral meetings, brainstorming sessions, stakeholder workshops, field missions observations, so on and so forth. Where applicable, given the diversity of language in these areas, the evaluator may include national consultants and interpreters in his or her team.

Data Analysis and Interpretation of Findings

Based on the data and information collected through quantitative and qualitative methods, and having performed adequate triangulation exercises of important findings, the evaluator is required to conduct analysis, interpretation, and synthesis of key findings from the evaluation exercise. It is likely that at this stage, the evaluator will also be able to draw draft recommendations and conclusions pertaining to the project's challenges, achievements, and way forward. The evaluator will also be required to pay particular attention to underscoring good practices and key lessons learned that can potentially inform the design of more impactful programmes in this area going forward. These findings, as applicable, should be fair, impartial, and grounded in evidence.

Debrief on Preliminary Findings in Draft Evaluation Report and Validation Workshop with Stakeholders

At the end of the on-site missions, analysis and interpretation of findings, the consultant is required to prepare succinct draft evaluation report highlighting the key findings, which should in fact be preliminary answers to the evaluation questions, particularly with respect to impact and sustainability. These findings, including good practices, lessons learned, recommendations on way forward, and the like will be shared by the evaluator and his or her team with key stakeholders of the project, including tri-partite constituents. Given the multi-country nature of the project, the validation workshop maybe held in Bangkok, inviting only the most critical representatives of the tripartite constituents, ILO's primary partners effective in rolling out the project in the region, the donor, and only the most relevant ILO, IOM, and UNDP staff, among others. The validation workshop will be facilitated in English with provision for interpretations as deemed necessary.

Final Report and Dissemination of Evaluation Results

The evaluator is expected to incorporate all critical feedback acquired from the stakeholder validation workshop, and from relevant ILO project staff including the CTA and National Coordinators, and staff

from IOM and UNDP, as well as relevant backstopping specialists in Bangkok and Geneva. This feedback will need to be incorporated into a Final Report, which will be subsequently shared with key stakeholders at the country levels and the SEA region. The evaluator must adhere to the guidelines outlined in the ILO's Evaluation Policy, which emphasizes respecting the confidentiality of the draft evaluation report. The report should strive to stimulate readers' interest, be well-structured, clear, and concisely written. The final evaluation report will be uploaded in the EVAL public repository of evaluation reports (e-discovery).

Sampling

A purposive sampling approach will be used, collecting data from key programme stakeholders. To ensure a diverse set of voices are heard, data collection must obtain a balanced perspective from women and men beneficiaries and tripartite plus stakeholders, as well as of marginalized groups such as irregular migrants, informal sector workers, ethnic minorities and LGBTQI+ persons. The final list of respondents to be interviewed will be determined during inception and the criteria used to select them should be elaborated in the inception report.

6. Main deliverables

Output 1. Inception report (8 days)

Based upon the desk review and initial discussions with programme staff and stakeholders, the evaluator will develop an inception report for the evaluation. At a minimum, the inception report should include key evaluation questions, evaluation sample and data collection methods, data collection instruments, field mission schedule, analytical techniques to be applied and an outline of the evaluation report. The inception report should also respond to the requirements outlined in ILO Checklist 4.8: [Writing the inception report](#).

The inception report may suggest changes in evaluation questions, proposed methods, data sources, data collection procedures, and need to be discussed with and agreed upon by the evaluation manager. The methodology section must ensure the application of an apt and feasible mix of methodologies and triangulation of information to provide a balanced and insightful report. The report should also identify the core criteria for sampling and selection of key respondents, the agreed evaluation questions per criterion, the indicators by which the questions will be measured, the suggested methods and techniques for data collection and analysis and the data sources. Limitations of the chosen evaluation matrix methods, including those related to representation of specific group of stakeholders should also be underscored.

Output 2. Field visits, data analysis and presentation of preliminary findings: (20 days)

Upon approval of the inception report, the evaluator will visit national programme stakeholders and implementing partners in three countries: Cambodia, Thailand and Indonesia. In addition, online meetings will be arranged with programme stakeholders and partners at the regional and national levels in other countries as required.

