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Mid-term Evaluation report “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

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Contents

- Acknowledgements i
- Acronyms List.....iv
- Executive Summaryvi
- 1. Context and Project Description 1
 - 1.1 Context 1
 - 1.2 Project Description 2
- 2. Evaluation Purpose and Methodology 6
 - 2.1 Purpose, Scope and Objectives 6
 - 2.2 Evaluation Methodology..... 6
 - 2.2.1 Evaluation Questions and Data Sources 6
 - 2.2.2 Evaluation Schedule..... 9
 - 2.2.3 Data Collection Methods..... 9
 - 2.2.4 Data Analysis 12
 - 2.3 Limitations and Mitigating Strategies12
- 3. Evaluation Findings 13
 - 3.1 Project Design Validity.....13
 - 3.2 Relevance to Stakeholder Needs and Priorities.....17
 - 3.2.1 Philippines..... 17
 - 3.2.2 Indonesia 19
 - 3.3 Coherence.....21
 - 3.3.1 Contribution to ILO Programmes and Conventions 21
 - 3.3.2 Coherence at the Country-Level 22
 - 3.4 Effectiveness of Interventions24
 - 3.4.1 Effectiveness in the Philippines..... 25
 - 3.4.2 Effectiveness in Indonesia 34
 - 3.4.3 Focus on Women and ILO Cross-cutting Policy Issues..... 41
 - 3.5 Management Effectiveness and Resource Efficiency41
 - 3.5.1 Management Structure, Human Resources and Delivery 41
 - 3.5.2 Effectiveness of Monitoring, Evaluation and Learning..... 45
 - 3.5.3 Financial Resource Efficiency 47
 - 3.6 Potential Impact and Likelihood of Sustainability48
 - 3.6.1 Potential Impact 48
 - 3.6.2. Sustainability 49
- 4. Lessons Learned and Emerging Good Practices..... 52

| | | |
|----------|---|----|
| 4.1 | Lessons Learned | 52 |
| 4.2 | Emerging Good Practices..... | 52 |
| 5. | Conclusions..... | 54 |
| 5.1 | Project Design Validity..... | 54 |
| 5.2 | Relevance | 55 |
| 5.3 | Coherence..... | 55 |
| 5.4 | Effectiveness of Interventions | 56 |
| 5.5 | Management Effectiveness and Resource Efficiency..... | 57 |
| 5.6 | Potential Impact and Sustainability | 58 |
| 6. | Recommendations | 59 |
| Annex A. | Evaluation Data Collection Matrix | 65 |
| Annex B. | List of Desk Review Documents | 69 |
| Annex C. | List of Stakeholders Interviewed | 70 |
| Annex D. | Performance Monitoring Plan Indicator Results..... | 75 |
| Annex E. | ILO Lessons Learned and Emerging Good Practice Templates..... | 85 |
| Annex F. | Terms of Reference | 94 |

List of Tables

| | |
|--|----|
| Table 1: Project Results Framework | 3 |
| Table 2: Geographical Coverage at Regional Level | 5 |
| Table 3: Evaluation Questions Organised by Criteria | 7 |
| Table 4: Qualitative Sample Size and Characteristics | 10 |
| Table 5: Key Results on Governance Frameworks for Compliance – Philippines | 26 |
| Table 6: Key Results towards Industry Engagement – Philippines | 30 |
| Table 7: Key Results on Governance Frameworks for Compliance - Indonesia | 34 |
| Table 8: Key Results towards Industry Engagement - Indonesia | 38 |
| Table 9: Budget Distribution by Category and Country | 48 |

List of Figures

| | |
|---|----|
| Figure 1: Overview of Results Framework | 14 |
| Figure 2: Status of Workplan Activities | 34 |

Acronyms List

| | |
|---------------|--|
| ALLWIES | Alliance of Workers in Informal Economy/Sector (Philippines) |
| ALU | Associated Labor Unions (Philippines) |
| AP2HI | Indonesian Pole & Line and Handline Fisheries Association |
| AP5I | Indonesia Tuna Processing Association |
| APINDO | Indonesian Employers' Association |
| BFAR | Bureau of Fisheries and Aquatic Resources, Department of Agriculture (Philippines) |
| BWC | Bureau of Working Conditions, DOLE (Philippines) |
| CA | Cooperative Agreement |
| CEACR | Committee of Experts on the Application of Conventions and Recommendations |
| CMMIA | Coordinating Ministry of Maritime and Investment Affairs (Indonesia) |
| CO | Country Office |
| COVID-19 | Coronavirus disease 2019 |
| DA | Department of Agriculture (Philippines) |
| DENR/DENR-MGB | Department of Environment and Natural Resources, and the DENR's Mines and Geosciences Bureau (Philippines) |
| DGLI | Directorate General of Labour Inspection (Indonesia) |
| DILG | Department of Interior and Local Government (Philippines) |
| DK3N | National Occupational Safety and Health Council (Indonesia) |
| DO | Department Order (Philippines) |
| DOLE | Department of Labor and Employment (Philippines) |
| DWCP | Decent Work Country Programme |
| ECMS | Electronic Case Management System |
| ECOP | Employers Confederation of the Philippines |
| EVAL | ILO's Evaluation Office |
| FARMC | Fisheries and Aquatic Resources Management Council (Philippines) |
| FFW | Federation of Free Workers (Philippines) |
| FGD | Focus Group Discussion |
| FOA | Funding Opportunity Announcement (USDOL) |
| FPRW | Fundamental Principles and Rights at Work |
| GAPKI | Indonesian Palm Oil Association (<i>Gabungan Pengusaha Kelap Sawit Indonesia</i>) |
| GAPINDO | Federation of Indonesian Fisheries Associations |
| GSP | Generalized System of Preferences |
| IA | Implementation Agreement |
| ILO | International Labour Organization |
| IRIS | ILO Integrated Resource Information System |
| ITCs | Industry Tripartite Councils |
| ITUC | International Trade Union Confederation |
| JAPBUSI | Indonesia Palm Oil Trade Union Network (<i>Jejaring Serikat Pekerja dan Serikat Buruh Sawit Indonesia</i>) |
| KII | Key Informant Interview |
| KPI | Indonesian Sailor Unity Federation |
| KSBSI | Confederation of Indonesian Welfare Trade Unions (<i>Konfederasi Serikat Buruh Sejahtera Indonesia</i>) |
| KSPN | National Trade Union Confederation (Indonesia) |
| KSPSI-CAITU | Confederation of All Indonesian Workers' Union |
| LABADMIN/OSH | Labour Administration, Labour Inspection and Occupational Safety and Health Branch (ILO) |
| LGUs | Local Government Units (Philippines) |
| LSM | Large Scale Mining |

| | |
|--------------|--|
| LTO | Long Term Outcome |
| MEL | Monitoring, evaluation and learning |
| MoA | Ministry of Agriculture (Indonesia) |
| MARINA | Maritime Transport Authority (Philippines) |
| M&E | Monitoring and Evaluation |
| MMAF | Ministry of Marine Affairs and Fisheries (Indonesia) |
| MoT | Ministry of Transport (Indonesia) |
| MOM | Ministry of Manpower (Indonesia) |
| MSME | Micro Small and Medium Sized Enterprises |
| MTO | Medium Term Outcome |
| NGO | Non-Governmental Organizations |
| NTIPC | National Tripartite Industrial Peace Council (Philippines) |
| NTUC | National Trade Union Congress (Philippines) |
| OECD/DAC | Organisation for Economic Co-operation and Development- Development Assistance Committee |
| OSH | Occupational Safety and Health |
| OSHC | Occupational Safety and Health Center (Philippines) |
| OSH IGC3 | OSH Inter Government Collaboration and Cooperation Committee (Philippines) |
| OTLA | ILAB's Office of Trade and Labor Affairs |
| PAOT | Participatory Action-Oriented Training (in OSH) |
| PBGEA | Philippine Banana Growers and Exporters Association |
| PCCI | Philippine Chamber of Commerce |
| PCW | Philippine Commission on Women |
| PPE | Personal Protective Equipment |
| ROAP | Regional Office for Asia and the Pacific |
| RTIPC | Regional Tripartite Industrial Peace Council (Philippines) |
| SARGEN | SARGEN Fish Port Tuna Handline Fishing Associations, Inc |
| SDG | Sustainable Development Goal |
| SENTRO | <i>Sentro ng ng mga Nagkakaisa at Progresibong Manggagawa</i> |
| SFFAI | SOCCSKSARGEN Federation of Fishing and Allied Industries |
| SOCCSKSARGEN | Region covering South Cotabato, Cotabato, Sultan Kudarat, Sarangani and General Santos |
| SPPI | Indonesian Fisheries Labour Union (<i>Serikat Pekerja Perikanan Indonesia</i>) |
| SSM | Small-scale mining |
| STO | Short Term Outcome |
| TESDA | Technical Skills and Development Authority (Philippines) |
| TOR | Terms of Reference |
| TUCP | Trade Union Congress of the Philippines |
| UN | United Nations |
| UNEG | United Nations Evaluation Group |
| US | United States |
| USDOL | United States Department of Labor |

Executive Summary

BACKGROUND

On 1 December 2020, the US Department of Labor's (USDOL) Office of Trade and Labor Affairs (OTLA) awarded the International Labour Organization (ILO) a Cooperative Agreement to implement the project "Improving Workers' Rights in Rural Sectors of the Indo-Pacific with a Focus on Women" (hereafter, the 'Rural Sectors project' or 'the Project'). The project duration is from 1 December 2020 to 30 November 2024, with funding of US\$5 million, including a cost-increase of US\$1 million, granted in March 2022. Implementation began in the Philippines in December 2020, and began in Indonesia a year later, on November 1, 2021.

The Rural Sectors project aims to contribute to sustained improved working conditions in targeted rural sectors in the Philippines and Indonesia, and especially for women workers. Its stated objective is *Improved promotion and compliance with labour standards in rural sectors in the Philippines and Indonesia, with a focus on women workers.*

The project is delivered through two long term outcomes (LTOs) and their respective supporting results. Long Term Outcome 1 focuses on enhanced governance systems for labour standards, gender and occupational safety and health (OSH) in rural sectors. Long Term Outcome 2 aims to achieve an enhanced enabling environment for promotion and compliance on labour laws, OSH and gender equality at work in rural sectors in pilot enterprises and communities.

The target sectors are agriculture, fishing, and mining in the Philippines, and agriculture and fishing in Indonesia. Through a stakeholder consultation process the Philippines selected the sub-sectors of banana, tuna supply chain, small-scale mining, and large-scale mining. In Indonesia, the selected sub-sectors are the palm oil supply chain in agriculture and fish and shrimp processing.

The project targets workers and employers in pilot enterprises in the rural sectors and ILO tripartite constituents as direct beneficiaries. The key government stakeholders are the Department of Labour and Employment (DOLE) in the Philippines, and the Ministry of Manpower (MOM) in Indonesia, and their relevant bureau/directorates concerned with labour inspection and occupational safety and health. The project also partners with national employers' confederations and sectoral organizations, and workers' organizations, both national and sectoral. At the industry level, the project partners with several employers' and workers' organizations as implementing agencies. The project also engages with tripartite industry structures, namely the Regional Tripartite Industrial Peace Councils, the relevant Industry Tripartite Councils (ITCs) in the Philippines, and the Tripartite Cooperation Institution and the National Occupational Safety and Health Council (DK3N) in Indonesia.

The mid-term evaluation provides the ILO, project teams, partners and the USDOL with an assessment of the project's performance to date. Based on evaluation questions developed by the ILO, the evaluation team developed protocols to conduct interviews and focus groups with key informants. In the Philippines the evaluation team collected data remotely from April 18 to May 19, 2023, and in Indonesia from May 8 to 16 through in-person and online methods. The evaluators interviewed 107 key informants including constituent stakeholders, project staff, Country Office staff, ILO technical backstopping staff, and USDOL representatives. Stakeholder validation meetings were held in-person in Indonesia and the Philippines in May 2023.

MAIN FINDINGS AND CONCLUSIONS

Design validity. The project scope, initially provided by the USDOL Funding Opportunity Announcement (FOA), covering the agriculture, fishing and mining sectors, and its multiple intervention levels from national governance to community, is very ambitious. The project's strategy to limit the scope was well conceived, focusing on two sectors in Indonesia, palm oil and fish

processing, and in each country selecting sub-sectors through a participatory selection process. Nevertheless, the scope has led to a thin spread of human resources and time constraints, especially in the Philippines where all three sectors are addressed. The evaluation suggests that the project's human resources and timeframe could have featured more prominently in the selection criteria.

The geographic spread of the industry-level engagement is also wide in both countries but is managed through the implementation agreement modality. However, provincial monitoring visits are required and the community-level interventions in some sites in the Philippines still involve direct liaison by the project team with local government units, presenting a considerable workload. The proposed expansion of staffing and time is expected to enable all the selected sub-sectors and sites to be covered.

ILO's vision for the project is to support improved labour standards in rural sectors through a coherent technical assistance approach at a sub-regional level, in the Philippines and Indonesia. The Project's intervention strategy was to develop good practices first in the Philippines, to be applied at a smaller scale in Indonesia, but it proved more effective to allow Indonesia a longer timeframe and a similar scope, once funding became available. The overarching design is intended to apply a coherent strategic framework embedded in ILO's Labour Administration and Occupational Safety and Health (LABADMIN/OSH) principles and the Safety+Health for All Programme strategy.

The evaluation finds that the project's logic for improving workers' rights and conditions in rural sectors in the two countries is sound. It is based on a dual strategy that addresses governance frameworks on the one hand, as a priority foundation for addressing labour standards compliance in rural sectors; and an enabling industry environment on the other hand, through increased social partner capacities to promote compliance and good practice models of labour standards application in the selected industry sectors. But there are risks related to the willingness of private sector enterprises to collaborate as demonstration models in the Philippines fishing sector, for example.

The results framework underwent several revisions, initially following the Award to produce the full validated project document which is a USDOL requirement. Overall, the final design is coherent from a results-based management perspective. There are some elements where the strategy and formulation could have been clearer, such as the process for sharing and potentially scaling up the good practices from the pilot enterprises and community models.

Gender in the design and implementation. A focus on women workers, as reflected in the project title and FOA, is implemented through a gender mainstreaming approach in the Project Document design. While the gender mainstreaming strategy developed is very thorough, the evaluation found that the focus on women in the interventions and the monitoring and evaluation of the effects on women workers and could be strengthened in both countries by further identifying and focusing on points in the supply chains where women work, identifying specific OSH improvements benefiting women, and ensuring women's voice and consultation in bipartite committees. In Indonesia, the project's fish processing focus already provides a good opportunity for a focus on women workers.

The monitoring and evaluation (M&E) system includes gender disaggregated monitoring of participation, and of results particularly at the lower levels of the results framework, while at the Objective level the project will capture the percentage of women workers reporting improvement of their working conditions. However, this data will not be collected until the end of the project. Ideally, monitoring the effects of interventions on women's working conditions can be monitored earlier in the life of the project.

Relevance. In the **Philippines** representatives of the government, employers and workers find the project aims and strategies highly supportive and relevant to their priorities. The Project Advisory

Committee (PAC) is well attended by a broad spectrum of constituents, indicating the project's relevance. The project team has strengthened its relevance by building its strategies and timing around the government's agenda on tripartism, strategic labour inspection and the development of the national OSH framework.

The Department of Labour and Employment's (DOLE) Bureau of Working Conditions (BWC) and regional DOLE directors, as well as Department of Environment and Natural Resources-Mines and Geosciences Bureau (DENR-BMG) and Bureau of Fisheries and Aquatic Resources (BFAR) find the project well aligned with their priorities toward more strategic labour inspection. The OSH Centre finds the project relevant to expanding the reach of OSH services to micro- and small enterprises. The Philippine Commission on Women also support the project's aim to support gender-responsive governance of rural women's rights at work find the project aligns with their priorities. Employer organizations, chiefly represented by the Employers' Confederation of the Philippines (ECOP), are highly committed to the project agenda in helping the industries meet labour standards, with a particular interest in OSH improvements. Sectoral employer associations also appreciate the engagement with the banana, mining, and fishing sectors; however, there is divergence among the fishing sector employer groups, but whose members are hesitant to engage with trade unions. For their part, trade unions across the spectrum find the approaches relevant to their mission to reach workers in these sectors and are keen to collaborate with the project.

In Indonesia, the project's key national government partner, the Ministry of Manpower (MOM), find the project generally relevant to their interest in building labour inspection capacity, supporting the Ministry's *Grand Design* for labour inspection. The leadership of the MOM Directorate of Labour Norms Examination also appreciates the project's support to finalise the National OSH profile and the ongoing support to produce sector-specific OSH profiles and the OSH Programme.

The project has found ready interest in two key employer associations, the Indonesian Palm Oil Association (GAPKI) in palm oil and the Indonesian Pole and Handline Fisheries Association (AP2HI) in fishing and seafood processing. Another major fish processing association has not engaged and is more concerned with the impact of restrictive and fluctuating government regulations on the fishing industry. Several key trade union partners are highly engaged in the project's initiatives and welcome a stronger role as the project progresses.

Coherence. In both the Philippines and Indonesia, the Project teams and the Country Offices have ensured that the Rural Sectors project coordinates well with other projects working in the same sectors, on decent work in supply chains and on occupational safety and health. In the Philippines, the project has collaborated in joint initiatives delivered with other projects including Trade for Decent Work and the Ship to Shore Rights in Southeast Asia project.

In Indonesia, the effort to promote coherence is a hallmark of the Country Office approach, and the Rural Sectors project team has coordinated well with the other projects operating in the fishing and palm oil sectors, and on promotion of Convention 190 on Violence and Harassment at work, promoting efficiency and mutual impact. However, there is a call from stakeholders to be informed more frequently between Project Advisory Committee (PAC) meetings of the project progress and plans.

Effectiveness of interventions. In the Philippines the project has made significant progress, especially under LTO 1, while it is making headway on commencing LTO 2 interventions; but has experienced some significant implementation delays particularly affecting the industry engagement interventions through planned social partner implementation agreements to work with pilot enterprises and surrounding communities. Given the status of implementation, the evaluation team considers that the governance level outcomes are likely to be achieved by the end of the project, while there is a significant risk that the industry engagement outcomes may not be achieved to a sustainable level by end of 2024.

Challenges arose from several external factors including the restrictions on mobility following the COVID-19 pandemic, affecting much of 2021, as well as national elections. Internal factors have also played a part, including project delays in processing implementation agreement proposals and the Baseline Study and Sectoral Assessment.

The project has achieved key results towards improved governance frameworks (LTO 1), including revitalizing relevant sectoral Industry Tripartite Councils (ITCs) and building their capacity for sectoral compliance planning among industry tripartite councils for the target sectors, introducing the ILO Participatory Action-Oriented Training (PAOT) approach to OSH improvement, and successful promotion of the Strategic Compliance Planning approach for the labour inspectorate across the country's regions. The evaluation noted significant progress for the small-scale mining sector in Camarines Norte province where the Mining ITC has begun implementing a sectoral plan, and with project support, representatives of small-scale mining organizations have joined the provincial mining ITC.

Toward the industry-level outcomes, progress has mostly been made in the awareness raising interventions, the project has partnered with the SENTRO trade union in General Santos City to raise awareness of workers' rights and extend the union's reach in the fishing sector. Proposals are being finalised with other trade unions (Federation of Free Workers and Associated Labour Unions – Trade Union Congress of the Philippines) to reach workers in the informal sector in banana and mining sectors with awareness campaigns on labour laws, OSH and workplace gender equality. Regarding enterprise-level interventions, a substantial implementation agreement has been prepared with ECOP focused on building employer organizations' capacity in the mining, fishing and banana sectors to implement compliance systems in pilot enterprises. The project has been successful in securing the participation of a major mining corporation, Nickel Asia Corporation, while challenges remain to secure pilot enterprises in fishing and banana sectors.

In **Indonesia**, the project has made significant progress considering the short implementation period since November 2021 and the recent appointments of the Partnerships Officer and Monitoring and Evaluation Officer in late 2022. Progress has been strongest toward LTO 1 outcomes, including support to the MOM to finalize the updated National OSH profile in January 2023, and support for to the MOM for a guideline on gender-sensitive inspection underway. The evaluation found that there is a degree of uncertainty regarding how to proceed to support labour inspectorate capacity nationally and sectorally. The Indonesia team held discussions with the MOM regarding support for Strategic Compliance Planning and potential improvement of the electronic case management system, but the fit of the ILO's approach with that favoured by the MOM, which has traditionally featured an advisory approach more than an enforcement approach is still not clear. At the provincial level, the project has successfully initiated a tripartite forum in North Sulawesi to plan for improvements in labour standards in fish processing. This is to be followed by establishing parallel forums in the other selected provinces. One of the major workers' organizations, the Indonesian Workers' Welfare Union (KSBSI) is playing an active role in developing sectoral recommendations to contribute to planning on labour standards promotion through the new tripartite forums.