Output 3. Stakeholder Workshop (2 days)

After data collection is completed, the S2SR programme will organize a debriefing in Bangkok to validate the preliminary findings of the evaluation. The evaluator will develop a PowerPoint presentation and work with the evaluation manager to set the agenda for the workshop. The presentation should provide a brief review of key results for each of the evaluation criteria.

The evaluator is required to facilitate, with the support for the project team and the evaluation manager, a stakeholder feedback / validation workshop in Bangkok, inviting only the most relevant stakeholders from targeted countries, including representatives from the government, workers'

organizations, employers' organizations, donor, members of management oversight committees, pertinent ILO, IOM, and UNDP staff, and other critical informants and stakeholders. To enable wider participation, the feedback workshop can be made hybrid in nature through MS Teams and will also seek to provide the services of interpreters. While the evaluator will set the agenda for the workshop, it will be technically organized by the evaluation team with the logistic support of the project.

The evaluator will be required to present the findings from the draft evaluation report, while the stakeholders invited will be asked to provide critical feedback and inputs into the report, including any major gaps to address and potential opportunities to enrich the evaluation going forward.

Output 4. First draft of evaluation report (10 days)

The first draft of the evaluation report will be submitted to the evaluation manager for review by S2SR programme staff, from the ILO, IOM and UNDP. The evaluation manager will consolidate comments and send these to the evaluator for incorporation. The evaluation report should include a limited, specific and practical set of recommendations – clearly designating the parties responsible – as well as the lessons learned and good practices identified. The draft evaluation report and the lessons learned and good practices should be prepared as per the ILO Checklist 4.2: [Preparing the Evaluation Report](#).

Output 5. Final evaluation report: (5 days)

The final output of the evaluation will be a report systematically assessing the results of the programme based upon the evaluation criteria and questions, as well as presenting the final set of lessons learned, good practices and recommendations. The report should be accessible to and inclusive of a diverse audience. It should be no longer than 40 pages (excluding appendices) and will include an evaluation summary as per the ILO Checklist 4.4: [Preparing the Evaluation Report Summary](#) following the ILO [template](#). The summary should have no more than five pages and be appropriate for publication on the ILO website (including recommendations and a summary of [lessons learned](#) and [good practices](#)). The evaluator will incorporate comments received from the ILO and other key stakeholders into the final report and comply with the requirements outlined in ILO Checklist 4.9: [Rating the quality of evaluation report](#). The evaluator will also provide a brief note explaining why any comments might not have been incorporated.

The report and other outputs of the evaluation must be produced in English. All draft and final outputs, including supporting documents, raw data should be provided in electronic version compatible with Word for windows.

Any data files associated with the assignment will also be provided to the ILO at its conclusion. Ownership of the data from the evaluation rests jointly with the ILO and the evaluator. The copyright for the evaluation report is held exclusively by the ILO. However, key stakeholders may freely make use of the evaluation report, if appropriate acknowledgement of the source is made. The report will not be made available to the public without obtaining permission from the ILO.

The expected structure of the final report as per the proposed structure in the ILO evaluation guidelines is outlined below:

- Cover page with key interventions and evaluation data
- Executive summary
- Abbreviations and acronyms
- Description of the project
- Purpose, scope and clients of evaluation
- Methodology
- Findings (organized by evaluation criteria)

- Conclusions
- Recommendations
- Lessons learned and good practices

The evaluator is required to append the following items:

- Terms of Reference
- Data collection instruments
- List of meetings / consultations attended
- List of persons or organizations interviewed
- List of documents / publications reviewed and cited
- Lessons learned based on the ILO templates
- Good practices based on the ILO templates
- Any further information the evaluator deems appropriate can also be added.