Towards LTO 2, the main progress is in improving understanding of labour standards, gender equality and OSH among workers' and employers' representatives, and their capacity to deliver communication campaigns. The project successfully secured the commitment of two sectoral employers' organisations, GAPKI in palm oil and AP2HI in fish processing to conduct the enterprise and community pilot projects. This success can be attributed partly to the ILO's prior relationships and strong reputation among these employer federations. The Implementation Agreements commenced with AP2HI in May 2023, and with GAPKI East Kalimantan in July 2023, while GAPKI Riau proposal is under review. The team in Indonesia is preparing tools to roll out technical support to the partners on OSH and other labour standards compliance in the target locations, and plans to draw increasingly on the OSH Specialist support as the project progresses.

Management effectiveness and resource efficiency. The project-wide management arrangements initially included a Project Director based in the Philippines, under the initial two-phase design that focused on the Philippines. Once Indonesia's scope was expanded with the project modification, the country teams found that this arrangement reduced operational efficiency and technical flexibility. The recent separation of the management structure of the project in the two countries improved the efficiency of implementation. At the same time, there remains a gap with project-wide strategic guidance, coordination and reporting that from LABADMIN/OSH perspective warrants more attention than is possible within their resources.

In both countries, the project has benefited from project managers with strong technical experience and excellent relationships with the constituents, as well as highly skilled technical staff with expertise among them in partnership building, advocacy and communications, gender equality and monitoring, evaluation and learning (MEL).

In the **Philippines**, human resources have been stretched relative to the technical and sectoral scope of the project, and the Project Manager focuses on both technical and project management concerns, affecting delivery progress. The turnover in Programme and Administration Assistants contributed to a substantial backlog of administrative processing which delayed specific activities, while the recent resignation of technical officers is also expected to delay implementation. Several factors, including staff resignations, point to the need for improved management structure and task delegation, and planning processes toward efficient delivery.

The project faced some implementation delays **in Indonesia** related to late staff recruitment and administrative and logistical issues during 2022, but the team has sped up its delivery during 2023. The evaluation finds that the staffing size in Indonesia is currently considered adequate to undertake the tasks, including reasonably effective delegation of thematic responsibilities according to staff expertise.

So far, the financial resources have proven to be sufficient across the project, with a commendable budget allocation to activity implementation. The project is currently underspending significantly in both countries, but the delivery rate is expected to increase as partner agreements are released in the remainder of 2023.

Monitoring, evaluation and learning. Overall, the Project has established a sound monitoring, evaluation and learning system, based on a detailed Performance Monitoring Plan (PMP), corresponding to the ILO's results-based monitoring and evaluation guidelines, and ILAB's requirements and guidance, under the respective Management Procedures and Guidelines applicable during design and implementation.

The system has been updated through several iterations as the results framework was modified to streamline the logic and integrate the required common indicators of LABADMIN/OSH and OTLA. Although MEL systems are intended to be flexible to change, the time and resources taken to modify the system has been significant and the changes in outcome indicators limit the ability of the project team to track changes from the baseline.

The Performance Monitoring Plan (PMP) reporting, as of April 2023, comprises a streamlined set of indicators at the medium-term and long-term outcome levels, reducing the analysis and reporting workload. While the revised outcome indicators are valid, the evaluation found some targets represent low benchmarks for achievement. The evaluation suggests further discussion among the project team, LABADMIN/OSH and USDOL is needed to determine whether it is warranted to continue tracking the short-term outcome and output indicators. The gender-specific effects of the project captured to a limited extent in the high-level outcome indicators but need to be monitored at a more qualitative level, to capture changes experienced in women's working conditions.

The system for reporting the data is thorough and utility-focused, using project-developed visual dashboard software. In both countries the project teams, in consultation with the Safety + Health

for All Programme support team, monitor the workplan closely, identifying the reasons for delays and mitigating actions as reported in the progress reports. This type of analysis, as well as the teams' understanding of the emerging regulatory and partnership opportunities and challenges in both countries is helping to shape the project strategies.

Potential impact and sustainability. The project has developed and is implementing sound sustainability strategies in each country, based on a common set of approaches and principles in line with USDOL guidelines. The tracking of progress toward sustainability through defined indicators is at an early stage, but the time invested in such tracking may not be warranted when the key indicators are already embedded in the outcome indicators.

In both countries, but especially the Philippines, the robust stakeholder ownership strategies pave the way for lasting results and impacts. Given the status of implementation in both countries, the most prominent signs of sustainable results and positive impacts are in improvements in the governance frameworks. In the Philippines these include strategic planning approaches to compliance in rural sectors among regional labour inspectorates oriented toward risk-based targeting, and the introduction of a similar planning approach by targeted industry tripartite councils.

In Indonesia, the establishment of the first sectoral tripartite forum in North Sulawesi, with other target provinces expected to follow, has a strong prospect of impact, while their sustainability is yet uncertain. The project's support to gender equality at work and OSH awareness through the MOM's Respectful Workplace policy is also anticipated to have impact and sustainability. The effort to support more targeted strategic compliance planning to the MOM is anticipated to have a high impact if it is successful.

Regarding the enabling environment, in the Philippines, workers organizations expect to gain a wider reach to informal sector workers, and potentially an enhanced appreciation among workers and employers of the positive role trade unions play in supporting workplace improvement and harmony. Among employers' organizations, at federation and sectoral level a stronger capacity to promote OSH and labour standards is emerging.

In Indonesia, among the emerging benefits at the industry level, communications training has improved the capacity of members of labour unions and employers to promote labour standards, OSH and gender equality through communications campaigns. Another result that promises impact is the revised AP2HI Code of Conduct, incorporating gender and OSH elements. Given the early stage of enterprise and community-level interventions across the project it is too early to suggest the prospects of sustainability.

SUMMARY OF RECOMMENDATIONS

The full text of the recommendations is provided in the report body.

Project-wide recommendations

1. The ILO should request a one-year project extension to enable the project to realize its outcomes in both countries. The project management teams, together with LABADMIN/OSH, should develop the proposal including budgeting required under the proposed staffing adjustments, to determine whether a no-cost or cost extension is requested.

Provided that the project progresses according to its workplan and targets in 2024, the ILO and USDOL should discuss the possibility of a second phase of the project, that would enable wider geographical coverage in one or more of the existing sectors; and expansion to one more sub-sector, such as pineapple or sugar in the Philippines and one of tea, rubber, or cocoa in Indonesia, subject to feasibility studies.

2. ILO should consider appointing an International Project Manager for the second half of the project, with or without the granting of a project time or cost-extension.
3. Review and adjust the Monitoring, Evaluation and Learning system regarding a) performance targets for the revised outcome indicators; and b) additional qualitative measures to capture ongoing change in rural women workers' conditions in the pilot enterprises.
4. Both country teams should prepare plans together with the implementing partners, to document and share the good practices and lessons from the pilot enterprises and communities towards potential replication in the sub-sectors via the social partners and industry tripartite mechanisms and toward learning at the national policy level.
5. Consult with partners and the project teams to identify opportunities for learning exchange between the Philippines and Indonesia stakeholders and the project teams, utilizing the sub-regional budget allocation.

Recommendations for the Philippines

6. **Expand project staffing and establish clear designation of tasks.** a) The evaluation supports the proposal to recruit an Administration and Finance Assistant to enable the project to manage its administrative backlog and workload; and the proposal for an additional project officer. b) The Project Manager and team should establish clear staff task designation towards improved efficiency, while maintaining some necessary flexibility.
7. **Conduct a strategic planning exercise as soon as possible following the MTE to guide the second half of the project and develop a clear roadmap.** This exercise should initially be held internally among project staff, Country Office programme staff, and Safety + Health for All Programme officers. The agenda should include strategies to address the challenges to private sector engagement and pilot enterprise commitment, and any other bottlenecks. Following internal discussion, the team should discuss the issues and agree on solutions and planning jointly with the partners.
8. Address the timeliness of the project's activity planning for events and missions requiring administrative approvals and processes, and of review and processing of technical documents, contracts and implementing agency proposals.
9. Continue to support the constituents in legal and regulatory amendment for improved governance and compliance monitoring. For example, continued support to review of the Small-Scale Mining Act, RA7076.
10. Pursue a range of strategies to engage pilot enterprises in the tuna fisheries sector, for example by channeling advocacy via the industry tripartite association, identifying industry champions, and by focusing on occupational safety and health improvement as an entry point.
11. Strengthen the focus on women rural workers in the target sectors. This could be achieved through actions including selection of pilot enterprises or informal sector smallholdings where women are concentrated, while continuing to apply the gender mainstreaming approach.
12. Strategically partner with the Department of Interior of Local Government (DILG) to strengthen the project implementation at the local level and to promote sustainability.

Recommendations for Indonesia

- 13.** Conduct a strategic review and planning process, initially internally, focused on clarifying the optimal strategies and project scope for supporting national and regional policy frameworks aligned with ILO instruments; and secondly, conduct a participatory planning exercise with stakeholders to clarify strategies and workplan for the second half of the project in the sectors.
- 14.** In response to the labour inspectorate's persistent human resource and budget constraints, offer Strategic Compliance Planning training for labour inspectors at the local level, and continue to encourage the integration of Strategic Compliance Planning in the agenda of labour inspection reform at national and local levels.
- 15.** Identify opportunities for direct interventions to strengthen the focus on rural women workers, in addition to gender mainstreaming. This can be pursued through supporting the active role of women in predominantly male-led organizations and enterprises, strengthening workplace gender committees, ensuring the participatory action-oriented approach is gender sensitive in its guidance and application and capturing changes in women's OSH and other workplace improvements in the monitoring and evaluation system.
- 16.** Support a stronger role and capacity for workers' organizations in raising awareness at the project sites and in remediation of labour issues at the community level, for example, building on existing grass-roots monitoring and grievance mechanisms in the sectors.
- 17.** In the palm oil sector, build on relevant initiatives of the USDOS-funded Palm Oil project, such as the PAOT training in the sector and the labour inspection guide for palm oil. This may include updated training of the labour inspectors using the new gender-sensitive training guide and evaluating the labour inspection guide for palm oil introduced in 2021.
- 18.** In the seafood processing sector conduct seminars and develop communications products (such as video and infographics) to present the successful practices, for example, showcasing the cooperation between unions and the tuna handline association (AP2HI) to the Seafood Processing Association (AP5I) to engage their cooperation and interest in labour issues.

Recommendation for ILAB

- 19.** ILAB should consider adjusting the requirements within Sustainability Plans for this and future projects, by removing the requirement for developing and reporting on sustainability indicators.

1. Context and Project Description

1.1 Context¹

The rural sectors are highly significant to the economies of both the Philippines and Indonesia and to their international trade prospects. The sectors of agriculture, fishing and mining combined are among the top products these countries export to the United States (US) as well as to other international markets, contributing to the employment of millions of men and women workers in rural communities. In recent years the Philippines and Indonesia have been two of the biggest users of the US Generalized System of Preferences (GSP), along with Thailand, Brazil, and Turkey. The United States' GSP labour provisions require compliance with core labour standards. GSP recipient countries must take steps to afford internationally recognized worker rights, including the right of association, respect to minimum wages and hours of work, right to organize and acceptable conditions at work with respect to minimum wages, hours of work and occupational safety and health. The Philippines' eligibility for GSP trade benefits expired in December 2020, while Indonesia's membership is ongoing.² Both countries continue to seek robust trade relations with the US through the evolving trade mechanisms including the Indo-Pacific Economic Framework (IPEF) and the 1989 Bilateral Trade and Investment Framework Agreement.

Despite the significance of the agriculture, fishing, and mining industries to the economies of the Philippines and Indonesia, including their international trade relations, these sectors continue to be characterized by poverty and poor working conditions, especially at the lower tiers of the supply chains in rural areas. Working conditions in these sectors are characterized by widespread informality, use of ambiguous employment relationships and non-standard forms of employment, low wages and other issues related to payment of wages, long working hours, unsafe and unhealthy working environment - all of which make these sectors at higher risk of occupational accidents and diseases, low productivity and more serious violations such as forced labour and child labour.

While some tiers of the labour supply chains in the rural sectors are male dominated, women also play a critical role in the supply and value chains of these sectors. Women workers in these sectors can be more vulnerable to abuses of their rights as they tend to work in the lower tiers of the supply chains, where their work is frequently undervalued or perceived as simply assisting male family members.

At the governance level, both countries experience challenges in enforcing compliance with their labour protection laws in the rural sectors, given informality, geography, overlapping government agency jurisdictions and limited capacity of the relevant inspection authorities. At the enterprise level, bipartite dialogue mechanisms are frequently underdeveloped and among rural communities, awareness of international labour standards, occupational safety and health and gender equality at work is often lacking.

Improving labour standards compliance and occupational safety and health and addressing gender inequalities among workers in high-risk sectors are among the International Labour Organization's highest priorities in the Indo-Pacific, including the Philippines and Indonesia. For its part, the United States seeks to promote open trade and prosperity in the Indo-Pacific that is founded on partner countries' adherence to international rules and norms including international labour standards.

¹ This section draws on the Project Document and the midterm evaluation Terms of Reference.

² [Congressional Research Services. Updated January 2022. What is the Generalized System of Preferences?.](#)

1.2 Project Description

On 1 December 2020, the US Department of Labor's (USDOL) Bureau of International Labor Affairs (ILAB), through its Office of Trade and Labor Affairs (OTLA) awarded the International Labour Organization (ILO) a Cooperative Agreement (CA) worth USD four million to implement the project *Improving Workers' Rights in Rural Sectors of the Indo-Pacific with a Focus on Women* (hereafter, the 'Rural Sectors Project' or 'the Project'). The overall project duration is from 1 December 2020 to 30 November 2024. Implementation began in the Philippines on December 1, 2020, and in Indonesia a year later, on 1 November 2021. In March 2022, the USDOL approved a Cost Modification of USD One million to serve an expanded scope and staffing in Indonesia, which was delivered in October 2022.

The project goal is to contribute to ensuring and sustaining improved working conditions in targeted rural sectors in the Philippines and Indonesia, especially for women workers.

Approach and strategies. The project is implemented in the framework of the ILO's global [Safety+Health for All](#) Flagship Programme under the LABADMIN/OSH Branch of the Governance and Fundamental Principles and Rights at Work Department. This programme is intended to support governments, employers, workers, and other key stakeholders in developing and implementing solutions that work locally, and can be scaled globally, to create exponential improvements wherever they are needed. Aligned with the Safety + Health for All Programme, the project's central strategy is to improve the capacity of government agencies, employers', and workers' organizations to promote compliance with acceptable conditions of work (minimum wages, hours of work, and occupational safety and health) and gender equality at work. It works at various levels (national, sectoral/industry, workplace, supply chain/value chain and community levels), taking approaches aimed at systematically addressing decent work deficits in target subsectors. Specifically, the project's strategies focus on (1) making data available on the rural sectors to better address the sectors' specific needs; (2) standard setting in the sectors of agriculture, fishing, and mining; (3) enhancing enforcement and technical advisory services; and (4) advocacy and promotion of compliance to labour standards, OSH, and workplace gender equality at the national, subregional/provincial, local/community and enterprise levels.³ The project also leverages existing policies, commitments, and priorities of tripartite partners, including alignment of law and practice with ratified ILO Conventions, and compliance with labour provisions of trade agreements to support international market access.

Project Logic. The project objective is *Improved promotion and compliance with labour standards in rural sectors in the Philippines and Indonesia, with a focus on women workers*. To contribute to the objective two long term outcomes (LTOs) are proposed. The first LTO is concerned with enhanced governance systems for labour standards, gender and OSH in rural sectors: "Enhanced national frameworks for compliance to labour laws, gender equality and occupational safety and health standards". The second LTO aims to achieve an industry level enabling environment for compliance with labour laws, gender equality at work and OSH in rural sectors in pilot enterprises and communities: "Enhanced enabling environment for the promotion and compliance on labour laws, gender equality and OSH in rural sectors in pilot enterprises and communities".

³ The project aligns with the four strategic components of the Safety + Health for All Programme:

1. Building knowledge on decent work deficits in the targeted sectors of the rural economy
2. Creating conducive national and sectoral frameworks including OSH policies, laws and programmes as well as strategic compliance plans
3. Strengthening capacities of stakeholders at all levels, including labour inspectors, employers' and workers' representatives; cooperatives, rural extension services and other stakeholders active in the rural sectors targeted
4. Promoting demand for safe and healthy workplaces in collaboration with local authorities and social partners.

Towards the LTOs, results are delivered through three Medium-Term Outcomes (MTOs) and respective Short-Term Outcomes (STO), each with contributing outputs of project activities. LTO 1 is supported by two medium term outcomes and three short-term outcomes, while LTO 2 is supported by one medium term outcome and three short term outcomes. **Table 1** shows the project results framework from the project objective to the outcomes and output levels, as of the April 2023 revision.

Table 1: Project Results Framework

| Project Results Framework – Objective, Outcomes and Outputs |
|---|
| Project Objective: <i>Improved promotion (of) and compliance with labour standards in rural sectors in the Philippines and Indonesia, with a focus on women workers</i> |
| Long term outcome 1: Enhanced national frameworks for compliance to labour laws, gender equality and occupational safety and health standards |
| MTO 1.1. National and regional tripartite mechanisms on (1) mainstreaming gender and sector specific labor issues in industry tripartite councils and (2) Occupational Safety and Health in line with ILO Convention No 187 are enhanced |
| STO 1.1.1 Enhanced and improved gender-responsiveness of national and regional level tripartite systems in the development and promotion of labour laws in target sectors |
| <ul style="list-style-type: none"> • Output 1.1.1.1. Gender – Responsive Sectoral Strategic Plans of industry tripartite councils / Tripartite Forum on labour standards, OSH, and gender equality in target sectors implemented • Output 1.1.1.2 Sector specific and gender responsive policies on labour laws developed by social partners |
| STO 1.1.2 Promotional framework of industry tripartite partners for safety and health at work is developed in the target sectors |
| <ul style="list-style-type: none"> • Output 1.1.2.1 Sector-specific OSH policies or programme are developed by tripartite partners • Output 1.1.2.2. Sector-specific OSH Profile developed by tripartite partners |
| MTO 1.2. Enhanced and improved monitoring, enforcement, and remediation of labour standards and OSH |
| STO 1.2.1. Inspection policy and processes on sector-specific labor laws, OSH, and gender issues are improved |
| <ul style="list-style-type: none"> • Output 1.2.1.1. Competency-based training programmes on evidence -based policy making and on risk-based, sector-specific inspection developed • Output 1.2.1.2 Functional Electronic Case Management System (ECMS) to support enforcement of standards, updated/upgraded collection of OSH data, and delivery of technical advisory services on labour, OSH and gender is developed and/or enhanced |
| LTO 2. Enhanced enabling environment for the promotion and compliance on labour laws, gender equality and occupational safety and health (OSH) in rural sectors in pilot enterprises and communities |
| MTO 2.1. Mechanisms and structures that promote compliance to labour laws, gender, and OSH in the supply chain of rural sectors, pilot enterprises and their communities are enhanced |
| STO 2.1.1 Improved capacity of employers’ and workers’ organizations to promote compliance to gender, labor laws, and OSH in the supply chain of target sectors |
| <ul style="list-style-type: none"> • Output 2.1.1.1 Gender – responsive information, education and communication (IEC) materials on labour standards and OSH are developed and rolled out by employers and workers’ organizations in target sectors • Output 2.1.1.2 Developed sector specific online systems for workers and employers’ organizations on enterprise assessment, supply chain mapping and reporting and monitoring compliance |
| STO 2.1 .2. <u>Community level</u> tripartite mechanisms on addressing gender equality and labor and OSH in pilot communities are established and operational |

| |
|---|
| <ul style="list-style-type: none"> • Output 2.1.2.1 Capacity building programmes for key stakeholders, including informal sectors and supply chain, in pilot communities on labour laws and practices are developed and rolled out • Output 2.1.2.2 Toolkits on gender, OSH and other labour issues targeting pilot communities developed and rolled out • Output 2.1.2.3. Good practices on addressing gender equality, labour standards and OSH in pilot communities are documented and shared |
| STO 2.1.3. Gender - responsive <u>workplace level mechanisms</u> on labour laws compliance, and OSH are implemented |
| <ul style="list-style-type: none"> • Output 2.1.3.1 Gender - responsive bipartite compliance plans on labour standards and OSH in the pilot enterprises under the target sectors developed (<i>only in fishing sector in Indonesia, to avoid duplication</i>) • Output 2.1.3.2 Advocacy and education campaigns for pilot enterprises to promote a preventative safety and health culture developed and rolled out • Output 2.1.3.3 OSH management system is established in pilot enterprises |

The results framework above was submitted to USDOL in April 2023, together with the revised Performance Monitoring Plan (PMP). This framework diverges slightly from that submitted in Project Document, completed in August 2021, reducing the number of outputs from 19 to 14.