7. Management arrangements and work plan

Evaluation Manager: Mr. Saif Moinul, Senior Programme Officer of ILO Dhaka who has no prior involvement with the S2SR programme will manage this independent evaluation, with technical support and quality assurance provided by the Regional Evaluation Officer. ILO Evaluation Office will provide oversight and approval of the final evaluation report. The evaluation manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TOR with inputs from key stakeholders;
- Develop the expression of interest and select the independent evaluator;
- Brief the evaluator on ILO evaluation policies and procedures;
- Coordinate with the programme team on the development of the field mission schedule;
- Circulate the inception report for comments by key stakeholders;
- Coordinate with the programme team on organizing the validation workshop
- Conduct a quality standards review of the draft report before circulating the report to key stakeholders and programme staff for review.
- Circulate the first draft of the evaluation report for comments by key stakeholders;
- Collect all comments and forward the consolidated comments to the evaluator;
- Ensure the final version of the evaluation report meets ILO requirements and the information needs of key stakeholders.
- Submit the report to the Regional Evaluation Officer who will review and submit the report to ILO Evaluation Office (EVAL) for final approval. Once approved, the evaluation report, good practices, and lessons learned will be uploaded and stored at ILO i-eval Discovery to provide easy access to all development partners and target audiences to maximize the benefits of the evaluation.

Programme Staff: The S2SR programme team will manage the administrative and contractual arrangements for the assignment, provide logistical support for the field missions and cover all of the costs associated with the assignment. During the evaluation, the programme staff will provide full cooperation and answer all questions as candidly as possible. The staff of the S2SR programme are responsible for the following specific tasks:

- Provide inputs on the TOR for the evaluation;
- Provide project documentation to the evaluator;
- Prepare a list of recommended interviewees;
- Schedule meetings for field visits and coordinate in-country logistical arrangements (e.g. flight and hotel reservations, local transportation, interpretation, etc.).
- Participate in interviews and provide inputs as requested;

- Organize and participate in the debriefing meeting;
- Review and provide comments on the draft evaluation report;
- Provide a management response to the final recommendations of the evaluation.

Evaluator: The external evaluator will be responsible for delivering the above-mentioned evaluation outputs using the methodology as mentioned in Section 5. The evaluator will submit all deliverables to the Evaluation Manager and will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations are supported by evidence and analysis.

Key Stakeholders: Stakeholders will be engaged throughout the evaluation process, including providing inputs to the terms of reference, participating in interviews during the field work, contributing to the validation of the preliminary findings and commenting on the draft evaluation report. This includes but is not limited to EU Delegations in Bangkok and the target countries, the ILO Evaluation Office, tripartite constituents and CSOs at national and regional levels and other programme partners. In addition, the EU will be provided with the evaluator’s CV to check if there are any concerns.

Indicative work plan

The duration of the contract is expected to be approximately 45 working days between September to December 2024. The field missions to project countries will start in mid-September 2024.

Task	Completion date	Responsible
Preparation and sharing of the TOR	28 July 2024	Evaluation Manager and S2SR Team
Approval of the TOR/ publish the EOI on UNGM and other channels	8 August 2024	Regional Evaluation Officer, EU for approval Evaluation Manager for publish
Deadline for the submission and start the selection process of consultant	23 August 2024	Evaluation Manager/Regional Evaluation Officer
Issuance of contract	30 August 2024	S2SR Team
Draft mission schedule and list of key stakeholders to be interviewed	4 September 2024	Evaluation Manager and S2SR Team
Brief evaluator on ILO evaluation policy and the programme (<i>the evaluator will already have begun reviewing documents after contract is issued on 30 August</i>)_	6 September 2024	Evaluation Manager and S2SR Team
Document review and development of the inception report	23 September 2024	Evaluator
Review and approval of the inception report	26 September 2024	Evaluation Manager, S2SR Team and EU

Task	Completion date	Responsible
Field missions completed	18 October 2024	Evaluator, S2SR Team in ROAP and National Project Coordinator
Debriefing meeting	22 October 2024	Evaluator
First draft of evaluation report	6 November 2024	Evaluator
Consolidated stakeholder comments on the draft report and returned to the evaluator	13 November 2024	Evaluation Manager
Final draft of the evaluation report	20 November 2024	Evaluator
Management response to the evaluation recommendations.	27 November 2024	S2SR Team
Presentation of the evaluation results to Programme Steering Committee	TBD	Evaluator

8. Profile of the evaluator

Selection of the consultant will be based on the strength of their expressions of interest in the assignment and interviews with a shortlist of candidates. The consultant will report to the evaluation manager for the period of the assignment. The selected evaluator will possess the following experience and qualifications:

- No prior involvement in project implementation.
- Graduate degree with a minimum of 7 years of relevant professional experience, including completion of independent evaluations for development projects of a similar size, scope and complexity.
- Extensive knowledge of evaluation methodologies, including qualitative and participatory data collection techniques;
- Strong thematic expertise in labour migration governance, fundamental principles and rights at work, international labour standards and gender equality.
- Substantial prior work experience in one or more ASEAN countries.
- Knowledge of the ILO's organizational mandate, tripartite structure, normative frameworks and core values.
- Excellent verbal and written communication skills in English;
- Ability to listen to and value the opinion of a diverse range of respondents;
- Awareness of the critical importance of ethics in evaluation practice.

It is estimated that the scope of effort required by the evaluation will be 45 days. The successful evaluation consultants will be remunerated based upon the evaluation outputs being accepted by the ILO.

8. Legal and ethical matters

The evaluator should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation. The evaluator should adhere to the highest level of technical and ethical standards. They should fulfil the criteria of professionalism, impartiality and credibility, and should abide by the UN Norms and Standards for evaluations, the UNEG ethical guidelines and the [ILO's Code of Conduct for Evaluators](#), which is in line with the Code of Conduct for Evaluation in the UN System (UNEG 2020).

An independent evaluator will be selected who has no prior relationship to the S2SR programme. The ILO will appoint an evaluation manager who is not affiliated with the programme to oversee and manage the evaluation process.

The evaluator should undergo an [orientation on the ILO guidelines and quality standards for evaluation](#). ILO's Evaluation Office has developed a self-induction programme to support evaluation consultants become more familiar with the unique aspects of the ILO and its evaluation policy and practice. Consultants need to include confirmed completion of the programme in any expression of interest for ILO evaluation assignments.

Annex 1: Relevant policies and guidelines

- [ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th ed](#)
- [Template: Code of Conduct Agreement with ILO Evaluation Consultants](#)
- [Checklist 4.8: Writing the inception report](#)
- [Checklist 4.2: Preparing the evaluation report](#)
- [Checklist 4.9: Rating the quality of evaluation report](#)
- [Guidance note 4.5: Stakeholder engagement](#)
- [Guidance note 3.1: Integrating gender equality in the monitoring and evaluation of projects](#)
- [Guidance Note 3.2: Adapting evaluation methods to the ILO's normative and tripartite mandate](#)
- [Template: Emerging good practices \(to be annexed to evaluation report and filled in by the Evaluator\)](#)
- [Template: Lessons learned \(to be annexed to evaluation report and filled in by the Evaluator\)](#)
- [Template for evaluation summary](#)
- [ILO Code of Conduct for Evaluators](#)
- [ILO Disability Inclusion Policy and Strategy 2020-23](#)
- [Guidance on Integrating Disability Inclusion in Evaluations and Reporting on the UNDIS Entity Accountability Framework Evaluation Indicator](#)
- [Orientation on ILO guidelines and quality standards for evaluation](#)
- [UNEG Ethical Guidelines for Evaluation](#)