Target groups and partners

In both countries the project targets ILO tripartite constituents as well as workers and employers in selected pilot enterprises and communities as direct beneficiaries. The key government partner in each country is the Department/Ministry of Labour and relevant bureaus or directorates. The project also partners with national employers' confederations and sectoral employer organizations, and workers' organizations, both national and sectoral. The project engages with tripartite industry structures, namely the Regional Tripartite Industrial Peace Councils, the relevant Industry Tripartite Councils (ITCs) in the Philippines; and the Tripartite Cooperation Institution and the National Occupational Safety and Health Council (DK3N) in Indonesia.

In the Philippines, specific tripartite stakeholders include:

- **Government:** The Department of Labor and Employment (DOLE) and its relevant attached bureaus and agencies, in particular the Bureau of Working Conditions (BWC) and the Occupational Safety and Health Center (OSHC), the OSH Inter-Government Coordination and Cooperation Committee (OSH-IGC3), Department of Trade and Industry, Department of Agriculture (DA) and its Bureau of Fisheries and Aquatic Resources (BFAR) and Gender Equality and Social Inclusion Bureau (GESI), Department of Environment and Natural Resources (DENR) and its Bureau of Mines and Geosciences (BMG), and the Philippine Commission on Women (PCW), and selected local government units (LGUs).
- **Employers:** Employers' Confederation of the Philippines (ECOP), their local chambers of commerce and member organizations belonging to these sectors,
- **Workers:** Sentro ng Progresibong Manggagawa (SENTRO), Federation of Free Workers (FFW), National Trade Union Congress (NTUC), Trade Union Congress of the Philippines - Associated Labour Unions (TUCP-ALU), Alliance of Workers in the Informal Economy/Sector (ALLWIES), other national and sectoral workers' organizations, IndustriALL Global Unions, local workers' groups, relevant civil society organizations.

In Indonesia, specific tripartite stakeholders include:

- **Government:** The Ministry of Manpower's (MoM) Directorate General of the Labor Inspectorate at the national and local levels, other government agencies responsible for the target sectors, Ministry of Marine Affairs and Fisheries (MMAF), Ministry of Health and the Ministry of Agriculture - Department of Agriculture and Plantation.

- **Employers:** Indonesian Employers' Association (APINDO) and sectoral business organizations – Federation of Indonesian Fisheries Association (GAPINDO), Indonesia Palm Oil Association (GAPKI), Indonesia Tuna Association (ASTUIN), and the Indonesian Pole & Line and Handline Fisheries Association (AP2HI).
- **Workers:** Indonesian Palm Oil Trade Union Network (consisting of nine trade union Federation affiliates of five trade union confederations), Confederation of Indonesian Welfare Trade Unions (KSBSI) for fishing and palm oil; Confederation of All Indonesia Trade Unions (KSPSI-CAITU); for the fishing industry the partner unions are Indonesian Sailor Unity Federation (KPI, affiliated to KSPSI-CAITU), Indonesian Fisheries Union (SPPI), and United Fishing Vessel Crews Union (SAKTI).

The project seeks to directly benefit **workers and employers** in pilot enterprises in both countries, and the selected communities they source from, through the project capacity building initiatives to support compliance on labour and OSH standards and gender equality.

Local governments which cover the pilot communities, are direct beneficiaries in terms of improving their capacity to mainstream decent work and compliance with local economic development and governance. **Private compliance initiatives or private certification bodies** may also be involved such as the Roundtable on Sustainable Palm Oil and Indonesian Sustainable Palm Oil, and other local social auditing organizations.

Target sectors and implementation sites. The target sectors are agriculture, fishing and mining in the Philippines, and agriculture and fishing in Indonesia. The sub-sectors and geographical sites for sub-national implementation were selected through a consultative process with the tripartite partners during the inception phases in each country, prior to the baseline study start in October 2021. Based on agreed selection criteria, the Philippines' sub-sectors are banana, tuna, small-scale mining and large-scale mining. In Indonesia, the selected sub-sectors are the palm oil supply chain and fish processing and shrimp. The Project intends to mainstream gender equality to improve rights and working conditions of women workers and attention is to be given to specific issues which affect women workers in selected tiers of the targeted sub-sectors.

The project is implemented at central level and at industry and community level in regional sites for the sectoral interventions in each country. Table 2 shows the agreed geographical coverage.

Table 2: Geographical Coverage at Regional Level

| Country | Sector | Region/Province | Specific areas |
|--------------------|----------|-----------------------------|--|
| Philippines | Banana | Region XI (Davao del Norte) | Tagum City; Davao del Norte; Davao City |
| | Mining | Region V (Camarines Norte) | Small Scale Mining: - Labo Municipality, Camarines Norte |
| | | Caraga (Surigao) | Hinatuan Mining: - Tagana-an Municipality, Surigao del Norte and Surigao City Taganito Mining: - Claver Municipality, Surigao del Norte |
| | Tuna | Region XII (General Santos) | General Santos City |
| Indonesia | Fishing | North Sulawesi Province | Bitung Port |
| | | Maluku Province | Ambon Port |
| | Palm oil | Riau Province | Kabupaten Siak |
| | | East Kalimantan Province | Kabupaten Kutai Kartanegara |

2. Evaluation Purpose and Methodology

2.1 Purpose, Scope and Objectives

The ILO contracted with the consultant team to conduct this independent midterm evaluation.⁴ The purpose of the midterm evaluation is to provide the ILO, its partners, and the donor with an objective assessment of the project's performance and progress towards its objectives, capture learning from the project's implementation experience, and make recommendations for any mid-course adjustments toward optimal achievement of the project objectives.

The evaluation Terms of Reference (TOR) provided the following specific evaluation objectives (see Annex F):

1. Assess the relevance of the project and the validity of the design, results framework, and implementation strategy.
2. Assess the project progress to-date towards achieving its planned outcomes and outputs, including identifying supporting factors and constraints that have affected the achievement of results.
3. Assess the efficiency of the project in its delivery and/or performance, strategy and management.
4. Assess to what extent the results are likely to continue or be sustained; and
5. Identify strategic recommendations, lessons learned and good practices (at national, subregional, community and enterprise level as applicable).

The TOR also direct the evaluation to assess the project design and performance in terms of the ILO's cross-cutting policy drivers – gender equality, inclusion and non-discrimination, and social dialogue and tripartism. Since the project implementation commenced in the Philippines in early 2021 when COVID-19 restrictions were in place, the evaluation includes an assessment of the effect of the COVID-19 pandemic on the project's implementation.⁵

The intended audiences for the evaluation findings are the project staff, ILO Country Offices in Manila and Jakarta, the ILO LABADMIN/OSH Branch and its Safety + Health for All Programme, regional ILO technical specialists, key stakeholders, and the USDOL.

The scope of the evaluation is all activities conducted under the project from its start until the completion of the evaluation data collection (end of May 2023), and all geographical areas in the Philippines and Indonesia where the project operates or plans to operate.

2.2 Evaluation Methodology

This section describes the evaluation conceptual framework, evaluation questions and data sources, data collection and analysis methods, schedule, and limitations.

2.2.1 Evaluation Questions and Data Sources

The project staff and the Evaluation Manager developed a list of evaluation questions provided in the TOR that serve as a basis for the evaluation. These questions address issues within the Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria of relevance, coherence, efficiency, effectiveness, impact and sustainability.⁶ The questions also include *design validity*, which is one of the elements of

⁴ The Project Document states that ILO is responsible managing the independent midterm evaluation and the USDOL will manage the final external project evaluation.

⁵ The evaluation referenced the ILO's [four-pillar policy framework](#) issued in May 2020 to structure its policy for responding to the crisis.

⁶ Given the early stage of implementation the analysis focuses on the *potential* impact and likelihood of sustainability.

“relevance” within the criteria definitions. During the evaluation preparation phase, the Lead Evaluator reviewed the questions and made minor adjustments for clarity and in the light of the document review. **Table 3** presents the final list of evaluation questions, together with the section of the report where each question is answered.

Table 3: Evaluation Questions Organized by Criteria

| No. | Criteria and Question | Report Section |
|-------------------------------|--|-------------------------|
| Relevance | | |
| 1 | To what extent is the project consistent with the needs and priorities of ILO constituents (government, employers and workers) and with national strategies for promoting compliance with labour standards on OSH and gender equality? | 3.2 |
| 2 | To what extent are the project design and interventions aligned with international labour standards? | 3.3 |
| Validity of the design | | |
| 3 | a. Is the project design adequate and appropriate to meet the project objectives and identified outcomes? b. To what extent does the project’s Results Framework link the outputs to the intended outcomes and objectives? | 3.1 |
| 4 | Is the gender dimension adequately considered in the Project Document, Monitoring and Evaluation Plan, and interventions? How well are gender equality issues addressed in the design? | 3.1 |
| Coherence | | |
| 5 | To what extent does the Project contribute to ILO global and country programmes, including the Programme and Budget (biennia 2020-21 and 2022-23), ILO Flagship Programme “Safety + Health for All” and the Decent Work Country Programmes in Philippines and Indonesia? How does the Project support the Sustainable Development Goals – particularly Goal 5 and Goal 8, and UN joint development frameworks at country level? | 3.3 |
| 6 | Are the interventions complementary with other projects in the countries, including other interventions of the ILO at the country, regional, provincial, and enterprise levels? | 3.3 |
| 7 | How well does the project fit with other interventions of the US Government and other partners? | 3.3 |
| Effectiveness | | |
| 8 | To what extent is the project achieving its objectives and expected results? <ul style="list-style-type: none"> ▪ Is there evidence of certain project components advancing more than others? ▪ Have there been any unintended results (positive or negative) that emerged during the implementation? ▪ How effectively is the project communicating its achievements and best practices? (addressed as part of <i>management effectiveness</i>) | 3.4.1 3.4.2 3.5.2 |
| 9 | What are the key external or internal contributing factors that have facilitated or hindered progress? <ul style="list-style-type: none"> ▪ To what extent has the project adapted to the evolving situation due to the COVID-19 pandemic, or any other risk factor? ▪ How adaptable and responsive has the project been to the changing context? | 3.4.1 3.4.2 |
| 10 | Is the project effective in establishing and retaining its focus on women workers at all levels? | 3.4.3 |

| No. | Criteria and Question | Report Section |
|--|---|-------------------------|
| 11 | To what extent has the project been able to establish partnerships and synergies both within each country and between ILO Philippines and ILO Indonesia operations which support the project's strategy and performance, and coordination and collaboration among the elements of the project, (e.g. compliance, gender and OSH) for maximum benefits and effective use of resources? | 3.4.1 3.4.2 3.6.1 |
| Efficiency and Management Effectiveness | | |
| 12 | How well are the project's resources (human, financial and technical) being managed to ensure timely, cost effective and efficient delivery of Project results? | 3.5.1 3.5.2 |
| 13 | Are there any alternate management and implementation strategies which the project could have carried out to better manage its resources? | 3.5.2 |
| 14 | What are the strengths and weaknesses of the Monitoring and Evaluation Plan and its implementation? Is the M&E system being used effectively to inform learning and management decision making? | 3.5.3 |
| Potential Impact | | |
| 15 | What is the likelihood that the project interventions will result in positive and long-term changes? Will these interventions help rural workers in achieving improved decent work conditions? What is the likelihood of both Indonesia and the Philippines achieving the project outcomes by the end of the project? | 3.6.1 |
| 16 | To what extent has the project set up actions and mechanisms that will ensure the achievement of long-term effects, including sharing of any emerging good practice of subregional interventions/activities between PH and IND? | 3.6.1 3.6.2 |
| 17 | To what extent has the project strengthened <i>the institutional capacity</i> (service and policy) of the government, employers' and workers' organizations in promoting safe and healthy working environments for all workers (with a specific focus on women)? | 3.6.1 |
| 18 | Are there any observed trends in changes in attitudes, skills, institutions, living conditions etc. that can be attributed to the project's interventions? | 3.6.1 |
| Contribution towards Sustainability | | |
| 19 | What mechanisms and actions did the project put in place to ensure ownership of the project's results at the country, regional/province and enterprise levels? | 3.6 |
| 20 | Is the project sustainability strategy being implemented? | 3.6 |
| 21 | Which project outcomes are most likely sustainable and transferable to the communities/sectors or relevant institutions when the project ends? | 3.6 |
| ILO Cross cutting themes: Gender, disability, and non-discrimination; tripartism, social dialogue | | |
| 22 | Has the project integrated gender equality, disability, and non-discrimination as cross-cutting concerns throughout its deliverables, including periodic reports? | 3.4.3 |
| 23 | Has the project contributed, or is contributing to social dialogue and tripartism, and the ILO Conventions, specifically on OSH and Labour Inspection? | 3.4.5 |

The Lead Evaluator used the evaluation questions and document review to develop an Evaluation Methodology Matrix (included at **Annex A**), setting out the sources of data and data collection methods per question. The methodology aimed to ensure the validity and reliability of findings by using multiple sources of evidence, combining qualitative primary data with secondary qualitative and quantitative data derived from the project's Monitoring and Evaluation reporting system. The evaluation team used the evaluation questions to develop guides and protocols for the key informant interviews, focus group discussions, and document analysis.

2.2.2 Evaluation Schedule

In coordination with the Evaluation Manager and the Project staff in the Philippines and Indonesia, the evaluation team conducted inception phase activities from March 30 to April 18, 2023. This included project orientation, document review, listing of stakeholders to be consulted, preparation of the protocols, sampling, and data collection scheduling in the two countries, culminating in the Inception Report submitted to the Evaluation Manager.

The team collected data in the Philippines remotely from April 18 to May 19, 2023. The stakeholder meeting in the Philippines was held in Manila on May 29, 2023. In Indonesia, the evaluation team conducted interviews and focus group discussions from May 8 to 16, including the stakeholder validation meeting held in Jakarta on May 16, 2023.

Data analysis and report writing and finalization occurred in June and July 2023.

2.2.3 Data Collection Methods

The evaluation team followed the evaluation guidelines and principles described in the TOR. These are based on the [ILO Policy Guidelines for Evaluation](#)⁷ and the USDOL OTLA Management Procedures and Guidelines (Fiscal Year 2022). These guidelines emphasize the triangulation of data, and gender and cultural sensitivity. The team utilized the following methods to collect and review data:

Document Review. The evaluation team reviewed project documents and progress reports, Performance Monitoring Plan reports, strategy documents, and products such as the Baseline Study and Sectoral Assessment; as well as national contextual and regulatory framework documents. **Annex B** provides the list of documents consulted.

Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs). The evaluators conducted semi-structured KIIs and small groups interviews among stakeholders with first-hand participation in the project. These included representatives of a cross-section of key stakeholder groups: government, employers' organizations, workers' organizations, ILO Project staff, ILO Manila and Jakarta Country Office staff, ILO technical specialists, ILO backstopping staff at LABADMIN/OSH in Geneva, and USDOL representatives

Apart from a members of small-scale mining associations in the Philippines, the sample did not include workers and community members as the project has not engaged with selected workers and communities yet, and the evaluation team concurred with the project team that it was not appropriate to engage those who have not participated in any project activities.

The sample of country-level stakeholders selected for interview was based on criteria discussed with the project teams, including the government, employers' organizations, workers' organizations and constituents' extent of participation in the project, and the intention to cover all target sectors. With the above criteria in mind, the project teams provided initial lists of stakeholders in each country, refined in coordination with the evaluation team.

⁷ Principles, Rationale, Planning and Managing for Evaluations, 4th edition (Aug 2020)

In the Philippines, a stakeholder sampling matrix for regional and provincial stakeholders was completed by the project staff to inform the interviewee selection. Taking implementation progress into account, it was agreed to interview government and social partners covering small-scale mining in Bicol (Region V) and Camarines Norte Province, banana in Davao del Norte (Region XI), fishing in General Santos City (Region XII), and large-scale mining in Caraga (Region XIII).

For Indonesia, the Project team advised that it was not relevant to consult the full cross-section of province/sub-national stakeholders as activities in the provinces had not begun, apart from tripartite engagement in North Sulawesi province. Therefore only North Sulawesi province constituents and provincial representatives of the palm oil association (GAPKI) were interviewed.

The resulting list of interviewees for the Philippines, Indonesia and international stakeholders is presented in **Annex C. Table 4** presents the number of KII and FGD respondents by stakeholder group and gender identity.

Table 4. Qualitative Sample Size and Characteristics

| Stakeholder Group | Sample Size | | | | Sample Characteristics |
|---------------------------------|-------------|-----------|------------|-----------|--|
| | Female | Male | Non-Binary | Total | |
| Philippines | | | | | |
| ILO project staff | 4 | 0 | 0 | 4 | Project Manager, M&E Officer, Partnerships Officer, Programme & Administration Officer |
| ILO Country Office staff | 3 | 1 | | 4 | Country Director, current and former programme managers, Operations Manager |
| National government | 7 | 5 | | 12 | DOLE – BWC, OSH Centre, DA-GESI, BFAR, PCW, DENR |
| Regional Government | 6 | 4 | | 10 | DOLE Regional offices – V, XI, XII, Caraga, DOLE Inspectors |
| Provincial and local government | 1 | 1 | | 2 | DOLE Camarines Norte, Provincial Mining and Regulatory Board |
| Employers’ organizations | 5 | 2 | | 7 | ECOP, PBGEA, SAFFAI, SARGEN, Nickel Asia Corporation, |
| Workers’ organizations | 5 | 8 | 2 | 15 | FFW, ALU-TUCP, IndustriAll, NTUC, SENTRO, ALLWIES, small-scale miners’ associations |
| Sub-total | 31 | 21 | 2 | 54 | |
| Indonesia | | | | | |
| ILO Project staff | 3 | 1 | | 4 | Project Coordinator, M&E Officer, Partnerships Officer, Admin & Finance Officer |
| ILO Country Office staff | 3 | 3 | | 6 | Country Director, Programme Unit staff, other project staff |
| National government | 3 | 4 | | 7 | Directors of labour inspection units and labour inspectors |
| Local government | 0 | 4 | | 4 | Labour inspectors in North Sulawesi |
| Employers’ organizations | 2 | 14 | | 16 | GAPKI and AP2HI at national and provincial levels |
| Workers’ Organizations | 7 | 2 | | 9 | Trade union representatives |
| Sub-total | 18 | 28 | | 46 | |
| International | | | | | |

| Stakeholder Group | Sample Size | | | | Sample Characteristics |
|--------------------|-------------|-----------|------------|------------|---|
| | Female | Male | Non-Binary | Total | |
| ILO HQ | 2 | 0 | 0 | 2 | LABADMIN/OSH - Safety & Health for All Programme support team |
| ILO ROAP | 1 | 2 | 0 | 3 | Technical specialists for OSH, Labour Inspection, Workers |
| USDOL | 1 | 1 | 0 | 2 | Project Manager, International Relations Specialist (MEL) |
| Sub-Total | 4 | 3 | | 7 | |
| Grand total | 53 | 52 | 2 | 107 | |

As shown above, the evaluation team interviewed a total of 107 respondents: 54 in the Philippines, 46 in Indonesia and 7 internationally. Fifty per cent of respondents interviewed were female, 2 preferred not to state their gender.

Interview modes: The evaluation team's initial proposal was to conduct a mix of remote and in-person interviews in each country. In the Philippines, following the project team's extensive consultations with stakeholders it was decided that all the stakeholder interviews would be held online. Although physical interviews in Camarines Norte stakeholders to be conducted by the national consultant were initially planned, the delay in issue of the national consultant's contract precluded this plan. The remote interviews used online platforms including Zoom, Whatsapp or conventional telephone.

In Indonesia, interviews included a mix of online and in-person modes. Most interviews were conducted jointly by the evaluation team, while the national evaluator conducted some interviews independently for time efficiency. The team conducted interviews in English or Bahasa Indonesia depending on the respondent's preference and comfort using either language. An interpreter provided by the ILO supported the Lead Evaluator for several group interviews. The project teams provided logistical support to the team in making the interview appointments and support the generation of online meeting appointments.

For remote interviews in the Philippines, usually held via the Zoom platform, the project staff initially set up the appointments and shared meeting links. In Indonesia, the project staff arranged the schedule of both in-person and online interviews and provided interpreting for those interviews that were held in Bahasa Indonesia.

In the Philippines, in addition to the individual KIIs, a FGD was held with four participants of project capacity building training, selected according to their participation in multiple training activities. The participants were selected to include constituent partners who attended several project trainings (such as participatory OSH training methodology, strategic compliance planning, proposal writing, M&E, gender mainstreaming), and representatives from each of the constituents. The team also interviewed a group of labour inspectors attending the Strategic Compliance Planning Executive Training Course.

Stakeholder meetings and exit meetings: In consultation with the project staff in the two countries, the Evaluation Team consolidated their initial findings and presented them to the stakeholders following the data collection. The purpose of the meetings was to present the initial evaluation findings per country and to receive feedback from the stakeholders, including further inputs toward recommendations for achieving the project objectives.

In Indonesia the Stakeholder Meeting was held in Jakarta, in-person and online on May 16, 2023, immediately following the in-country data collection. It was attended by 23 representatives from constituents and the ILO, including two online participants.