Annex 3 Evaluation Matrix

Evaluation Criteria	Evaluation Question	Indicators	Data Sources	Data Methods	Collection	Stakeholders/Informants
Coherence	To what extent is the design of the S2SR programme logically coherent?	<ul style="list-style-type: none"> - Clear alignment between objectives, activities, and outputs - Alignment with stakeholders' needs - Alignment with national contexts 	Programme design documents	Document review, interviews, FGD		<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries
	Has the scope of interventions been realistic given the time, resources, and capacity?	<ul style="list-style-type: none"> - Number of activities completed within scope and timeline - Resources (technical, financial, time) available 	Project document, TPRs, budget	Document review, interviews, FGD		<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries
	How well did the programme design incorporate gender equality and women's empowerment in theory and practice?	Evidence of gender-responsive measures and outcomes	Gender strategy, project design, TPR	Gender analysis, interviews, FGD		<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries

	How effectively has the programme collaborated with other projects and agencies?	Number and quality of collaborations	MoUs, partnership reports, TPRs	Document review, interviews	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - Donor - Partner agencies (ASEAN-ACT, UNDP, IOM, etc.)
Relevance	To what extent were actions aligned with national DWCPs, ILO P&B, UNSDCFs, and SDG targets?	Degree of alignment with strategic frameworks	DWCPs, ILO P&B, UNSDCFs, and SDG targets	Document review, key informant interviews	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor
	How relevant were the objectives to beneficiaries' needs, particularly women and vulnerable groups?	Satisfaction of beneficiaries with programme interventions	Beneficiary feedback, TPR	Interviews, focus group discussions	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Beneficiaries, vulnerable groups
	Are the programme outcomes still relevant to evolving stakeholder needs?	Stakeholder feedback on outcome relevance	Progress reports, stakeholder consultations	Interviews, desk review, FGD	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries
Effectiveness	To what extent have core activities contributed to achieving results?	Progress toward intended objectives	Performance indicators, log frame	Progress reports, monitoring data	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies

					Beneficiaries
	How effectively did the programme address labour and migration challenges for women and vulnerable workers?	Evidence of reduced vulnerabilities, policies addressing these issues	Migration reports, gender-sensitive policy analysis	Document review, interviews, FGD	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries
	How successful was the programme in promoting International Labour Standards, social dialogue, and cooperation?	<ul style="list-style-type: none"> - Number of conventions ratified, - Reports of social dialogue events 	ILO convention records, social dialogue documents	Document review, interviews	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies
	What were the primary factors and challenges influencing achievements?	Identification of internal/external factors	Progress reports, stakeholder interviews	Stakeholder consultations, document review	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries
Efficiency	How efficiently were resources used to achieve objectives?	Budget execution rates, cost-per-output	Financial reports, cost analysis	Financial audit, document review	<ul style="list-style-type: none"> - Finance team - Project managers - IOM - UNDP - Donor

	To what extent did the programme leverage cost-sharing or partnerships?	Amount of additional resources leveraged	Partnership agreements, reports	Document review, interviews	<ul style="list-style-type: none"> - Finance team - Project managers - IOM - UNDP - Donor - Project partners
Impact	What evidence supports the achievement of knowledge enhancement, policy frameworks, and service responsiveness?	Changes in knowledge base, policy developments	Surveys, documents	Impact assessment, document review, interviews, FGD	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries
	What progress has been made towards alignment with international labour standards?	Adoption and implementation of ILO standards	Ratification records, government reports	Document review, expert interviews	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - Workers - Employers - Government agencies
	To what extent are the results likely to contribute to long-term SDG targets?	Alignment of outcomes with SDG indicators	SDG tracking reports, project outcomes	Document review, interviews	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies
Sustainability	To what degree was there buy-in and ownership among project partners?	Extent of ownership and integration into national systems	Stakeholder feedback	Interviews, document review, policy analysis	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers

					<ul style="list-style-type: none"> - Employers - Government agencies
	What actions are needed to ensure long-term integration into national systems?	Existence of plans for long-term adoption	Policy documents, stakeholder feedback	Document review, interviews	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies
	Which areas should be scaled up or discontinued in future phases?	Lessons learned for scaling up or modification	Project reports, stakeholder feedback	Review of project outcomes, consultations	<ul style="list-style-type: none"> - Project team - ILO (HQ, RO, CO) - IOM - UNDP - Donor - Workers - Employers - Government agencies - Beneficiaries

Annex 4 Documents reviewed

Contribution Agreement No ACA/2020/415-684 - South East Asia regional programme on labour migration in the fishing sector - Annex 1 - Description of the Action. Undated

Action Document for "Ship to Shore Rights in South-East Asia – Safe migration for decent work in the blue economy" MULTIANNUAL PLAN. 2024.