In the Philippines the stakeholder meeting was held in Manila on May 29, 2023, in hybrid mode. It was attended by 40 constituents and seven ILO participants (34 female, 16 male), 28 in-person and 19 online, including ILO HQ and the regional OSH Specialist, and the Evaluation Manager. The discussion following the presentation of the initial evaluation findings provided a rich contribution to the development of recommendations and discussions of forward-looking strategies. The evaluation team held de-brief meetings with the project teams in each of Indonesia and the Philippines following the stakeholder meeting.

2.2.4 Data Analysis

The evaluation team took detailed notes of KIIs and FGDs and collaborated to triangulate the document review and the synthesis of interview data to address each evaluation theme and question. Team members conducted internal debriefs at regular intervals during data collection to discuss progress and any adjustments that were needed in the interviewee sample. Quantitative analysis consisted of analysis of the project's Performance Monitoring Plan reported results and project internal tracking.

2.3 Limitations and Mitigating Strategies

The main limitation of the methodology in the Philippines relate to the remote data collection methods for the stakeholder interviews which may have limited the depth of responses from some respondents. Although the evaluators' preferred mode of interview for the evaluation was face-to-face whenever possible, given stakeholders' busy schedules during the allocated timeframe, the central-level stakeholders and Mindanao-based stakeholders preferred online interviews. The team planned for the national consultant to conduct interviews in Camarines Norte alongside a project monitoring visit, but the delay in issuing her contract meant that her travel was not permitted, and administrative processes precluded a later schedule. Therefore, the Camarines Norte stakeholder interviews were also accommodated online with minimal interruptions to internet connectivity as most of them were gathered at the town centre to attend the project's planning and monitoring discussions. The team had the opportunity to meet representatives from the Provincial government during the stakeholder meeting, to further explore the registration issues for small-scale mining operators.

The main limitation applicable to the evaluation in Indonesia was the early timing vis-à-vis the shorter duration of project implementation and full staffing. The full complement of staff was only complete in November 2022 and few interventions are underway at the provincial and enterprise level under Long-Term Outcome 2. However, it was timely for the evaluation to take place at this point in the project life to consider the project progress across both countries.

As noted above, apart from members of small-scale mining cooperatives in Camarines Norte, the evaluation did not include workers and community members among the interviewees as the project and its implementing partners have not yet conducted activities at the enterprise and community level. Workers could not be expected to comment on the relevance or effectiveness of the project interventions since they would not be aware of them. This presents a limitation in the evaluation's ability to comment on the relevance and validity of the project from the workers' perspective, since workers' organizations do not necessarily represent the perspectives of workers themselves.

3. Evaluation Findings

This section presents the findings in response to the evaluation questions, organized according to the criteria of design validity (section 3.1), relevance to stakeholders (section 3.2), coherence (section 3.3), effectiveness of the interventions (section 3.4), management effectiveness and resource efficiency (section 3.5), and potential impact and sustainability (section 3.6).

3.1 Project Design Validity

This section answers the evaluation questions concerning the validity of the project design to achieve the project objectives and the extent to which the gender dimension is adequately addressed in the design and interventions.

Feasibility of design scope, sub-sector selection and country phasing

The evaluation reviewed the development of the project design from the formulation in the initial technical proposal in response to USDOL's Funding Opportunity Announcement (FOA) to the project design presented in the Project Document submitted to USDOL in August 2021, and subsequent adjustments to the results framework.

The FOA (pages 12-13) requested grantees to address mining, agriculture and fishing sectors through outcomes focused on awareness of workers and employers at local levels, national government systems to promote compliance, and interventions focused on rights of rural women workers.⁸ The scope of three sectors and the multiple levels of governance and industry engagement, as well as the potential coverage of all labour standards, provided by the FOA made for a very ambitious scope, especially in the Philippines where all three sectors are addressed. ILO's design response narrowed the scope, through sub-sector selection and focusing the labour standards issues on those covered by national labour administration and OSH governance; but there remains a thin spread of human resources and time constraints, especially in the Philippines.

The evaluation affirms the project's design response to narrow the sub-sectors selected for the industry engagement component, and to limit the scope to the two sectors of palm oil and fish processing in Indonesia. However, the mining and fishing sectors in the Philippines both involve complex governance challenges and widespread labour standards issues, especially considering the variety of fishing catch methods in tuna, and the multiple inspection jurisdictions. The participatory process sub-sector selection could have included the criteria of available resources, establishing further limits to sub-sectors and/or sites. For example, the Philippines' project scope could have been narrowed to tuna processing or tuna fishing and one mining locality. However, fishing vessels were included as the stakeholders considered that the worst labour abuses occur on fishing vessels.

The challenge of the geographic scope was addressed in the design and implementation by working through implementation agreements (IAs) with social partners. However, project staff in the Philippines indicated that some direct liaison with local governments is still required for the community-level efforts, as well as monitoring of all project sites, presenting a challenge for management by the staff. The site locations could pose a challenge for monitoring in Indonesia, though staff did not raise concerns.

The USDOL FOA proposed a phased country implementation, first in the Philippines and then in the other selected country/ies, to apply the lessons and good practices elsewhere, and the project design initially followed this approach. However, after consideration of the specific context and needs in Indonesia, USDOL made further funding available through a cost increase, both to broaden the project scope in Indonesia's and accelerate its start, which the evaluation commends.

⁸ FOA-ILAB-20-07, page 12-13.

Validity of the *theory of change* and results framework

The project design rests on a comprehensive problem analysis in the technical proposal and project document that identifies the common poor working conditions in agriculture, fishing and mining in the Philippines, especially at the low tiers of the supply chains. These are characterized by non-standard forms of employment, informality, low wages or wages violations, unsafe and highly hazardous working conditions, limited opportunity for women and agriculture, fishing and mining dominated by male workers, low level of awareness of workers on OSH, gender, labour standards, limited rights to freedom of association and collective bargaining, and gaps in sector-specific standards.

The project-wide ‘problem tree’, identifies three sets of *contributing causes* of the conditions rural workers face in the target sectors: associated with:

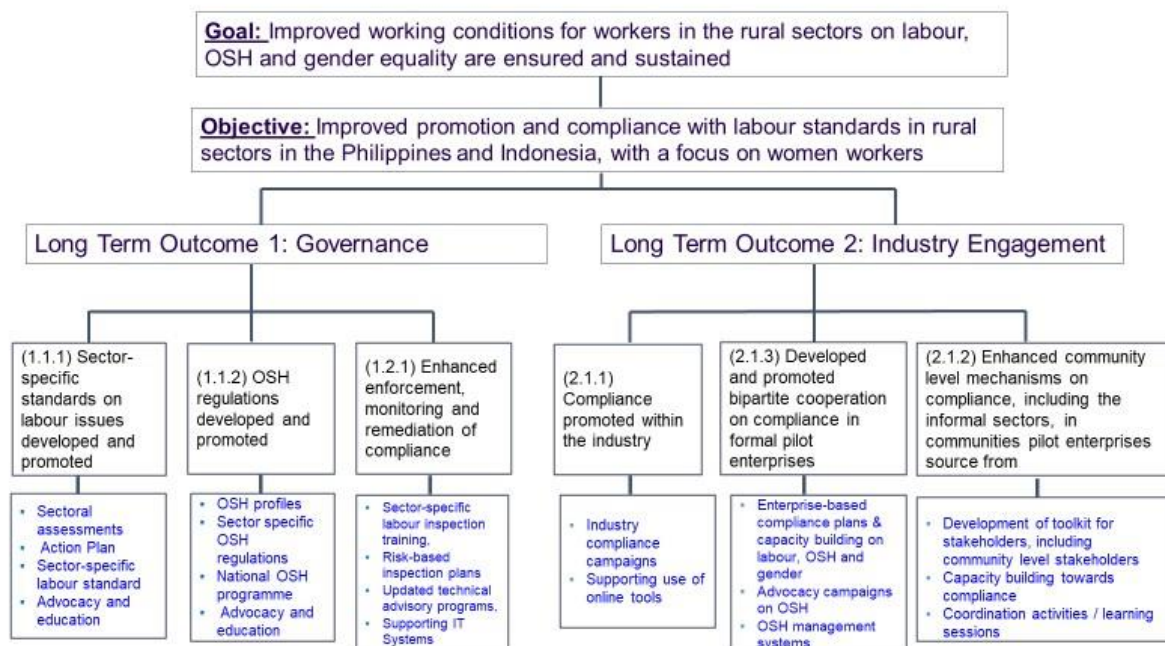
- 1) limitations of systems, policies and institutions arrangements, supporting enforcement and compliance,
- 2) limitations of systems for evidence-based and gender responsive service delivery,
- 3) limited awareness and capacity among workers and employers on OSH, labour standards and gender equality, benefits of supply chain compliance and how to promote these through bi-partite social dialogue or tripartite collaboration.

Addressing these issues, the project logic or *theory of change* proposes that both **governance-level enhancements** in systems for promoting labour standards compliance and gender equality; and an **improved industry-level enabling environment in the target sectors** are necessary to achieve the objective of improved compliance with labour standards in rural sectors in the two countries. Governance enhancements are proposed in three domains – sector specific labour standards, sector specific OSH standards and labour inspection capacity to reach the sectors. Strengthening the enabling environment is proposed through social partner capacity, pilot enterprise good practice models and community-focused demonstration models in the surrounding source communities.

The strategic vision of the project is to bring ILO’s expertise in OSH promotion, labour inspection, gender equality, social dialogue to build capacity for improving working conditions in countries in the Indo-Pacific, within the framework of the broader LABADMIN/OSH mission. Therefore, there is intended to be a coherence among the approaches and strategies between the countries, though the specific activities may differ and be adapted to the context. The evaluation notes that the design of strategies in both the Philippines and Indonesia is strengthened by the successful approaches established by previous ILO projects, in particular the CARING Gold Mining Project and *Building the Capacity of the Philippines Labour Inspectorate Project* in the Philippines, and the *Advancing Workers’ Rights in Indonesia’s Palm Oil Sector* project and former and ongoing fishing sector projects in Indonesia, as discussed further in the section addressing *Coherence*.

An overview of the Results Framework is shown in Figure 1, including the two main long-term objectives and the supporting chain of outcomes and outputs. For clarity, the medium-term objectives are not included in the Figure but are referred to in the text and presented in the full results framework on pages 4-5.

Figure 1. Overview of Results Framework



The OTLA MPGs applicable when the project was designed (MPGs 2019 and 2021) required projects to develop a linear causal-chain Results Framework from Output to Objective level, and the ILO adhered to this format.⁹ The results framework proposes two causal sequences leading to:

- LTO 1: *Enhanced national frameworks for compliance to labour laws, gender equality and occupational safety and health; and*
- LTO 2: *Enhanced enabling environment for promotion and compliance on labour laws, gender equality and OSH in rural sectors in pilot enterprises and communities.*

Towards LTO 1, the outputs and outcomes chains focus on three outcomes areas: (1.1.1) gender responsive national and regional tripartite systems for developing and promoting labour laws in the target sectors, centred on industry tripartite councils in Philippines and tripartite forums in Indonesia; 1.1.2) Enhanced frameworks for tripartite partners for OSH promotion in line with ILO Convention No. 187; and (1.2.1) Enhanced policy and processes for labour inspection on sector specific laws, OSH and gender issues.

Towards LTO 2, the logic proposes three results chains leading to an enhanced enabling environment at industry level in the selected sectors and pilot locations and enterprises, focused on: 1) improved capacity of the social partners to promote compliance in the supply chains; 2) Community level tripartite mechanisms addressing gender equality, labour standards and OSH in pilot communities are operational, and 3) workplace level mechanisms on labour laws, OSH and gender equality are implemented in pilot enterprises.

In line with results-based management principles, the elements in the proposed results sequences are well linked and stated in evaluable terms, although the wording of some STOs is overly complicated. There are some elements where the logic could be clearer, and more streamlined, but the evaluator does not consider these critical. For example, there is some redundancy between the short-term outcomes and the medium-term outcomes. MTO 1.1 is effectively an addition of its

⁹ [OTLA MPGs 2019](#); [OTLA MPGs 2021](#). The MPGs for 2022 no longer require projects to develop linear results frameworks and have simplified the number of levels in the Performance Monitoring Plan.

two contributing short-term outcomes, and MTO 1.2 only has one contributing short-term outcome focused on inspection. One flaw in the logic is that LTO 2 as expressed is limited to *pilot enterprises and communities*, whereas the supporting outcomes and activity outputs actually reach beyond the pilot communities via the social partners' campaigns.

Given that the industry-level component focuses on pilot models in enterprises and communities, there could have been more emphasis in the framework, via a short-term outcome, on the dissemination of pilot enterprise and communities' good practices, across the industries as well as upwards to the national governance structures. Lesson sharing among relevant stakeholders is made explicit under the community level chain, but not the pilot enterprise chain of results. Nevertheless, sharing good practices is captured in the Philippines' and Indonesia's sustainability plans, and in an output under the community level interventions. From the evaluator's perspective, this can be accommodated in the implementation and sustainability strategy, without need to adjust the Results Framework.

The evaluation affirms the common overall logic for both countries, that allows for some different areas of focus, such as a stronger emphasis on support to an ECMS in the Philippines. The project vision is that ILO principles, best practices and technical guidance, particularly on standards setting related to OSH, labour inspection and gender equality can be applied and lessons shared between the countries. The initial project document and budget provided a minimal component on sub-regional sharing, but this was increased with the cost modification – although there is no corresponding outcome in the results framework.

Regarding the design development process, the design contained in the initial technical proposal was refined substantially over a period of six months or so following the Award, as per USDOL Cooperative Agreement requirements. This framework subsequently underwent revision to the outputs and indicators in 2023, following inputs received from USDOL in response to the October 2022 Technical Progress report. While the revision process has improved the clarity of the framework, the evaluation observes that ILO needs to consider a six-month design review in the overall timeframe when developing USDOL project workplans and proposals. Refinements to the monitoring and evaluation indicators are discussed in section 3.5.2.

Gender equality issues and focus on women workers

The project document surfaces the labour standards and discrimination issues in general that affect women working in rural sectors, including poor OSH conditions, unequal wages discrimination. The designed strategies respond via a comprehensive gender mainstreaming approach. This is integrated in the language of the results framework, from output to LTO level where gender equality, labour standards compliance and OSH are integrated at every level.

The PMP indicators include a governance indicator on the number of partners by sector, that adopt measures to promote gender equality – Indicator 4), and the project objective indicator includes “Percentage of workers, especially women workers, who report an improvement of their working conditions”. Numbers of women participants in industry tripartite councils are also retained in indicators at the STO level.

A focus on women workers, as reflected in the project title is not highly evident in the design and could be strengthened in both the Philippines and Indonesia, ensuring the pilot models work in enterprises or their supply chains where women work, identifying OSH improvements benefiting women, ensuring women's voice and consultation in bipartite committees. Considering the fishing sector as an example, Indonesia's focus on the seafood processing supply chain provides ample scope for direct benefits to women rural workers, where most workers are women; while the Philippines interventions address the whole tuna supply chain, handline tuna fishing and processing, with a general analysis in the baseline study identifying the processing sector as the area where women dominate. However, there has not been a determination to prioritize processing

enterprises. The Project and partners see the need to work on vessels and processing since working conditions are seen as worse aboard vessels.

3.2 Relevance to Stakeholder Needs and Priorities

The relevance of the project's aims and interventions to its stakeholders' needs and priorities is critical to its value and success in achieving impact and sustained results. This section addresses the project's ongoing relevance to national needs and the priorities of the ILO's constituent partners, including adaptation to evolving national policy processes.

3.2.1 Philippines

In the Philippines the evaluation found that most constituent representatives find the project aims and strategies supportive and relevant to their priorities, apart from some divergence among the fishing sector employer representatives. The Project Advisory Committee (PAC) is well attended by a broad spectrum of constituents, an indicator of the project's relevance. Per constituent group, the responses regarding relevance are discussed below.

Government: The project is highly relevant to the expressed needs and priorities of the DOLE, the key government partner. Government representatives noted that the project builds on the relationships established and the strategies commenced under the Labour Inspection project (2015 to 2019), albeit with a narrower focus on inspection processes for the rural sectors. The project's key national government partner, the Department of Labour and Employment (DOLE)'s Bureau of Working Conditions (BWC), whose mandate is to implement policy on enforcement and remediation of labour standards under the Labor Code. Representatives of the BWC find that the project supports their priority to find more strategic ways to deliver labour inspection services, in a context of human resource scarcity and challenges reaching particular rural sectors and informal workers.

Regarding specific tools and approaches, DOLE staff interviewed at national level and regional director level appreciate the project's capacity building on SCP, which has begun to be rolled out by regional directors for inspection processes. The project's emphasis on tripartism is also closely aligned with DOLE policy, as seen in the ITCs. Significantly, the BWC appreciates the project's flexibility in supporting discussion of their evolving policies, including Department Order No. 238, Series 2023 on the "Rules on the Administration and Enforcement of Labour Standards pursuant to Article 128 of the Labor Code".

The OSHC Executive Director and staff informed the evaluation team that the project is very well aligned with their aims to provide OSH training to enterprise clients, including Basic OSH certification. They appreciate that the project helps OSH advocacy reach enterprises beyond the formal sector. However, they would like to see more focused and tangible advocacy activities rolled out by the project, with locally adapted IEC materials made available to workers and local communities. They look forward to the project working with local government units who can play a role in overseeing the implementation of OSH in informal sector workplaces.

Likewise, the Philippine Commission on Women (PCW) supports the aim of the project to promote rural women's rights at work and hence improve appreciation of rural women workers' contribution to food security and livelihoods. They value the data produced by the baseline study on the sub-sectors/supply chain points where women work and their conditions. They see the project as an opportunity to support the review of the existing *Magna Carta for Women* in the Philippine Congress. However, PCW would like to see the project focused more on women workers where they are situated in supply chains, rather than taking a broad gender mainstreaming approach.

Agencies including DENR and BFAR are hopeful that the project can assist in harmonizing the inspection guidelines among the related agencies. Although this is not stated as a specific project

outcome, the harmonisation of enforcement plans of different agencies if needed is within the scope of the project's support to gender-sensitive and risk-based enforcement planning.

Employers' organizations: The Philippines' national employer confederation, ECOP, is highly supportive of the Project and perceives that it aligns with their interests to promote compliance with "general labour standards",¹⁰ OSH and gender equality among their members. ECOP is firmly committed to implementing their programme of capacity building through pilot enterprises under the project.

For the banana sub-sector, the PBGEA representative finds that the project is helping to strengthen the tripartite partnership between government, employers, and workers, and noted that the PAOT approach is useful especially for small growers because they are often family operations with very few employees and cannot designate OSH officers.

Within the mining industry, Nickel Asia Corporation (NAC) expressed their strong interest in participating in the project as it supports their aim of lifting the whole Philippines mining industry to comply with international labour standards. They find that the project is highly relevant to their aims to address OSH, labour standards and gender equality in mining, especially among operators in their supply chains. As an interviewee from NAC said:

We want to have the whole industry's buy-in and compliance to general labour standards, gender equality, and OSH because there are a lot of employment opportunities in the industry, and a high demand for nickel.

In fishing and seafood processing, the SOCCSKSARGEN Federation of Fisheries and Allied Industries (SFFAI) covers fishing vessel operators and fish processing companies in the Mindanao region around General Santos port, while the SARGEN Fish Port Tuna Handline Fishing Associations (SARGEN) covers the smaller-scale pole and line tuna fishing operators. Interviews with representatives of both SFFAI and SARGEN suggested they appreciate the project's intention to improve working relations and address concerns of labour standards and OSH, especially in small-scale commercial fishing. SARGEN specifically noted their involvement in the ITC since their engagement with the project. However, their members are hesitant to join the project as pilot enterprises in part given their reluctance to engage with the trade union partners covering the sector.

Workers' organizations: The project engages with a wide range of workers' organizations, at national level and regional and sectoral levels. Among the trade union partners, the evaluation team interviewed representatives of IndustriALL, ALU-TUCP, FFW, regional representatives of NTUC (Davao del Norte) and SENTRO (General Santos), and the leadership of ALLWIES.¹¹

The evaluation found that workers' organization representatives are generally supportive of the project's focus on workers' rights and participation in social dialogue in rural sectors, especially in contexts such as fishing and agriculture where workers are less likely to be organized and where labour standards gaps proliferate. Some of the trade union representatives covering the fishing and agriculture sector regard the project's support as a valuable opportunity to promote "responsible unionism", to promote fishers' right to organize and to demonstrate to workers the role that the unions play in promoting decent working conditions in the sectors. Trade union representatives hope that the project can help improve the relations between workers' organization and the private sector. One of the representatives explained that the PAOT training is

¹⁰ Philippines' constituents refer to general labour standards and OSH standards separately.

¹¹ The evaluation team interviewed representatives of different workers' organizations separately.

helpful for workers and communities and is an accessible starting point for employers to gain an appreciation of OSH in the workplace, which the employers often see as an additional expense.

The Small-Scale Miners Association members in Camarines Norte find the project very relevant to their interests in gaining a voice in the governance of mining through the ITC. Considering the ongoing challenges to obtaining small-scale mining permission from the DA-BMG under the terms of RA7076, including the granting of a *Minahang Bayan* or common area where small-scale miners are permitted to operate, they would like to see further project support to the revision to the Small-Scale Mining Act, RA 7076 to facilitate their ability to operate legally. The challenges of gaining and retaining small-scale mining permits were highlighted during the recent expiry of their permits, and the difficulties in renewing them. The evaluation notes that ILO was engaged in supporting efforts to amend the law to make it easier for small-scale miners to be granted permits during the CARING Gold Mining Project, that concluded in 2020, but as the final evaluation of that project reported, despite the efforts, the hoped for amendments were not achieved during that project.¹²

A representative of ALLWIES is committed to engaging with the project to reach informal economy workers and would like to see the project leverage the *Mandanas Ruling* on funding to local government units to deepen advocacy at the community level.¹³

Highlighting the project's relevance to trade union interests, some leaders mentioned the challenges of red-tagging in the locations and sectors covered by the project, in the banana sector in Davao and mining locations in Caraga, including violent attacks on leaders.¹⁴ This also presents a challenge for the project to enable bi-partite dialogue in these localities, although ILO's tripartite approach is regarded as an advantage. Representatives highlighted the project relevance in supporting social dialogue in the industrial relations context in rural sectors where there are significant gaps in workers' organization and representation in bi-partite dialogues.

3.2.2 Indonesia

Government. The governance of labour standards, OSH and gender equality in the workplace in Indonesia is the responsibility of the Ministry of Manpower, through its national directorates and provincial labour Offices. While the overall policy direction is set by the national level, the operations of the labour inspectorate on the ground are relatively decentralised.

The project's main partner is the MOM, where the project engages chiefly with the *Directorate of Labour Inspection Norms Examination* and the *Directorate of Inspection System Development*, responsible for development of regulations and OSH inspection standards.

In 2021, the Minister of Manpower issued a reform plan across all labour and employment concerns, to be implemented through "Nine Big Leaps". Labour inspection is one of these key reforms, toward improved quality and effectiveness of the labour inspection system. The project supports this vision and fits well with the Grand Design of Labour Inspection Reform 2020-2034. In its 2020-2024 Roadmap the Ministry plans to strengthen the capacity of the labour inspectorate and the inspection procedures. According to senior MOM representatives of both the Directorate of Labour Norms Examination and the Directorate of Labour Inspection System Development, the project is highly relevant in building labour inspection capacity, supporting the Grand Design reform programme. MOM representatives informed the evaluators of the severe shortage of labour

¹² ILAB website. [QED Group and Institute for Development Impact. Final Performance Evaluation CARING Gold Mining Project January 2020](#)

¹³ World Bank 2021. <https://www.worldbank.org/en/news/press-release/2021/06/10/philippines-mandanas-ruling-provides-opportunities-for-improving-service-delivery-through-enhanced-decentralization>

¹⁴ 'Red-tagging' refers to targeted attacks on activists considered anti-government, including harassment of trade union leaders and members, initiated under the former administration, but reportedly continuing.

inspection resources,¹⁵. Rural sectors, including palm oil and fishing, and informal workers are often not reached by inspection services.

In this context, the MOM representatives appreciate the Strategic Compliance Planning approach that will be supported by the project, to prioritize sectors and enterprises for inspection.¹⁶ Staff of the Directorate of Labour Norms Examination also appreciated the opportunity to attend training in-person at the ILO's International Training Center in Turin, and other training in Bangkok, which enabled them to better understand the linkage between international labour standards and Indonesia's labour laws.

Representatives of the Directorate of Labour Norms Examination also opined that the support for update of the National OSH Profile and OSH programme matched MOM policy direction and needs, and the plan for project support to produce a sector-specific OSH Profile and OSH Programme.

The MOM officials are interested to receive further support for the labour inspection system in general, including potential support for developing an Electronic-Case Management System (ECMS), akin to that developed in the Philippines, as identified under output 1.2.1.2 in the workplan. However, there may be a tension between the MOM's vision of labour inspection that is not entirely in line with ILO instruments, in particular Convention 81. For example, due to limited human resources the inspectorate approach tends to rely on voluntary self-assessment by employers. technical support and the project's rural sectors focus.

At the provincial level, the project has recently helped to establish a tripartite forum in North Sulawesi toward improved governance of fish processing operations. The evaluation interview with the Office of Manpower and tripartite partners of North Sulawesi learned of their support for the project's planned interventions in seafood processing in the province.

Employers' Organizations. The evaluation team interviewed representatives of APINDO, the national employers' federation, and the Indonesian Pole and Line and Handline Fisheries Association (AP2HI), regarding the project's support to labour standards in fishing/seafood processing and with the Indonesian Palm Oil Association (GAPKI).

APINDO's fishing sector members' biggest concern is with frequently the changing regulations in the industry, and they are less focused on labour issues. APINDO hopes there are no more required certifications as the fishing companies struggling with many mandatory certifications.

Overall, the employer associations appreciate the ILO's interventions to help their members achieve good labour standards in the workplaces and supply chains, but there were some nuances to the support. AP2HI represent small and medium scale fishing and seafood processing - value ILO support to help their members comply with labour standards, recognising ILO as the international standard setting body, especially considering international buyer requirements and certification schemes. AP2HI representatives would like to see more focus on workers' responsibilities towards improved productivity, not only employers' responsibilities.

GAPKI welcome the project as support to industry sustainability given trade pressures for social standards compliance, and they are committed to working with the project as an implementing

¹⁵ According to MOM officials, the labour inspectorate has a total of 1,600 inspectors nationwide, to cover 26.7 million enterprises. Some 450,000 of them are large and medium size enterprises. The geographical distribution of labour inspectors across the country is also uneven: the number of labour inspectors is concentrated in the provinces in Java Island while there are on average less than 100 labour inspectors in provinces outside Java.

¹⁶ The Strategic Compliance Planning approach has been implemented by the ILO Palm Oil project, prior to the Rural Sectors project.

partner. GAPKI representatives believe that the project could strengthen social standards, including labour aspects of the Indonesia Sustainable Palm Oil (ISPO) standards.

Workers' Organizations. The evaluation team interviewed representatives from the spectrum of trade unions that participate in the project, including sectoral and non-sectoral unions: KSBSI, KSPN, KSPSI-CAITU, SAKTI (North Sulawesi fishers association) and SPPI. These interactions indicated that the partner TUs are concerned about the labour rights of workers in the target sectors and are committed to engaging with the project, especially in the wake of the COVID-19 pandemic and restrictive government employment policy in fishing.

Representatives of KSBSI expressed the value of the project to the sectoral unions covering the fisheries and palm oil sectors. They highlighted the significant health and safety risks to women workers, for example in the palm oil plantations, where fertiliser chemicals pose hazards and women work in very isolated locations. They also opined that the project helps trade unions to play a significant role at national, local and workplace levels, to promote labour standards compliance, OSH, and gender equality, as well as to strengthen social dialogue and partnerships with employers. Trade union representatives also highlighted the project's support to building their capacity in producing proposals, Monitoring, Evaluation and Learning, and in communications.

The evaluation team learned that trade union representatives are especially concerned about the loss of income to fishers and fish processing workers under the burden of government regulations, that effectively reduce fishing catches, and addressing livelihoods is their priority rather than ensuring labour standards compliance, and better OSH conditions. Trade union leaders also noted that fish processing is seasonal work and there are fluctuations in raw inputs, leading to precarious employment, especially in context of the Omnibus Law which makes it easier for employers to terminate employment contracts.

3.3 Coherence

This section assesses the project's alignment with other ILO interventions on workers' rights in rural sectors within country and global programming, other USDOL-funded projects, UN cooperative development frameworks and the UN Sustainable Development Goals. It begins with a project-wide lens and then considers coherence in each of the Philippines and Indonesia.

3.3.1 Contribution to ILO Programmes and Conventions

Contribution to ILO Programme and Budget. The project design contributes to four outcomes of the ILO Programme and Budget 2020-2021: Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue; Outcome 2: International standards and authoritative and effective supervision; Outcome 6: Gender equality and equal opportunities for all in the world of work; and Outcome 7: Adequate and effective protection for all at work, including Output Output 7.2. Increased capacity of Member States to ensure safe and healthy working conditions. Each Country Office reports on project contributions to these outcomes through its respective Country Programme Outcomes. The evaluation confirmed that the project contributes to these outcomes in its implementation. The Project also contributes to the same corresponding outcomes of the [ILO Programme & Budget 2022-2023](#)

Alignment with ILO Conventions. By design the project is intended to support the constituents' capacity to promote all international labour standards, including conventions ratified and not yet ratified by the Philippines and Indonesia. The project's central focus is on promoting compliance with the fundamental OSH conventions, C187 on the Promotional Framework for Occupational Safety and Health and C 155 The Occupational Safety and Health Convention; C81 on labour inspection and C129 on labour inspection in agriculture, C 188 on working fishing, C 190 on Elimination of Violence and Harassment, and C 176 on Safety and Health in Mines. Both Countries have ratified the fundamental Occupational Safety and Health Promotion convention C 187, but

not C 155. The ratification of the labour inspection convention (C81) has been under consideration for a long time in the Philippines, and in 2022 was submitted to the Senate for approval.

The project does not work directly on ratification of the relevant Conventions but builds the capacity of constituents to understand and promote the conventions. OSH promotion for rural workers is a central project priority, aligned with C187 and C155. The project has embedded information on the inclusion of OSH and one of the FPRW in capacity building in both countries. More specifically, in the Philippines the project provides ongoing support to the development of the OSH profile and national OSH programme promotes alignment of law and practice with ILO C187.

The Project's labour inspection capacity strategies in both countries are supportive of the requirements of C81 and C129 (Labour Inspection in Agriculture), Labour inspectors in Indonesia highlighted their raised awareness of international labour standards through attending the ILO International Training Centre course on international labour standards, supported by the project. Regarding C 190, the project has supported awareness raising focusing on the OSH dimension of gender-based violence in the Philippines, and in Indonesia has collaborated closely with the project on ratification of C190.

Coherence with ILO Safety + Health for All Programme. As mentioned earlier, the Project is implemented in the framework of the ILO Safety + Health for All Programme. Its strategies are directly aligned with those of the global programme; and its monitoring and evaluation reporting is integrated in the M&E system of the global programme. The Rural Sectors project receives extensive backstopping support from the Safety + Health for All Programme support team.

Support for the Sustainable Development Goals. On the SDG 2030 agenda, the project contributes to Goal 3 on good health and well-being, especially target 3.9 on environmental health; and Goal 5 on gender equality (targets 5.1, 5.2, 5.4, 5.5) in its aim to improve the rights and working conditions of women in rural sectors, implemented through a gender-mainstreaming approach. It also contributes to Goal 8 on Decent Work and Economic Growth, especially to targets 8.7 (Eradicate forced labour and child labour, end modern slavery) and 8.8 (labour rights and a safe working environment) throughout its designed outcomes.

3.3.2 Coherence at the Country-Level

In both countries the Country Offices and the project teams made concerted efforts to promote coordination and coherence among the related ILO projects under the respective Decent Work Country Programmes.¹⁷ The project also aligns with the respective ILO contributions to the joint UN programming under the [UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery | United Nations in Philippines](#) and the [UN Sustainable Development Cooperation Framework Indonesia 2021-2025](#). The details of these efforts are discussed below.

Philippines

It is evident from the document review and from stakeholder interviews that the project has built upon the success of previous related projects in the Philippines, including two USDOL-funded projects, the CARING Gold Mining project that concluded in 2020; and the labour inspection project (Building the Capacity of the Philippines Labor Inspectorate, 2014 to 2019), representing programmatic continuity in the country.

Regarding current programming, the project has taken advantage of opportunities to conduct joint activities with the Ship to Shore Rights Southeast Asia regional project, focused on migrant fishers' rights, in issuing a joint IA to SENTRO. The two projects have coordinated to work in different geographic locations– the Rural Sectors project in General Santos, and the Ship to Shore Rights

¹⁷ The evaluation team confirmed that the funds of each project are allocated to separate activities when interventions are conducted jointly or in a complementary manner.

project in Sarangani province, assigning respective project budgets separately per intervention area. The project also coordinates with the European union-funded Trade for Decent Work project (January 2021 to December 2023); for example jointly facilitating the trade union consultations on the trade unions' unified 15-point labour agenda, in which OSH, gender equality at work, workers' role in promoting compliance to labour standards, and labour inspection are key components.

The Project has also collaborated with two Japan-funded projects, the Bringing Back Jobs Safer COVID-19 response project and the Achieving a Reduction of Child Labour in Support of Education project, working in the Bangsamoro Autonomous Region, for example, sharing the Participatory Action Oriented Training approach with their teams.

Indonesia

In Indonesia, the Country Office and the related project teams have ensured that the project fits coherently within ILO's project portfolio in support of the tripartite [Decent Work Country Programme Indonesia 2020-2025](#). The rural sectors project supports two of the three Country Priorities – Country Priority 1. Effective social dialogue that promotes sustainable business and workers welfare, and Country Priority 3 – Enhanced Protection for Vulnerable groups of workers. Through the DWCP, the ILO has established a strong sectoral approach, including the fishing and agriculture sectors. Under the direction of the Country Director, the programming unit, together with relevant project teams have pursued a well-coordinated approach to implementation of projects addressing related sectors and themes.

The Country Office implements four other projects that are related to the Rural Sectors project:

- Ship to Shore Rights in Southeast Asia (1 August 2020 - 31 July 2024)
- Alliance 8.7 Accelerator Lab multi-country project on Forced Labour and Child Labour - with a focus on fishing in Indonesia (January 2021 - September 2024 in Indonesia)¹⁸
- Advancing Workers' Rights in Indonesia's Palm Oil Sector (7 September 2019 - 31 August 2023)
- Promotion of C190 ratification and prevention of violence and harassment at work (21 September 2021 - 30 April 2023)

For the fishing and palm oil projects and the rural sectors project, the Country Office convenes two joint Project Advisory Committee meetings on a sectoral basis, to identify synergies between them and to avoid confusion among the partners. This has worked well according to the staff and partners; however, it also means that PACs are not held very frequently, at least once annually, and the project may not receive as much guidance from partners as it would via a project-dedicated PAC. The Rural Sectors project took advantage of resources of the Promotion of C190 project, to strengthen its gender component.

Within the **fishing sector** projects, the teams have made extensive efforts to avoid duplication; for example, by focusing on seafood processing in the Rural Sectors' project and both fishers on board commercial fishing vessels and processing in the Alliance 8.7 and 'Ship to Shore Rights' projects, which targets the needs of migrant fishers, both international and domestic migrant workers. Since the Alliance 8.7 project will conclude in Indonesia in September 2024, the present project may continue support to the work on harmonized fishing vessel labour inspection processes.

Regarding the **palm oil sector** work, there was a potential for duplication since both the existing palm oil project and the 'rural sectors' project work with the same social partners, namely the palm oil industry association (GAPKI) and the related trade unions under the Palm Oil Trade Union Network (JAPBUSI). To address this, the projects have set up a joint PAC for coordination. The distinction between the two projects is that the forerunning palm oil project has a stronger focus

¹⁸ https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/publication/wcms_844979.pdf

on freedom of association and collective bargaining among palm oil workers, while the rural sector project focuses more on OSH and other labour standards. Thus, the Rural Sectors project can benefit from the consolidated social dialogue developed by the Palm oil project and can build upon the good work that the palm oil project has paved by strengthening social partners' OSH and gender equality capacity. The palm oil project also introduced the Strategic Compliance Planning approach for inspection. The Rural Sectors project avoids some of the results framework outputs that are covered under the palm oil project – namely outputs 2.1.3.1 (bi-partite compliance mechanisms in the pilot enterprises) and 2.1.3.3 (OSH management systems in the pilot enterprises), as noted in the Project Document.

Another key example of activities and resources where the project has collaborated with other ILO projects is gender rights advocacy through the project on ratification of C190, where the coordinator has acted as a resource person to the Rural Sectors project.

Cooperation with the USDOL SAFE Seas project

The project's timeline intersected with that of the USDOL-funded SAFE Seas project implemented by Plan International during 2018 to 2022. As far as the evaluation can ascertain, there was little coordination between the Rural Sectors project and the SAFE Seas Project in the Philippines, however, the ILO regional labour inspection specialist recalled that the Plan International team approached the ILO for guidance on labour inspection approaches in fishing. Such cooperation may have been valuable, particularly in the Philippines where both projects focused on labour rights on fishing vessels and ran in parallel. SAFE Seas focused on preventing forced labour and trafficking in fishing vessels in the Philippines and Indonesia, but in practice addressed issues of labour inspection and remediation of grievances across the spectrum of labour standards.¹⁹ The SAFE Seas project produced a gender study on the impact of fishing on female relatives of male fishers (Rapid Asia, 2020), and conducted training for relevant enforcement agencies to trial harmonized approaches to labour inspection in General Santos City and Palawan, towards the eventual aim of national policy on harmonized inspection in fishing.

In Indonesia, the ILO's Alliance 8.7 project shared consultations with the SAFE Seas project regarding a harmonized approach to fishing vessel inspection that was piloted by that project in North Sulawesi as noted in the SAFE Seas final evaluation. The Rural Sectors project team was aware of the SAFE Seas project, but exchange of information and resources was minimal given the Project's focus on fish processing rather than vessel workers. There may be an opportunity for the project to strengthen the fishing workers' organization, SAKTI, that was supported by SAFE Seas project in North Sulawesi, which set up a group called SRIKANDI in 2022, to promote the rights of women workers in seafood processing; as well as to explore linkages with the community networks established in Bitung port in support of fishing vessel workers and their families through the Fisher Centre, in the case that fish processing workers are found in the same communities.

3.4 Effectiveness of Interventions

This section examines the extent to which the project is on-track toward achieving its intended outcomes in the Philippines and Indonesia, drawing on the project's reported results as well as qualitative stakeholder accounts of intervention effectiveness, and analyses the factors affecting the achievements. It also addresses the evaluation question regarding the extent to which the project has maintained a focus on women workers and paid attention to the ILO's cross-cutting policy drivers.

¹⁹ [SAFE Seas Final Evaluation Report.pdf](#) ILAB website. Only government, employer and civil society partners were involved in the SAFE Seas project in the Philippines. In Indonesia, government, employers and trade unions participated.

For both countries, many of the Performance Monitoring Plan (PMP) reported outcome indicators revised for April 2023 reporting,²⁰ do not have targets applicable for the current reporting period (October 2022 to March 2023) and therefore have not reported the results for most of the indicators. The evaluation analysis therefore rests more on the evaluation interviews and TPR narrative reporting. **Annex D** provides a summary of the latest PMP reported results for the Philippines and Indonesia.

3.4.1 Effectiveness in the Philippines

Implementation Progress

Overall, the project has made significant progress in the Philippines, especially under LTO 1 governance interventions, while it is making headway on LTO 2 industry-level interventions; but it has experienced significant implementation delays particularly affecting the industry engagement interventions through enterprises and community entry points. The evaluation team considers that the governance outcomes are likely to be achieved by the end of the project, while there is a significant risk that the industry engagement outcomes may not be achieved to a sustainable level by end of 2024.

As of end of May 2023, (when the MTE completed data collection), the project has been underway in the Philippines for 30 months, over half of its four-year duration. While the Project Manager and M&E Officer were in post in January 2021, full staffing was achieved by April 2021, with the appointment of the Administration and Finance Assistant.

In 2021, implementation focused on inception activities, including the launch of the project and on building partnerships with the constituents, establishing a broad and participatory Project Advisory Committee in the first quarter. During 2021, the project also determined the criteria for the project areas and sub-sectors in consultation with the partners, completing the selection of the sub-sectors and locations in late 2021. The full project document and results framework updating the initial project proposal was completed in August 2021. In 2022 the project developed and rolled out various capacity building activities for the tripartite partners. However, sub-awards with trade union and employer organization partners to commence industry-level pilots towards under LTO 2, due to begin late 2022 or early 2023, have been delayed by several months.

Progress was affected by the COVID-19 pandemic and the government restrictions on movement in 2021. This meant that most project meetings had to be held online in 2021, and it was difficult to advance communications in the remote planned implementation sites. Provincial target sites were selected in consultation with the constituents in mid-late 2021, (DOLE's Bureau of Labour Relations issued a memorandum on behalf of ILO requesting the cooperation of the relevant regional offices in 3rd quarter of 2021), but the project team only visited provincial partners in 2022 and 2023. Additionally, national elections, were held in the Philippines on May 22, 2022, and the Project team needed to re-build partnerships and buy-in of the new incumbents.