Ship to Shore Rights South East Asia. Gender equality and women's empowerment strategy. 2022.

Ship to Shore Rights South East Asia Programme. Monitoring and Evaluation Plan. Undated.

Ship to Shore Rights Southeast Asia: regional programme on labour migration in the fishing sector. Evaluability Review, 2021.

Ship to Shore Rights South East Asia: Regional programme on labour migration in the fishing sector– Independent Midterm evaluation, 2023.

Regional Programme on Labour Migration in the Fishing Sector - Annual Report Year 1

Regional Programme on Labour Migration in the Fishing Sector - Annual Report Year

Regional Programme on Labour Migration in the Fishing Sector - Annual Report Year 3

Regional Programme on Labour Migration in the Fishing Sector - Annual Report Year 4

ILO Programme and Budget for the biennium 2024–25.

Decent Work Country Programme for Indonesia 2020-2025

Decent Work Country Programme for the Lao People's Democratic Republic, 2022–2026.

Myanmar Decent Work Country Programme 2018-2021.

Decent Work Country Programme Philippines 2020–24.

Decent Work Country Programme Viet Nam 2022 – 2026.

Cambodia: United Nations Sustainable Development Cooperation Framework 2019–2023

Philippines: United Nations Sustainable Development Cooperation Framework 2019–2023

Vietnam: United Nations Sustainable Development Cooperation Framework 2022–2026

Lao PDR: United Nations Sustainable Development Cooperation Framework 2022–2026

Thailand: United Nations Sustainable Development Cooperation Framework 2022–2026

Myanmar: United Nations Sustainable Development Cooperation Framework 2018–2022

Indonesia: United Nations Sustainable Development Cooperation Framework 2021–2025



Annex 5 Lessons Learned Template

Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector

Project code: RAS/20/01/EUR

Evaluator Name: Rafael Munoz

Date: 28 December 2024

The following lesson learned has been identified in the evaluation process. More explanatory text of the lesson can be included in the full evaluation report.

ELEMENT OF LESSON LEARNED	TEXT
Brief description of the lesson learned (relation to a specific action or task)	Despite extensive training efforts in labour inspection, human trafficking awareness, and safe migration, ongoing capacity building is required for lasting impact.
Context and any related preconditions	The S2SR program involved multiple stakeholders in the fishing and seafood sectors, which face dynamic and complex challenges related to labour regulations and industry practices. Standardized, long-term training initiatives are necessary to keep pace with evolving industry demands.
Users / Beneficiaries addressed	Labor inspectors, government authorities, civil society organizations (CSOs), and stakeholders involved in labour regulation enforcement in the fishing and seafood sectors.
Negative challenges/lessons – Causal factors	Initial training efforts provided foundational knowledge, but were often short-term and lacked follow-up. Changes in industry practices, combined with turnover among enforcement personnel, may diminish the effectiveness of one-time training events. The absence of a sustained capacity-building framework may also led to inconsistencies in enforcement.
Achievements / Positive aspects - Causal factors	Standardized, ongoing training programs led to improved inspection practices where implemented, demonstrating the importance of sustained efforts. When authorities received continuous support, their capacity to enforce labour regulations increased, reducing cases of labour exploitation.
Administrative aspects of the ILO (personnel, resources, design, implementation)	



Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector

Project code: RAS/20/01/EUR

Evaluator Name: Rafael Munoz

Date: 28 December 2024

The following lesson learned has been identified in the evaluation process. More explanatory text of the lesson can be included in the full evaluation report.