The Project commissioned the Baseline Study and Sectoral Assessment to a consultant company, Rapid Asia Inc., in November 2021, with data collection in both the Philippines and Indonesia completed in May 2022. The draft findings were presented to stakeholders for discussion and validation in June 2022; however, the final approval of the report was delayed until end of May 2023. The report underwent a thorough review process by project staff, ROAP specialists and HQ officers, requiring a series of revisions. This review process may have improved the quality of the report but its value in serving baseline figures and to some extent the development of strategies has diminished in both countries. However, the Philippines stakeholders were able to utilize the draft report findings in developing DOLE's Strategic Compliance Plans in mid-2022. The project's

²⁰ Streamlined to produce a set of 12 indicators at MTO and LTO level. Many of the targets are established for the second semester reporting of 2023 or 2024.

pace of implementation was affected by turnover in the Programme and Administration Officer position during 2022, which delayed administrative processes and impeded the delivery of some activities, as discussed further regarding *Efficiency*.

The following discussion examines the achievements and challenges in the Philippines toward each of the project’s long-term outcomes.

Progress towards enhanced governance outcomes - LTO 1

Typically, the evaluation would compare the Performance Monitoring Plan (PMP) indicator results with the targets for the period; however, as noted above, the revised set of indicators reported to USDOL operate at the MTO and LTO level and most do not have reported values for the current reporting period (October 2022 – March 2023). The following analysis integrates the indicator results where they are applicable but focuses on a qualitative analysis of the results achieved, and the factors affecting progress. The relevant short-term outcomes (paraphrased for brevity) are STO 1.1.1 - strengthened tripartite frameworks for compliance with labour standards and improve gender equality in rural sectors; STO 1.2.1 - sectoral OSH frameworks strengthened (1.1.2); and (1.2.1) enhanced labour inspection and remediation systems for rural sectors.

Table 5 provides a summary of key achievements.

Table 5. Key Results on Improved Governance Frameworks for Compliance - Philippines

| # | Outcome | Key Progress - Narrative |
|---|--|---|
| LTO 1: National frameworks for compliance to labour laws, gender equality and occupational safety and health (OSH) in rural sectors are enhanced | | |
| MTO 1.1. National and regional tripartite mechanisms of industry tripartite partners in (1) mainstreaming gender and sector specific labor issues in industry tripartite councils and (2) Occupational Safety and Health in line with ILO Convention No 187 are enhanced | | |
| STO 1.1.1 | Enhanced Tripartite systems for developing and promoting labour laws in target sectors | <ul style="list-style-type: none"> • Capacity for sectoral compliance planning built among industry tripartite councils (ITCs). Of the four target ITCs, Camarines Norte Mining ITC has begun implementing its sectoral plan. • Strengthened ITCs for mining, banana and fishing in 4 regions • Small-scale Miners Association of Camarines Norte assisted to join the mining ITC • Built capacity of tripartite partners to promote gender equality through understanding on related conventions including C190, C111, and national laws |
| STO 1.1.2 | Promotional framework for safety and health at work developed in the target sectors Indicator 2. Number of adopted new or revised OSH Policies, Programmes, or Profiles that are responsive to the needs of the target sectors Result: In progress | <ul style="list-style-type: none"> • TOT package for PAOT introduced to national and regional constituents. 339 participants in training and awareness raising on OSH in the sectors. • Practical guide for Work Improvement in Fishing being finalised (note: the project TPR also reports this under STO 2.1.1) • Collaboration with DOLE on re-convening the government members of the OSH Inter-Government Coordination & Cooperation Committee (OSH-IGC3) |
| MTO 1.2. Enhanced and improved gender-responsiveness of government’s monitoring, enforcement, and remediation of labour standards and OSH | | |
| STO 1.2.1 | Inspection policy and processes on sector-specific labour laws, OSH and gender issues are improved | <ul style="list-style-type: none"> • Successful promotion of participatory approach to compliance planning for the labour inspectorate • 16 DOLE regions supported to develop Strategic Compliance Plans following the Executive Course training in February 2023 • Project support to the review and amendment of labour inspection rules, including the new labour inspection rules issued under DO 238-23 (2023), review of DOLE DO 183-17, and ongoing review of DO 198-18 on implementing rules and regulations for the OSH law. |

The details of progress for each short-term outcome are discussed below.

Sector-specific standards on labour issues developed and promoted through national and regional tripartite systems (STO 1.1.1)

The Project has made strong progress on tripartite implementation of sectoral compliance frameworks at the regional and provincial level. The central strategy is to work through the Philippines Industry Tripartite Council structure at regional level and the National Industry Tripartite Peace Council at national level. In 2022 and the first half of 2023, the project made substantial progress towards enhancing tripartite structures for compliance through the existing sectoral Industry Tripartite Councils that are convened by regional DOLE Offices in the respective provinces/regions. The approach was to support tripartite partners in the ITCs to develop sectoral compliance plans during the Baseline Study Validation Workshop in June 2022, using the Strategic Compliance Planning process of LABADMIN/OSH usually used to strategize labour inspection.²¹ The process involves analysing the drivers of compliance and non-compliance and enables the partners to reach a consensus. Each of the participating sectoral ITCs (mining in Camarines Norte, Banana in Davao del Norte, mining in Caraga and fishing in General Santos) developed plans or proposals for addressing compliance issues from a variety of dimensions, that can be supported by the project or may be carried out by the ITCs on their own.

Some regions such as Region V (Camarines Norte) and Region XII (covering fishing in General Santos and Sarangani) have taken these plans further, without Project assistance. For example, Region V issued a directive to the Field Office requiring it to act on the plan, followed up in succeeding meetings, including engaging other agencies such as the technical skills training development authority (TESDA). Region XII reviewed its Voluntary Code of Good Practice for fishing, and though some of the partner unions perceive this sceptically, the Project team views this as a leverage point.

According to Project staff and DOLE government ITC members interviewed by the evaluation team, the project has helped to revitalize the ITCs in the four target areas and place labour standards, gender equality and OSH higher on their agendas. A DOLE representative in Camarines Norte was especially appreciative of the Project's support to the ITC for mining.

Significantly, the project assisted the two small-scale miners' associations in Camarines Norte province to be represented in the regional Mining Industry Tripartite Council. However, as representatives of the Camarines Norte province DOLE and the project team highlighted, SSMs have faced numerous obstacles, including operational issues due to the COVID-19 pandemic, flooding of their tunnels and raids on the mining sites because they are using equipment prohibited for small-scale mining operation under the RA 7076; and cessation of operation following the expiry of their mining permits in April 2023 which could not be renewed for a period of months due to the licensing requirements and prohibitive costs of small-scale licensing regulations set by the Small-Scale Mining Act. Both the Camarines Norte SSM associations were subsequently able to secure the extension of their contracts; however, this exposed the vulnerability of the miners' incomes, and also posed a risk to the project's planned interventions if mining operations ceased.²² With the support of the project, the SSM association was able to submit proposed amendments to the RA 7076 to congress through a workshop facilitated by the ALU-TUCP. The project is considering a future strategy under LTO 2, to help link the mining communities with livelihood programmes available under DOLE or other government agencies, as well as to collaborate with tripartite partners toward revision of the RA 7076.²³

²¹ ILO SCP brief. https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---lab_admin/documents/publication/wcms_606471.pdf

²² One of the associations has secured an investor and mine rehabilitation is about to start, presenting an opportunity for the project to support operations aligned with labour standards.

²³ The RA 7076 law imposes requirements that are extremely difficult for the SSMs to comply with, therefore the Project deems it important to work at the policy level.

The project has been active in developing its Gender Mainstreaming Strategy for the Philippines in the last reporting period. With support of an ILO Junior Professional Officer, the project developed a comprehensive Gender Mainstreaming Strategy, to be applied in the Philippines and already promoted for adoption by the employer and trade union partners. Among the social partners, Industrial Philippines and pilot enterprises in large-scale mining have expressed particular interest in focus of interventions in this area.

Gender mainstreaming capacity was also the focus of capacity building for tripartite partners in cooperation with PCW, addressing gender gaps in the three sectors and rights on maternity protection (C183), violence and harassment (C190) and discrimination and employment (C 111), and national laws. These developments are constructive at the level of partner policies and national frameworks; however, few tangible actions at the industry level are reported, apart from a female representative of the mining managers in the Region V ITC.

Under this STO, the project's Baseline Study and Sectoral Assessment was intended to contribute to IEC campaigns and to guide the development of technical briefs to guide tripartite discussions on priority policies. There were concerns regarding the depth of analysis of sectoral conditions in the study, and the delayed release of the report contributed to delay of these activities. The project is exploring an alternative to technical briefs, via coordination with Fair Work Ombudsman Australia on high level sharing on proportionate approaches for labour standards enforcement.

Promotional framework of industry tripartite partners for OSH in the target sectors (STO 1.1.2)

Capacity development. The project has made gradual progress in its efforts toward an improved promotional framework for promotion of safety and health at work. Most of the effort so far has focused on developing capacity among the tripartite partners, national and regional for delivering a package of general participatory approaches and sectoral guidance for the promotion of OSH, with support from the regional Senior OSH specialist. 98 representatives (M:36%; F:64%) participated in events to secure appreciation for the ILO's *Participatory Action Oriented Training (PAOT) Approaches on OSH*, including an introductory webinar, Tripartite Workshop and TOT for the fishing and banana sectors conducted in 4th quarter of 2022.

Participants interviewed found the training useful towards providing an accessible entry point to OSH for small-scale producers in banana and in fishing. The approach is not intended to replace the mandated Basic Occupational Safety and Health (BOSH) safety officer training for enterprises overseen by the OSH Center under DOLE, but to provide an accessible OSH entry point for small enterprises. The ECOP representative notes that the PAOT approach is less threatening than the BOSH approach and sends a message that "Anyone can do it". However, the approach is not treated as a substitute for the government required Safety Officer training, or the sector-specific Basic Safety Training for fishing vessel workers.²⁴ The PAOT material can be used to supplement the required Safety Officer 1 training as a simplified hazard assessment tool. Regarding the application of PAOT training in fisheries, a BFAR representative noted:

It was very relevant because the speakers introduced low-cost practices. The module was very simple and could be presented in 2 to 3 hours. It can be recommended for other sub-sectors in agri-fisheries.

The project team noted that the PAOT approach can be promoted as part of BFAR's training programme for fishers and communities. The project intention is that regional tripartite constituents who have participated in the training of trainers, will be able to cascade the approach to local counterparts, beginning in the target localities. However, the plan is not very clear to the

²⁴ Through another project, the ILO is revising the content of BOSH Safety Officer 1 training using the PAOT tools.

training participants, according to evaluation respondents, such as ECOP and BFAR (General Santos) representatives, who expressed they are not certain what the roll-out plan is. The Project team noted that roll-out is planned to be integrated through the IAs of workers and employers, but this appears to require clearer communication to the partners.

The project has benefited from the expertise of its regional OSH Specialist to complete a Practical Guide for Work Improvement in the Fishing Industry (WIFI), using the PAOT approach. The draft guide is complete and awaiting final ILO approval. In the banana sector, TOT training has been conducted based on the existing ILO *Work Improvement in Neighbourhood Development* materials. Development of a participatory OSH guide for mining is in process. The OSH Specialist noted that mining is a new area for the ILO to develop the PAOT approach, although the principles are the same.²⁵

In terms of OSH training capacity more generally, the Executive Director of the OSH Center observed that it is difficult to meet the demand for Safety Officer Level 1 training, noting the possibility that trade union partners could be accredited as safety training providers.

Sectoral OSH Profile and Programme development: Regarding the aim of developing a sectoral OSH policy and programme, the project is adapting to the Government agenda to re-convene the OSH Inter-Government Cooperation and Coordination Committee on OSH (OSH IGC3). Based on the OSH profile, the OSH IGC3, together with social partners plans to develop a National OSH Programme toward the country's C187 commitments, due for reporting to the ILO this year. A national OSH profile and OSH programme are requirements under C 187. The project's progress report for April 2023 also notes that the Philippines has begun its legal framework gaps analysis with the ILO OSH convention, C 155.

Sectoral and gender-responsive labour inspection enhancements (STO 1.2.1)

The key success achieved towards the introduction of sectoral and gender-responsive approaches is through the application of the SCP methodology, delivered through an Executive Course on Strategic Compliance Planning for regional DOLE managers in February 2023 facilitated by the regional Labour Inspection Specialist. The course introduced the analysis of drivers of compliance and non-compliance together with inspection data, leading to more effective use of resources by targeting sectors with significant compliance gaps. As an outcome of the course 16 DOLE regions developed Strategic Compliance Plans, and among these the project's four pilot regions reflected the project focus sectors. DOLE has since supported follow-up workshops of the field offices, focused on translating these into more operational plans.

The project's strategy on supporting labour inspection enhancements towards sector-specific approaches is to coordinate with the government's agenda for labour regulation review focused on amendment of Labour Inspection rules under DO 183-17 (amended in 2023 under DO 238-23), and DO198-18 (Implementing Rules and Regulations on OSH Law). To this end, the project contributed to discussions in early 2023 on more strategic inspections and strengthening of technical advisory visits to support compliance of micro-enterprises and SMEs. These policy discussions are expected to shape inter-agency coordination in fishing, mining and agriculture, including the review of DO 156-16 guidelines on working and living conditions on commercial fishing vessels.

²⁵ In this regard it may be helpful to draw on expertise of ILO's SECTOR branch which has developed guidance on small-scale mining in small scale surface mining, although small-scale mining in the Philippines is mainly done by tunneling. [Safety and Health in Small-scale surface mines.pdf](#)

DOLE leaders and representatives of other Departments informed the evaluation team of the continuing need to harmonise inspection processes in fishing as well as mining.²⁶ The DENR-BMG representative, for example, noted that there is confusion about the roles of the DOLE and DENR inspectors both having jurisdiction for mining inspection.

Regarding enhancement of the ECMS system, the project team has explored areas of support with DOLE, including the use of chatbots as part of their online compliance portal. However, no substantive progress has been reported toward this output (1.1.1.2) apart from drafting of the TOR for the enhancement of the online system to include the chatbot and submission of administrative requirements to enable inspectors to conduct more targeted visits.

Progress towards Industry Engagement Outcomes - LTO 2

Many of the activities towards LTO 2 had not commenced as of March 2023 reporting; however, extensive preparations for the launch of the enterprise pilots through ECOP and the trade Union capacity building partnerships are underway. The project has made most progress in capacity building of the social partners, as part of the outputs related to awareness campaigns by ECOP and the trade unions.

The project is developing a tailored, multi-pronged strategy for engagement with pilot enterprises, and workers in their supply chains, and with communities, focusing on informal sector workers, with nuanced approaches per sector. It will be partnering with ECOP to reach formal enterprises and their supply chains in large scale mining, banana and fishing, and with various trade unions for awareness raising among informal workers in particular sectors and locations, and with local government units and other local structures, to reach communities around the selected sectors. This strategy is evolving as the interests and strengths of the potential partners are explored, but overall, the process is delayed relative to the workplan. Based on the project's workplan tracking, sixteen out of 22 activities had not yet commenced as of end of March 2023 status, while two or three more were ongoing by May 2023. **Table 6** summarizes the key results achieved per short-term outcome for LTO 2.

Table 6. Key Results towards Industry Engagement - Philippines

| # | Outcome | Narrative result as of April 2023 |
|--|--|---|
| LTO 2: Enhanced enabling environment for compliance with labour laws, gender equality and OSH in rural sectors in pilot enterprises and communities | | |
| MTO 2.1. Mechanisms and structures that promote compliance with labour laws, gender and OSH in the supply chain of rural sectors, pilot enterprises and their communities are enhanced | | |
| STO 2.2.1 | Improved capacity of employers and workers organizations to promote compliance in supply chain of target sectors | <ul style="list-style-type: none"> • Implementation Agreement signed with trade Union SENTRO in General Santos City, to raise workers' awareness of workers' rights and extend SENTRO's reach in the fishing sector • Training on labour standards and gender equality • Support for Basic OSH training by ECOP • Proposals being finalized with trade unions FFW and ALU-TUCP to reach workers in the informal sector with awareness raising on labour laws, OSH and workplace gender equality |
| STO 2.1.2 | Community level tripartite mechanisms on gender equality, and labour and OSH in pilot communities operational | <ul style="list-style-type: none"> • Department of Industry and Local Government has endorsed the project to pilot communities • Project team recently held meetings with chief executives in Surigao Norte (mining), Davao del Norte (banana), General Santos (fishing) and Camarines Norte (small scale mining) |
| STO 2.1.3 | Gender responsive workplace level mechanisms on labour laws compliance and OSH are implemented | <ul style="list-style-type: none"> • Progress toward the output delayed, but an agreement with ECOP was ready for approval in late June 2023, addressing enterprise pilots in the banana, large scale mining and fishing sectors, in coordination with sectoral employers, PBGEA, SFALL and SARGEN |

²⁶ The SAFE Seas project supported piloting of harmonized approach to labour inspection of fishing vessels in General Santos, but it has not been institutionalized nationally.

Employers' and workers' capacity to promote compliance with labour laws, gender, OSH in the supply chains of target sectors (STO 2.1.1)

Towards this outcome, a range of awareness and capacity building activities have been conducted, including 702 tripartite partner participants.²⁷ Much of the effort towards this outcome is focused on capacitating several key trade unions to conduct outreach campaigns in sectors and locations, according to their strengths and priorities, while avoiding conflicts. An IA has been signed with SENTRO in collaboration with the Ship to Shore Rights Project that aims to improve capacity of SENTRO and its affiliates to reduce abusive and exploitative labour practices through strengthening SENTRO's capacity in organizing and educating workers on labour standards compliance issues in the SOCCSKSARGEN region²⁸. SENTRO sees this engagement as an opportunity to promote union membership and help workers exercise their rights.

The project has also won the commitment of several other trade unions (FFW, ALU-TUCP), and the Alliance of Workers in the Informal Economy (ALLWIES) to join the project in reaching informal workers in other sectors. FFW will focus on reaching workers in the mining supply chain in Caraga region, through an IA under negotiation. This will include the organization gaining accreditation as a Safety Training Organization for rural workers and delivering OSH training integrated with labour standards compliance. Other unions, ALU TUCP, Kilusang Mayo Uno (KMU) and ALLWIES informal economy workers' alliance, are also discussing proposals.

On the Employers side, ECOP has been highly supportive and has conducted a webinar series on Responsible Business Conduct for the ITCs, to encourage member enterprises to engage with the project, and has also provided training slots in its OSH academy for fishing industry companies which are SFFAI members.

Some of the activities to be implemented under this STO are planned for later in 2023 and 2024, including the capacity building of workers and employers on the use of sector-specific online systems or tools for information campaigns, enterprise assessment, case management, and reporting and monitoring on compliance.²⁹

Gender-responsive workplace level mechanisms on labour laws compliance and OSH (STO 2.1.3)

The project has made gradual progress on the workplace level engagement through pilot models of good practices in formal sector businesses in the target sectors. The interventions are intended to strengthen bipartite workplace social dialogue on labour standards compliance, OSH improvements and gender equality, primarily in the formal tier of enterprises.

ECOP is the key partner to implement this major project initiative, under an IA that has been under development for the past year. While ECOP leaders are enthusiastic about implementing the activity, they have been waiting a long time for the proposal to be finalised and approved. The status as of writing is that the IA contract is awaiting Country Office approval, before submitting to the ROAP Regional Director. ROAP approval and signing of the agreement is anticipated in early August. The reasons for the delay include technical and budgetary revisions related to the expansion of the scope, and the length of time that has been required for technical as well as administrative approval processes at the Country Office and Regional Office levels. All implementation agreements require endorsement of the Country Director and approval of the Regional Director.

²⁷ Source: Project presentation to MTE team, 3 April 2023

²⁸ SOCCSKSARGEN refers to the region covering South Cotabato, Cotabato, Sultan Kudarat, Sarangani and General Santos City on the island of Mindanao.

²⁹ Under the SENTRO implementation agreement, enterprise assessment and case management are outputs of the Ship to Shore Rights project.

An ECOP representative observed that the preparation for the Agreement involved extensive consultation with business sectors and associations in the sectors and areas, and explained the approach:

We really need to engage them (the business associations), in a way to capacitate them to provide direct services. It is not ECOP providing direct service to workers because we are not located there. It is us capacitating our industry association partners and then they will provide those services directly to their members in their regions.

The selection of pilot enterprises is expected to occur once the Agreement is in place; however, through preparatory discussions in the mining sector the Nickel Asia Corporation is ready to participate as a model of good practice, and has nominated two subsidiary companies, Hinatuan Mining and Taganito Mining, both in Caraga region.

ECOP and PBGEA representatives shared concerns with the evaluation team about attracting enterprises in the fishing industry and banana sector to participate, given the resistance to trade union representation in their workplaces among employers, and hence to improving bipartite dialogue. Potential companies have been identified in the initial scoping, but their participation is not secured. Enterprises and their associations are concerned that the project will push them on Freedom of Association rights, and as noted earlier, the trade union partner working in the fishing sector is not favoured by the industry.

Given the potential obstacles to working with enterprises directly, the project team is considering how to re-strategise this course for the fishing sector in particular; possibly relying on the regional Fishing Industry Tripartite Council to influence the fishing and processing enterprises. The project team noted that the ITC has recently launched an upgraded Voluntary Code of Conduct, which offers the project a leverage point.

Meanwhile, the project has begun developing participatory OSH tools to introduce on the fishing and banana sector pilots, as discussed earlier and has conducted orientations on the PAOT approach for members of the banana and fishing ITC members.

Community-level tripartite mechanisms for gender, equality, labor and OSH in pilot communities (STO 2.1.2)

The project team is at the early stages of preparation to implement the community-level interventions. The project plans to work with local government units (LGUs) to mainstream labour standards compliance in local governance. Although community-level activities were initially conceived to occur through the workers' and employers' implementation agreements, they often lack experience working with LGUs. Therefore, the project team, in consultation with ILO Manila, is exploring other partnerships, including with ALLWIES that has experience working with the LGU and local communities in Caraga, and potentially with NGOs. The project staff will also need to be involved in initial engagement with the LGUs for initial capacity building and materials development.

In support of this effort, the project recently secured the endorsement of the Department of Interior and Local Government (DILG) to the targeted LGUs to participate in the community-level strategies. This is seen as an entry point to engage with local government departments including health, environment, gender, employment and agri-fisheries extension services on OSH and labour standards interventions. Several stakeholders (project staff and constituents participating in the evaluation validation workshop) highlighted the significance of the Mandanas Ruling, effective in

2022, which increases the share of tax revenue transferred to local government as part of the decentralization agenda, for the support of project activities at the LGU level.³⁰

The approach is expected to advance in Camarines Norte, given the connection between the small-scale mining associations and the local government; and second in Caraga, where ALLWIES has already helped the project initiate dialogue with government planning officers in Surigao Del Norte province. The idea is to extend to the other target areas, building on good practices from these two areas, developing models for tripartite+ involvement in labour standards compliance. In fishing there are various NGOs based in General Santos with long-standing engagement in labour rights protection in fishing that could be tapped. The evaluation finds that these are positive developments but are at the fledgling stage, and the timeframe is short to develop new partnerships and enable these approaches to come to fruition.

Summary of challenges and opportunities

The evaluation captures the key challenges and opportunities that have surfaced through the analysis and stakeholder perspectives as follows:

Key challenges:

- Toward LTO 1, on promotional OSH frameworks challenges relate to the slow progress on OSH capacity building for the OSH profile and programme, the need for the project to identify specific OSH improvements (mentioned by the OSH Centre), as well as stakeholders' need for a clearer understanding of PAOT roll-out plans under LTO 2.
- Toward LTO 2 outcomes, challenges in rolling-out industry engagement and sustainable demonstration models. This includes the challenge to engage pilot enterprises in banana and fishing (vessels/processing) through the employer associations. One constraining factor is the tension between the industry and the trade unions, especially between the fishing industry members of SFFAI and SARGEN and SENTRO.
- Tension between some of the trade unions in the project areas. The project is trying to foster inter-union exchange at national level, to be replicated in the coming months at field level.
- Potential challenges to reach informal economy workers and those at lower tiers of rural supply chains. In banana and fishing, the prospects still appear uncertain; however, the project is pursuing individual small growers in banana, with the help of the local government in Davao Del Norte, and in fishing through the SARGEN tuna handline fishing vessel association.
- Challenge to raise women workers' voice and visibility – going beyond gender mainstreaming, for example, most workers' organizations are dominated by men and not focused on women's issues at lower tiers of supply chains, with some exceptions such as ALLWIES and NTUC Davao.
- Operational challenges regarding ongoing staffing recruitment, and size of project team to support interventions for the two component long term outcomes.

Enabling factors and Opportunities:

- The project aligns with DOLE's policy of strengthening tripartism at national, regional and sectoral levels. DOLE regional offices are in the process of reviewing their ITCs, and the value of the Sectoral Plans supported by the project can be promoted.

³⁰ <https://www.worldbank.org/en/news/press-release/2021/06/10/philippines-mandanas-ruling-provides-opportunities-for-improving-service-delivery-through-enhanced-decentralization>

- Ongoing opportunity for the project to contribute to review and harmonisation of existing rules and standards, including inspection procedures in mining and fishing, to ensure they capture the needs of the sectors, collaboration and efficiency in implementation. This is confirmed by the expressed interest of DOLE, DENR-BMG and BFAR in harmonizing the inspection regulations and procedures for mining and fishing.
- The project’s partnerships with a wide range of trade unions extends the opportunity to reach informal workers.
- Strong prospects to develop demonstration models in the large-scale mining sector.
- DOLE Region XII plan to support labour standards improvement among tuna handline fishers, including the Fishing Industry Voluntary Code of Good Practices launched at the June 2022 National Tuna Congress.

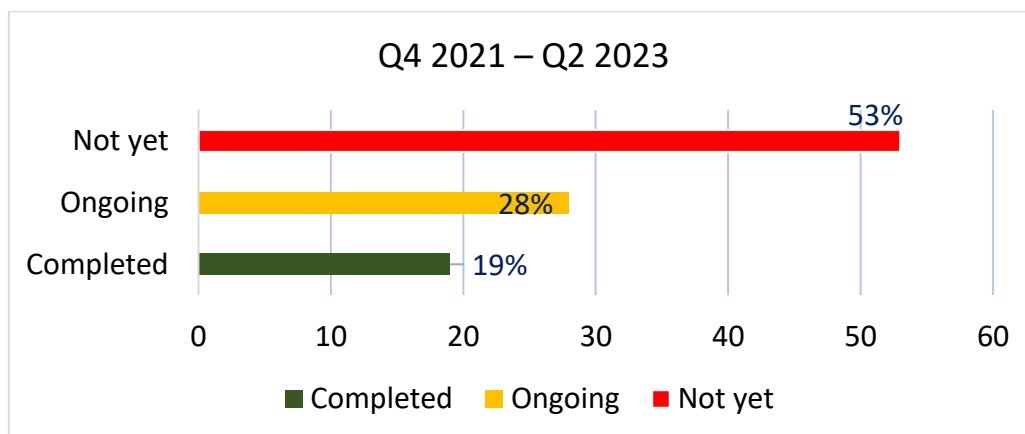
3.4.2 Effectiveness in Indonesia

Implementation Progress

Considering the relatively short implementation period that has elapsed, the project has made significant progress in Indonesia, especially under LTO 1. However, the evaluation finds that the project team and its partners are likely to be challenged to fully realize the project outcomes by the end of 2024, especially for the industry-level component.

With the engagement National Project Coordinator on 1 November 2021, the project has effectively been underway for 18 months in Indonesia, with an effective duration of 36 months. The Country Office conducted several ad hoc activities prior to the National Project Coordinator arrival. In March 2022 a Cost Modification was approved to expand the scope of the interventions in Indonesia, and to mirror the Philippines’ staffing structure. However, the two additional staff did not join the team until November 2022, given the delays in recruitment processes and the transfer funds for the modification. Figure 2. shows the percentage of activities completed, ongoing and not yet started.

Figure 2. Status of Indonesia Workplan Activities



Source: Indonesia Project presentation to MTE team

By 30 April 2023 the project had completed 19% of its total planned outputs, 28% were ongoing, while 53% either had not started or were just beginning. Those completed or ongoing mostly fall under LTO 1 while a small proportion fall under the initial phase of LTO 2 implementation. The project team is working to expedite the pace of delivery, given the start-up delays. The delay of the release of the Baseline Study and Sectoral Assessment, that was intended to inform the gaps regarding labour standards, OSH and gender equality in the sectors, caused a delay to the

development of sectoral strategies according to the project team. Partly in response to this, and partly as a strategic approach, the project has coordinated with the Confederation of Indonesian Welfare Trade Unions (KSBSI) via an implementation agreement signed in May 2023, to complete sectoral position papers to support the tripartite forums in each province, as noted in the assessment below. In the following section we discuss the progress in Indonesia towards the two Long Term Outcomes and the qualitative effectiveness of activities.

Progress towards enhanced governance outcomes – LTO 1

The evaluation summarizes the narrative results per Short-term Outcome and provides a qualitative discussion of the progress and challenges encountered. **Table 7** provides a summary of key progress points against the Short-term Outcomes for MTO 1.1 and MTO 1.2 as of April 2023.

Table 7: Key Results on Governance Frameworks for Compliance - Indonesia

| # | Outcome | Narrative Progress as of April 2023 |
|--|---|--|
| LTO 1: National frameworks for compliance to labour laws, gender equality and occupational safety and health (OSH) in rural sectors are enhanced | | |
| MTO 1.1. National and regional tripartite mechanisms of industry tripartite partners in (1) mainstreaming gender and sector specific labor issues in industry tripartite councils and (2) Occupational Safety and Health in line with ILO Convention No 187 are enhanced | | |
| STO 1.1.1 | National and regional tripartite systems for developing and promoting labour laws in the target sectors enhanced | <ul style="list-style-type: none"> • Tripartite forum on fish processing established in North Sulawesi, October 2022, one of four targeted tripartite sectoral forums. • With project support, Tuna Handline Association (AP2HI) updated code of conduct with improved labour standards signed 8 December 2022 |
| STO 1.1.2 | Promotional framework for safety and health at work enhanced in the target sectors Indicator 2. Number of adopted new or revised OSH Policies, Programmes, or Profiles that are responsive to the needs of the target sectors | <ul style="list-style-type: none"> • National OSH policy launched in April 2023. • Sectoral OSH policy to follow <p>Final target: 1 OSH policy Apr 2023 Target: N/A Actual Apr 2023: 1</p> |
| MTO 1.2. Enhanced and improved monitoring, enforcement, and remediation of labour standards, OSH | | |
| STO 1.2.1 | Inspection policy and processes on sector-specific labour laws, OSH and gender issues are improved | <ul style="list-style-type: none"> • New guideline for gender-sensitive inspection is in development (FGD on 30 March 2023) with est. completion by the second quarter of 2023 • 50 inspectors to be trained on OSH in second semester 2023 • Initial discussions held with MOM regarding support for the ECMS and SCP. |

Source: TPR April 2023

A discussion of progress follows, according to the STOs.

National and regional tripartite systems for developing and promoting labour laws in the target sectors (STO 1.1.1)

At the provincial level, the project plans to establish tripartite sectoral forums in each target province, with the aim of raising awareness about labour standards, gender equality, OSH and social dialogue among the constituents in fishing and palm oil. In October 2022, a tripartite forum for the seafood processing sector and women’s concerns was established in North Sulawesi. Members of the forum include the local labour inspectorate, AP2HI and SAKTI and its new women’s wing, SRIKANDI, established in January 2023, who were interviewed by the evaluation team. The members of the forum who operate in operate in the Bitung port area expressed that OSH issues and other labour rights, especially among women, are a key concern in the processing plants. They

added there is a lack of reliable data on women workers in seafood processing companies and that most of women workers are contracted on a short-term basis (e.g. 3 months).

There are still many fish processing companies employing women in Bitung that have not obeyed labour regulations. We expect, through this tripartite forum, we together can change this situation” (SAKTI representative).

The evaluation team notes that there is a parallel tripartite forum for the fishing vessel sector in Bitung, supported under the former SAFE Seas project, but the actors would like to focus separately on the issues affecting women in seafood processing. The tripartite forums in the other three target provinces are planned to be initiated in the second half of 2023. The project team clarified that they have not met obstacles to establishing tripartite forums in Riau, East Kalimantan and Maluku provinces, but the timing in the second semester fits with the project workplan and team capacity.

For the fishing and seafood processing sector the project has established a strong collaborative relationship with the Indonesia Tuna Pole and Hand Line association (AP2HI). The project co-hosted a national conference with AP2HI on the promotion of labour standards in the industry in December 2022, with the signing of a new Code of Conduct as the key outcome. The updated Code of Conduct added labour, gender and OSH standards to the existing Code that binds all members:

- Members encouraged to join trainings about social compliance
- Alerting members to prohibition of abuse, discrimination, harassment
- Right to Freedom of Association and Collective Bargaining respected by members
- Promotion of decent work including transparent wages and benefits, rest time, and access to grievance channels.

Regarding stakeholder expectations, one of the challenges raised during the evaluation stakeholder meeting was that not all fish processing companies are members of AP2HI, so the group of employers influenced could be relatively small. However, the National Project Coordinator explained that the central approach is to establish good practices in pilot enterprises.

Towards the promotion of workplace gender equality, the Rural Sectors project collaborated with the ILO project ‘Promotion of C190 ratification and prevention of violence and harassment at work’ to conduct a two-day training workshop for representatives of employers’ and workers’ organizations on gender equality and prevention of gender violence and harassment at work on 22-23 November 2022. The project also emphasized the vital role of women workers in these sectors and highlighted gender inequality and discrimination as one of the root causes of gender-based violence. In a separate development, the MOM representatives expressed their appreciation of ILO’s support to the development of their “Respectful Workplace Policy”. This policy will be used by labour inspectors to examine company’s practices on gender equality and non-discrimination when they are conducting labour inspection.

Promotional frameworks for OSH in the target sectors (STO 1.1.2)

Building on ILO Jakarta’s Japan-funded COVID-19 project on OSH that concluded in September 2022, the project supported the MOM to finalize the updated National OSH profile 2022.³¹ The project joined FGDs during the finalization of the OSH Profile and gave feedback on the draft, then supported the editing, and translation of the profile from Bahasa Indonesia to English. The Profile was launched in January 2023, marking National OSH month in Indonesia. The project has also begun supporting the MOM in developing the National OSH Programme required for compliance with C187, beginning with stakeholder discussion in April 2023. The regional OSH Specialist provided comments on the first draft of the Programme. However, the project team acknowledges

³¹ The previous National OSH Profile was completed in 2018, with support from the ILO Safe Youth@Work project.

that overall, there is a need to coordinate more closely with the Specialist in providing technical support.

Looking forward, consultants have been hired to develop sectoral OSH profiles for palm oil and fish processing, to provide industry stakeholders with specific data on OSH in the sectors, complementing the activities with partners in the four target provinces, and expected to be completed by mid-2023. The Indonesia project team reported that this remains somewhat challenging as Indonesia lacks data on the conditions in the sectors, and the Baseline Study and Sectoral Assessment apparently did not provide sufficiently specific data to inform the sectoral OSH profile.

One of the project's reported challenges encountered to developing sectoral OSH programmes is gaining the approval of the Director General to conduct provincial forums on OSH to advance the OSH programme at provincial level in the target sectors, which may take some time to roll-out. However, the project has secured support from the MOM to collaborate in establishing or revitalizing provincial OSH committees in the four target provinces.

Sectoral and gender-responsive labour inspection enhancements (STO 1.2.1)

The April 2023 TPR notes that completion of activities under this STO stands at 27%. The project team, led by the National Project Coordinator, appears to have established a good collaborative relationship with both the Directorate for Labour Norms Examination (which conducts the inspections), and the Directorate of Labour Inspection System. In its first year, the project supported the socialization of the Nine Big Leaps (ministerial level reform) and the Grand Design of Labour Inspection Reform (DG level). During the past year the project held a series of dialogues and consultations initially oriented towards identifying labour inspection competency gaps. The representatives of both directorates appreciate the support of the project, as expressed by the directors interviewed by the evaluation team. However, the project has encountered some obstacles to progressing this outcome. In a recent initiative, in the first quarter of 2023, the project began supporting the MOM to develop a gender-sensitive labour inspection guideline.

The project team identified two challenges related to labour inspection – confirmed by evaluation interviews. The first is that the MOM has so far not been receptive to the adoption of a SCP approach for labour inspection at the national level, since the MOM have their own labour inspectors' guideline that also elaborates the planning process. Some of the elements are quite similar to the SCP approach. The MOM representatives interviewed generally appreciated the SCP approach, based on their knowledge from training under the Palm Oil project. The project is exploring another approach to promote SCP, including the possibility to support the MOM in the amendment of the Ministerial Regulation No 33/2016 on Labour Inspection Procedures.

The second relates to MOM reticence to accept ILO support for the development of the existing web-based case management system for the labour inspectorate reporting (called *Siswasnaker*). The project completed an assessment of both the *Siswasnaker* the mandatory company employment report (acronym WLKP) and as the main tools to support the Labour Inspectors' work in January 2023. The development of *Siswasnaker* is currently on hold due to the development of a new ministerial regulation, but the MOM is reluctant to allow the ILO to get involved in the development or improvement of the online system itself. The project is currently exploring alternative entry points, such as supporting the testing of the new system in the project's target provinces or training the labour inspectors on using the online system in conducting the inspection.

Progress toward Industry Engagement Outcomes – LTO 2

Since activities toward this outcome have only recently commenced, most of the targeted performance indicator results are not yet applicable, therefore the evaluation summarises the results in narrative form. Table 8 summarises key results noted to date against the project’s short-term outcomes.

Table 8. Key Results on Industry Engagement - Indonesia

| # | Outcomes | Narrative result as of April 2023 |
|--|---|---|
| LTO 2: Enhanced enabling environment for compliance with labour laws, gender equality and OSH in rural sectors in pilot enterprises and communities | | |
| MTO 2.1. Mechanisms and structures that promote compliance with labour laws, gender and OSH in the supply chain of rural sectors, pilot enterprises and their communities are enhanced | | |
| STO 2.2.1 | Improved capacity of workers and employers to promote compliance in the target sectors | <ul style="list-style-type: none"> • A series of capacity building trainings focused on communications campaigns for labour standards, gender and OSH provided for representative of workers and employers’ organizations in February 2023 • 42 employers (AP2HI members) reported improved understanding after training on 9 December 2022 • Communications campaigns run by the project included: 1 webinar + 5 news articles published in the Oct 21 – Mar 22 semester, 8 news articles/social media posts published in the October 22 – March 23 period |
| STO 2.1.2 & 2.1.3 | Social partner engagement with pilot enterprises and pilot communities in the seafood processing and palm oil sectors | <ul style="list-style-type: none"> • In fisheries/seafood processing, an implementing agreement has been signed with AP2HI to implement capacity building for labour standards improvements in four pilot enterprises, two in North Sulawesi and two in Maluku. • In palm oil, GAPKI has developed proposals to implement labour standards best practices in two pilot enterprises in each of East Kalimantan and Riau provinces. This will be combined with supply chain interventions in the surrounding areas. GAPKI Kalimantan Agreement signed in July 2023. • Under Indicator 9: By end of project, 160 workers, 80 per sector are targeted with improved access to services on labour standards, OSH and gender equality. |

Across activities contributing to LTO 2, the project reports that completion of activities is at just 3 percent, 9 percent underway, and 88 per cent not yet begun, as of April 2023. This is mainly because the full project team, including the M&E officer and Partnerships Development Officer has only been engaged for five months, and because the partner implementation agreements were not signed as of April TPR. The picture has improved as of writing in July 2023, when the AP2HI and the GAPKI East Kalimantan implementation agreements have been released.

The following discussion considers the qualitative progress made towards each of the short-term outcomes.

Improved capacity of workers and employers to promote compliance in the target sectors (STO 2.2.1)

The main activities completed are two training courses. The first was a 4-day training (February 2023) of 54 staff of trade unions and employers’ organizations from national and provincial levels, provided by the Magdalene online magazine (a bilingual online magazine that aims to educate, empower and promote a more equal society through online journalism) covering social media communications including social media practices.

Based on the evaluation team interview with participants, they appreciated the communications training and said it enabled them to begin campaigns among their networks on labour standards, OSH and gender equality the social media and other contemporary approaches. As expressed by a workers' organization representative:

We now understand how to deliver messages in interesting ways and that can be easily understood by the audience. After the training we got to implement what we had learnt. I chose social media (Facebook, Instagram and Twitter) because our members are spread out across the provinces, for palm oil in Central Kalimantan and Riau. I picked two campaign topics: women and OSH. We informed what to do or where to report if there is a case of gender violence. On OSH I focused on use of personal protective equipment. We received much appreciation from our members on Facebook.

Of interest, participants noted the limitations of the online training mode and would have preferred more offline training to aid discussion and their capacity to focus on the activity. The next step for the coming reporting semester is for the participants to roll-out their communications campaigns.

The second training was focused on planning, monitoring, and evaluation (6 days over two weeks) and provided by the project staff. This training was highly appreciated by the trade union participants interviewed, who highlighted their improved skill in writing effective project proposals.

Social partner engagement with enterprises and communities (STO 2.1.2 and 2.1.3)

The evaluation discusses the progress on these short-term outcomes together, since they use the same implementing modalities, primarily through the partnerships with GAPKI in palm oil, AP2HI in fish processing enterprises. The project has secured the commitment of two key employer organizations, AP2HI and GAPKI, to implement in target enterprises and communities. Both the AP2HI and the GAPKI East Kalimantan implementation agreements have been signed as of writing, while the GAPKI Riau agreement is undergoing ILO management review.

Fisheries/Seafood processing sub-sector: AP2HI staff indicated their readiness to undertake the plan, and their commitment to ensuring labour standards compliance across their membership. AP2HI has identified two enterprises in Bitung (PT Laut Biru Seafood and PT Sinar Purefood International) and two in Ambon (PT Harta Samudera and PT Aneka Sumber Tata Bahari). The Implementation Agreement is from April to November 2023, but given a delayed start it may be a challenge to complete all activities to a sustainable level within this timeframe; and the project staff observed that it may need to extend into early 2024.