ELEMENT OF LESSON LEARNED	TEXT
Brief description of the lesson learned (relation to a specific action or task)	Greater regional collaboration within ASEAN is essential to align legal and policy frameworks, ensuring consistent protections for migrant workers across Southeast Asia.
Context and any related preconditions	The S2SR program worked within a diverse regional context, where national policies varied significantly. Despite individual progress, the absence of harmonized frameworks at the regional level led to fragmented protections for migrant workers.
Users / Beneficiaries addressed	Migrant workers, government policymakers, regional bodies like ASEAN, and stakeholders involved in migration governance.
Negative challenges/lessons – Causal factors	The lack of a unified policy approach across ASEAN member states hindered the creation of comprehensive protections. Policy discrepancies created legal gaps and enforcement challenges, affecting the rights and well-being of migrant workers. Regional coordination efforts were limited by differences in national priorities and regulatory capacities.
Achievements / Positive aspects - Causal factors	Where coordination with ASEAN mechanisms is prioritized, there may be positive developments in aligning policy frameworks and enhancing regional collaboration. Initiatives that foster dialogue and shared best practices contribute to incremental progress in harmonizing regulations.
Administrative aspects of the ILO (personnel, resources, design, implementation)	



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Evaluator Name: Rafael Munoz

Date: 28 December 2024

The following lesson learned has been identified in the evaluation process. More explanatory text of the lesson can be included in the full evaluation report.

ELEMENT OF LESSON LEARNED	TEXT
Brief description of the lesson learned (relation to a specific action or task)	Tailored communication strategies, focusing on cultural and linguistic relevance, are vital for engaging migrant workers and increasing awareness of safe migration practices.
Context and any related preconditions	The S2SR program included communication initiatives like Myanmar's Yay Kyi Yar Facebook campaign, designed to reach migrant workers with crucial information on safe migration practices. The targeted communities often had limited access to mainstream media and varied cultural and linguistic needs.
Users / Beneficiaries addressed	Migrant workers, particularly those from remote or underserved communities, and local organizations involved in outreach and awareness-raising efforts.
Negative challenges/lessons – Causal factors	Communication strategies that do not consider local languages or cultural nuances may have limited impact. Generic, top-down messaging may also fail to resonate with the intended audience, reducing effectiveness in reaching migrant workers in remote areas.
Achievements / Positive aspects - Causal factors	Adopting community-centric approaches and utilizing locally relevant channels (e.g., social media platforms popular in specific regions) led to higher engagement. Campaigns tailored to the linguistic and cultural context of the target audience were more successful in raising awareness and promoting safe migration practices.
Administrative aspects of the ILO (personnel, resources, design, implementation)	



Annex 6 Emerging Good Practices Template

Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector

Project code: RAS/20/01/EUR

Name of evaluator: Rafael Munoz

Date: 27 December 2024

The following emerging good practice has been identified in the evaluation process. More content can be found in the full evaluation report.

COMPONENT OF GOOD PRACTICE	CONTENT
Brief description of the good practice (relation to the project objective or specific result, background, purpose, etc.)	The S2SR program successfully embedded adaptive mechanisms into its implementation strategy, allowing for swift adjustments to interventions based on the diverse legal, social, and economic contexts across multiple countries.
Relevant conditions and context: limitations or recommendations in terms of applicability and replicability	This approach is most effective in multi-country or multi-context projects where diverse regulatory environments and local conditions require tailored responses. It is recommended for programs that face rapidly changing or complex socio-political landscapes.
Establish a clear cause-effect relationship	By incorporating adaptive elements into program design, the S2SR initiative was able to modify its activities in response to real-time feedback and local developments, ensuring that interventions remained relevant and effective across different settings.
Indicate measurable impact and intended beneficiaries	The adaptive programming approach led to enhanced responsiveness, resulting in increased program effectiveness and stakeholder satisfaction. Beneficiaries included migrant workers, local implementing partners, and government agencies that could more easily align with the tailored interventions.
Replication potential and by whom	This good practice has strong replication potential for other regional programs dealing with diverse contexts. It is particularly relevant for international organizations, donor-funded projects, and NGOs implementing cross-border or multi-country initiatives.
Upward linkage with ILO global objectives (DWCPs , Country Program Results or ILO Strategic Program Framework)	
Other relevant documents or comments	



Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector

Project code RAS/20/01/EUR

Name of evaluator: Rafael Munoz

Date: 27 December 2024

The following emerging good practice has been identified in the evaluation process. More content can be found in the full evaluation report.

COMPONENT OF GOOD PRACTICE	CONTENT
Brief description of the good practice (relation to the project objective or specific result, background, purpose, etc.)	Building strong partnerships with local CSOs, unions, and government agencies enabled the S2SR program to deliver sustained support to migrant workers, fostering a network that continues to provide services beyond the program's lifecycle.
Relevant conditions and context: limitations or recommendations in terms of applicability and replicability	This good practice is most applicable in contexts where local networks have strong community ties and the capacity to collaborate effectively. The approach may be less effective in regions with weak or fragmented local institutions, where building trust and capacity would require more time.
Establish a clear cause-effect relationship	The program's focus on establishing robust partnerships created a foundation for ongoing service delivery, even after the formal end of the initiative. Strong local relationships have the potential to facilitate better resource allocation, information sharing, and sustained engagement with migrant workers.
Indicate measurable impact and intended beneficiaries	The collaborative approach enhanced the reach and sustainability of support services for migrant workers, resulting in improved access to legal assistance, health services, and safe migration information. Direct beneficiaries included migrant workers, while indirect beneficiaries were the partner organizations that gained strengthened capacity.
Replication potential and by whom	This practice has high replication potential for other migration-focused programs, especially those implemented by international NGOs, UN agencies, or government-led initiatives. It is particularly effective in contexts that prioritize stakeholder collaboration for sustainable impact.
Upward linkage with ILO global objectives (DWCPs , Country Program Results or ILO Strategic Program Framework)	
Other relevant documents or comments	



Ship to Shore Rights South-East Asia: Regional programme on labour migration in the fishing sector

Project code: RAS/20/01/EUR

Name of evaluator: Rafael Munoz

Date: 27 December 2024

The following emerging good practice has been identified in the evaluation process. More content can be found in the full evaluation report.

COMPONENT OF GOOD PRACTICE	CONTENT
Brief description of the good practice (relation to the project objective or specific result, background, purpose, etc.)	Facilitating bilateral labour agreements, such as those between Cambodia and Thailand, offers a structured approach to creating safe and regulated migration pathways, formalizing recruitment processes, and reducing the risk of exploitation for migrant workers.
Relevant conditions and context: limitations or recommendations in terms of applicability and replicability	Bilateral agreements are most effective in contexts with established diplomatic relations and a shared commitment to addressing labour migration issues. In regions with significant legal or policy differences between countries, additional time and negotiation may be required to achieve alignment.
Establish a clear cause-effect relationship	The formalization of recruitment processes through bilateral agreements reduces vulnerabilities by ensuring clear, regulated conditions for employment. This approach decreases the likelihood of exploitation and enhances the safety of migration pathways for workers.
Indicate measurable impact and intended beneficiaries	The implementation of bilateral agreements has led to more secure migration channels and better protection for migrant workers. Beneficiaries include both the migrant workers, who gain safer working conditions, and the governments involved, which benefit from clearer regulatory frameworks and reduced informal labour practices.
Replication potential and by whom	The good practice of developing bilateral labour agreements can be replicated by national governments, regional bodies (e.g., ASEAN), and international organizations seeking to formalize migration processes and improve labour standards.
Upward linkage with ILO global objectives (DWCPs , Country Program Results or ILO Strategic Program Framework)	
Other relevant documents or comments	