AP2HI plans to disseminate the best practices of the pilot enterprise activities, once they have been established, to all 50 AP2HI members which operate in 11 geographical areas and seven Fisheries Management Areas of Indonesia.

Regarding OSH training in the pilot enterprises and their surrounding communities in fish processing, the project team intends to apply the PAOT approach. The Indonesia team also plans to apply the *Work Improvement in the Fishing Industry (WIFI)* guide developed for initial application in the Philippines. The presentation of the guide may require adapting for the Indonesian cultural context and workplaces. Given the hesitancy observed among some of the processing employers to engage on workers' conditions, the project team is additionally introducing elements of the ILO SCORE (Sustaining Competitive and Responsible Enterprises) training methodology for promoting workplace improvements in small and medium enterprises. The methodology includes building productivity capacity as an incentive for workplace improvements.³² Drawing on different ILO tools, in consultation with ILO backstopping colleagues, appears appropriate, as long as the size and

³² [ILO SCORE Training Program](#).

formality of the enterprise is taken into account. The PAOT approach appears most applicable to reach out to the most vulnerable informal economy workers.

Palm oil sector: GAPKI is ready to implement its partnership projects in Riau and East Kalimantan, covering two pilot companies in each province, four enterprises altogether. The GAPKI East Kalimantan IA runs from July 12, 2023, to February 29, 2024. The evaluation interview with representatives from GAPKI at national and province levels validated GAPKI's commitment, but also surfaced some of their concerns regarding how to reach the informal sector farmers who are not among their members. Under the IAs, GAPKI expects to reach actors in their supply chains, such as farmers and transport companies, but not necessarily the wider community.

Overall, regarding the pilot enterprise and community level engagement strategy, the evaluation team observed that formal roles for the trade unions in the project are somewhat limited to date. KSBSI has received an implementation agreement to develop sectoral position papers, (under LTO 1), and its members are active participants in training and in tripartite forums. The project foresees their ongoing role to advocate based on the findings of the paper and the recommendations to relevant partners and government agencies and to promote the adoption and implementation of the recommendations by the tripartite partners. Given the trade unions' connections with the workers and communities it may be advantageous to further strengthen their role as advocates for better working conditions and their capacity to receive and report grievances under this outcome. A recommendation is made to this effect in Section 6.

Summary of challenges and opportunities for the project in Indonesia

Based on the analysis presented of Indonesia's progress and effectiveness, the evaluators provide a summary of the challenges affecting progress and potential impact in Indonesia, as well as the opportunities to strengthen the outcomes looking forward.

Key challenges

- Hesitancy of MOM toward ILO's support on labour inspection reform due to the ministry's preference to emphasize advisory services 'pembinaan', rather than law enforcement.
- For LTO 2, the initial duration of the IAs is short, and the project is still exploring the best combination of tools apply. Also partner experience working at community level is limited. In addition, it is not clear how the company piloting and community piloting will relate to each other in terms of strengthening compliance and awareness of labour standards.
- Challenge for wider seafood processing industry engagement. Stakeholders noted that the Association of Indonesian Fishery Producers, Processing and Marketing (AP5I) would be the ideal partner for this project as it represents the seafood processing companies. The organization was included among the fishing industry associations that were approached by the project, but AP5I was not interested to participate. This reluctance was expressed in the evaluation interview with APINDO (including two representatives from AP51) as they expected the project would put more burden on them in terms of labour audits. Reportedly, they are not focused on labour issues as their priority is to adjust to the perceived restrictive and constantly changing fishing policies.

Key opportunities

- Regarding opportunities to advance the labour inspection system in the target sectors, under the palm oil project some labour inspectors from the central and provincial levels participated in SCP training and the project successfully produced a guide for labour inspection in palm oil. The guide is being implemented in Riau and East Kalimantan. The Palm oil project is due to end in September 2023, but the guide has not been fully evaluated, especially on its gender-responsiveness. It may be valuable for the rural sectors

project to build on this work and refresh the inspector training using the existing guide and introduce the new guide on gender-sensitive inspection under development.

- There are opportunities to work more extensively with the trade unions towards reaching communities in the sectors and localities. For example, in Bitung in North Sulawesi the fishers' union SAKTI, through its new women's arm, is keen to work on women workers' rights in fish processing.

3.4.3 Focus on Women and ILO Cross-cutting Policy Issues

The question of the project's effectiveness in establishing and maintaining its focus on women workers at all levels was addressed in the discussion of design validity. Under implementation, both the Philippines and Indonesia have pursued a comprehensive gender mainstreaming approach, particularly at the level of governance frameworks. In the Philippines, the Project has devoted activities to raising constituent awareness of gender-related conventions, and in Indonesia it collaborated with the project on ratification of the Convention against Violence and Harassment at Work, 2019 (No. 190).

The Baseline Study and Sectoral Assessment provided some analysis of women's working conditions within the sectors in each country. However, some government stakeholders in the Philippines (e.g. BFAR) would like to see a more in-depth study of women's working conditions in the supply chains to guide concrete actions. At the same time, the project's focus in the Philippines on sectors where men comprise most workers, especially in fishing and large-scale mining, creates a challenge for reaching women and improving their working conditions. The evaluation cannot assess the focus on women in the industry engagement initiatives as enterprises have not been selected and the initiatives are not underway in either country. Once the industry-level programmes are implemented this is expected to provide the opportunity to implement gender-responsive OSH awareness and measures, and initiatives to increase women's participation in workplace dialogue.

The ILO's policy relating to disability and inclusion has not been given a high profile in the project but is addressed through raising awareness of Convention 190 among workers and employers.

The principles of tripartism and social dialogue are at the heart of the project's approach and are reflected in all levels of the intervention strategies. Trade unions and employers in both countries view the project's support optimistically towards strengthening the opportunity for social dialogue, especially through the entry points of OSH improvements.

3.5 Management Effectiveness and Resource Efficiency

This section assesses the efficiency of project management and delivery, including the management structure and human resource deployment, delivery efficiency, coordination and planning, and financial resource efficiency. It also assesses the effectiveness of the monitoring, evaluation and learning (MEL) system.

3.5.1 Management Structure, Human Resources and Delivery

Project organizational structure and inter-country coordination

The project has gone through significant shifts in the management and coordination arrangements for the two-country implementation since its inception. When the project began, the ILO appointed a national officer as project-wide Project Director, based in the Philippines. At that point, the project implementation was focused on the Philippines, with a smaller-scale implementation in Indonesia to be introduced some 18 months later.

Once the cost increase was provided by USDOL, enabling an earlier start and expanded scope and staffing in Indonesia, and as the project progressed in Indonesia in 2022, the project teams and Country Offices found that the management and reporting structure was not efficient or well suited to the country programming. On the initiative of the Indonesia Country Office, it was agreed in late 2022 to separate the management structures of the two countries, both technical and operational. According to representatives of the country offices and project staff, to a great extent this has proven to be a more effective and efficient arrangement. The budget management of the two countries is separate, however, the coordination of budget revisions still lies with the Philippines Country Office.

Both the Philippines and Indonesia project teams currently have the same organizational structure, reporting to their respective Country Office programme managers and Country Directors. Project-wide coordination and technical backstopping is provided by the Geneva-based Safety + Health for All Programme support team, including donor liaison and reporting responsibility and monitoring and evaluation supervision. In particular, the Programme and Operations Officer visits the countries annually and convenes ad hoc online meetings project-wide to discuss key issues such as revisions to reported documents and the Performance Monitoring Plan (PMP) and the project's technical alignment with ILO policy.

However, there remain significant disadvantages to the current arrangement perspective as there is no common focal point for project-wide coordination and reporting, and responsibility for development of the regional component. Given the size and potential significance of the project to developing ILO demonstration models for labour standards and OSH improvement in rural settings, from the LABADMIN/OSH perspective the project warrants more technical oversight than the Geneva-based support team can provide, given their responsibility for some 20 development cooperation projects. Some of the disadvantages are seen in inconsistent reporting structures, noted by the evaluators, and divergent technical approaches, beyond those related to the unique country contexts. The LABADMIN/OSH support team considers that it would be advantageous to appoint an international Project Manager for the second half of the project, and the evaluation finds the proposal worthy of consideration.

The project receives technical support from the Regional Decent Work Team specialists for additional guidance and direct facilitation of training events, and from the Regional Office for Asia and the Pacific Monitoring and Evaluation Officer, mainly on independent evaluation matters. Based on the project staff accounts, as well as evaluation interviews with ROAP staff, the project team has benefited significantly from these services, particularly regarding OSH, labour inspection and M&E.

Philippines human resources, management, and coordination

Human resources. The Philippines project staffing comprises a Project Manager, Monitoring and Evaluation Officer, Partnerships Development Officer (initially called Private Sector Liaison Officer), and a Programme and Administration Assistant. Specifically, the Project Manager is responsible for management oversight, reporting and strategic direction, and takes the technical lead on labour inspection and labour standards, focusing on government and trade union partnerships. Responsibility for technical implementation is shared between the Project Manager and the Partnerships Development Officer, who was assigned to focus primarily on private sector partnerships, including employer organization engagement and pilot enterprises, as well as communications. However, the division of responsibilities was not entirely clear, according to project team members.³³ The M&E Officer took on additional responsibility for gender strategy development, given her relevant background, which made for a heavy workload during the development of the M&E system. The development of the gender strategy was assisted by a Junior Professional Officer, which was helpful in supplementing the resources. Now that the strategy is

³³ For example, whether the role also includes partnerships with trade unions and government authorities.

mostly established in the Philippines, the project team indicated that the M&E position should not include key responsibility for gender mainstreaming.

The project staff expressed that staffing is relatively lean given the wide technical, sectoral and geographic scope, and multiple levels of engagement. This may have contributed to the Project Manager's focus on technical implementation, along with her specialist knowledge on labour inspection and international labour standards. To expedite delivery, the team proposes an additional administrative officer, as discussed below, and an additional technical Project Officer. The proposed task delegation is under discussion, but the suggestion is that one officer would support LTO 1 interventions, and the other would support the LTO 2 interventions. This would enable the Project Manager to focus more on the strategic planning and management aspects of the role.

Delivery efficiency. As noted in earlier in the report, project delivery in the Philippines has been significantly affected by staff turnover. Two Programme and Administration Assistants resigned during 2022. The first officer left in early 2022 (to take up a UN opportunity); and the second officer also left in 2022, after remaining in the position for only a short time. The Country Office temporarily delegated another ILO officer (the present incumbent) to help clear the backlog of administrative and financial transactions, from August to December 2022. The officer dedicated long hours to this process, in addition to her original functions in another ILO Project. In January 2023, the Programme and Administration Assistant was recruited on a full-time basis for the Rural Sectors project. The Officer has been diligently assisting the project to manage the administrative load and backlogs faced and is also well appraised of the technical themes the project addresses as she supports most project events.

The Programme Assistant's assigned responsibilities include External Collaborator (consultant) contract administration, support to preparation and administration of Implementation Agreements, processing of financial expenditure requests and acquittals, preparation of budgets and expenditure reports, preparation of the Award financial modification documents, programming and administrative support to activities, and all administrative and logistical support to project personnel and arrangements for project activities and events. According to some ILO staff within and outside the project team, the administrative backlog resulting from the turnover in administrative staff has also been exacerbated by insufficient advance planning of activities at the management level. The Country Office adheres strictly to ILO and USDOL management and procurement guidelines, and late requests for the required administrative approval processes for travel and other activity expenses have caused some activities to be delayed.³⁴ For example, some missions were delayed because travel expenses could not be advanced due to staff late submission of requests, and staff were owed significant reimbursements for prior missions. Delays have also occurred due to the capacity of some team members to translate technical components into strategies, according to the Project Manager. The project management proposes to recruit an additional administrative assistant initially on an External Collaborator basis in the short-term, and eventually, subject to USDOL approval, to hire a full-time Administration and Finance Assistant to share the administrative workload with the Programme Assistant.

The recent resignations of the Partnerships Development Officer and the M&E Officer, in April 2023 and early May 2023, respectively, are likely to have an impact on the project's progress over the coming months as it will take time to hire and orient the new staff. The staff individually conveyed some of their reasons for leaving to the evaluators, which implied the need for clearer division of roles and better advance planning. The project had submitted TORs for the two positions to the Regional Office for advertising as of end of April 2023.

³⁴ The evaluation team was informed that processing of travel claims does not only take place at the Country Office level. According to the Project Manager, at the time of the Midterm evaluation, all claims prior to March 2023 have been submitted in the ILO Integrated Resource Information System (IRIS) and are awaiting final approval at HQ.

Based on interview responses of implementing partners and ILO staff, the project's activity delivery in terms of preparing and releasing Implementation Agreements has been protracted. As noted earlier, the release of the main ECOP proposal (with a budget of US\$69,000) has been delayed due to technical and budgetary proposal revisions and has taken over a year to complete. It appears that the Project team and then the regional specialists required multiple technical amendments. Once the technical content is endorsed, the agreements require budget and programme clearance at multiple ILO levels, (Finance, Programme, Country Director, and Regional Office). All Implementation Agreements require Regional Director approval once endorsed by the Country Director, and all contracts exceeding US\$50,000 also require Regional Director approval.

Delay in completion also applied to the Baseline Study and Sectoral Assessment conducted by Rapid Asia Inc, in the first half of 2022, but only finalised for HQ approval in late May 2023. Part of the reason for its lengthy completion relates to its combined purpose of conducting a baseline study to aid in target setting and a sectoral analysis and drivers of compliance to serve project implementation and stakeholder discussion in both countries. It is also a project-wide matter, involving the process of incorporating HQ staff and technical specialists' comments. Nevertheless, some project team members opined that the review and approval process could have been expedited without significant loss to its usefulness.

Coordination with partners. The project team manages communication and coordination with tripartite partners very effectively, based on partner stakeholder interviews. The project staff are responsive and well known by the stakeholders, and the Project Manager and the Manila Country Office have a strong history of working with most of the project constituents. Coordination and partnerships have been strengthened by the establishment of a broad **Project Advisory Committee**, comprising tripartite constituents from national and provincial levels, that meets at least on a semi-annual basis and for ad hoc purposes to share project updates. It operates as an advisory reference and validation group, rather than a governance structure.

Indonesia human resources, management and coordination

Human resource delegation: Two positions were initially provided in the Award, the National Project Coordinator and the Administration and Finance Assistant. With the first project Modification, approved 22 March 2022, the staffing was adjusted to mirror the Philippines' staff structure, adding the M&E Officer and Partnerships Development Officer positions. According to the modification document, the officers were expected to be on board in April 2022, but were not in position until November 2022, due to delays in funding transfers and the time for recruitment processes. As noted, this had an impact on the project's progress in Indonesia during 2022.

In Indonesia, additional responsibilities have been assigned based on staff backgrounds, The National Project Coordinator is responsible for strategic direction and management responsibility as well as leading on MOM partner liaison. The Partnerships Development Officer leads the development of social partner partnerships and communications strategies, while the M&E Officer leads on OSH issues in addition to their main monitoring, evaluation and learning (MEL) responsibilities. The National Project Coordinator and staff are generally satisfied with the respective workloads and division of roles; however, the clarity of the division of tasks between officers and the National Project Coordinator could be clearer. Project officer members of the team mentioned that they are not specialists in international labour standards or labour inspection and requested to attend training opportunities, such as that provided by the ILO International Training Centre training to partners on these topics. However, USDOL guidelines do not permit project funds to be used for staff development and ILO guidelines preclude use of ILO internal funds for training for project officers, with guidelines related to length of service.

Delivery efficiency and effectiveness. The team reported implementation delays due to administrative and logistics processes during 2022, associated with the Philippines-based

management structure, as well as the limited staffing during the first year, but otherwise administrative and financial processing appears to be operating smoothly. The team members are doing their best to expedite delivery on the two LTOs, given the shorter timeframe for delivery compared with the Philippines. Periodic budget revisions are prepared separately by each country team and consolidated by the Philippines team and Country Office for submission to the Finance Branch at ILO headquarters for approval. The time taken to complete the process for the February to June 2023 budget revision caused some concern to the Indonesia team whether approval would be completed in time for a given activity to proceed as planned. Although expenditure approval as per budget lines lies with the Country Office, some issues in the Integrated Resource System (IRIS) meant that a few items required Philippines' Country Director approval.

Coordination with partners. As noted earlier in the report, the Country Office has established joint Project Advisory Committees for sectoral projects, and these appear to be operating effectively. However, partners also receive updates on project activities more frequently through the specific activities they are engaged in. Constituent stakeholders interviewed by the evaluation team were well informed about the project's aims and planned activities, except for some of the province-level GAPKI representatives participating in the evaluation interview, who were unsure about the plans to reach informal sector workers under the forthcoming implementation agreement.

3.5.2 Effectiveness of Monitoring, Evaluation and Learning

Overall, the evaluation finds that the MEL system adheres to ILO's results-based evaluation requirements and USDOL OTLA MPGs³⁵, and provides a sound basis for monitoring progress and outcomes. The project has revised its MEL system through several iterations from the initial Project Document development and validation, in response to the refinement of the results framework but also to the ILO and USDOL's changing requirements. These adjustments include alignment with the LABADMIN/OSH common indicators and ILAB OTLA common indicators, and the introduction in early 2023 of new guidance regarding the "Theory of Sustained Change".³⁶

The Philippines M&E Officer led the development of the MEL system, that is applied project-wide, with some adjustment per country, with support from the Safety + Health for All Programme M&E Specialist.

In keeping with ILO's results-based management approach, the system is centred on the Performance Monitoring Plan, which is based on the project Results Framework from output to objective level. The Performance Monitoring Plan provides indicators and targets for each element, specifies the means of data collection, targets per semi-annual period and end-of-project, and a set of tools for data collection per indicator. The system is supported by a data tracking database using Excel to record indicator data as well as other elements including workplan tracking, a risk register, communications, and stakeholder '*power and interest*' dimensions. In addition to the Excel database, *PowerBI* software is used to generate monitoring dashboard analysis for visual presentations of implementation variables, including participants in activities by gender, output completion, monthly expenditure, and target delivery rate versus actual delivery rate over time.

The initial Performance Monitoring Plan (and its first revision in 2022) aligned with the full results framework set out in the project document, and established indicators to be reported from Output to Objective levels. However, the multiple levels of the framework led to a heavy set of 65 monitoring and outcome indicators, some of which were effectively tracking at the workplan activity level. Following the guidance of the USDOL MEL focal point after the submission of the 4th TPR in October 2022, the project revised its indicators for reporting to USDOL, reducing to 12 indicators

³⁵ The USDOL MPGs that apply are the current update of the guidelines, i.e. Fiscal Year 2022.

³⁶ USDOL. International Labor Affairs Bureau. Theory of Sustained Change Guidebook for ILAB's Worker Rights Programs. March 2023 update

at the Medium-Term Outcome and Long-Term Outcome level, with disaggregation by industry sector, and gender in some instances, as reported in the April 2023 TPR. (See Annex D)

The recently revised performance indicators for semi-annual reporting to USDOL capture performance at the medium-term and long-term outcome levels and provide a valid means of reviewing and reporting on results at the outcome level. The disadvantage is that most of these indicators do not have targets established for the current reporting period, 1 October 2022 to 31 March 2023, therefore they have not yielded useful information to assess progress so far.³⁷ The project teams monitor and report on the workplan progress very closely, however.

The reduction in the data collection and reporting workload makes for a more manageable system; however, the evaluator observes that earlier guidance from USDOL may have saved the project team time and effort. It is also unclear whether the project teams should continue to collect and analyse indicator data at the STO and output levels, that is not required by USDOL. In the 5th TPR, the M&E narrative notes that the project will continue to track indicators at all levels, but this seems to defeat the purpose of a streamlined set of indicators. Considering ILAB's current approach to project design and MEL that encourages projects to shift the emphasis from a relatively rigid linear results framework to a more flexible approach, the information captured by the STO and Output indicators could be monitored and reported through the project's workplan and activity monitoring with appropriate analysis of gender and topic disaggregation.

Most of the data collection responsibility for performance monitoring is described as the responsibility of the project teams and partners. The PMP notes various data collection responsibilities that can be included in the independent mid-term and final evaluations. For the final independent performance evaluation, the division of responsibility for quantitative data collection for the outcome indicators between the project team and the final independent evaluation team will need to be determined.

Validity of the performance indicators and their targets. As part of the Results Framework revision, completed in April 2023, the number of outputs was reduced, as some outputs were translated into indicators, resulting in a more streamlined and hence manageable PMP. There are some variations in the indicators reported for Philippines and Indonesia to fit the respective strategies. The revised list of indicators integrates and aligns the USDOL OTLA common indicators for grantees as well as indicators required for ILO global reporting under the Safety + Health for All Programme. The alignment is a bonus for coherence, but some indicators, are broadly defined and open to differing interpretation as to what gets counted towards the indicator, and further precision in the nature of the enhancements that are targeted appears warranted. An example is Indicator 1 for LTO 1: "Number of government partners, bureau/directorate or government bodies with newly established/strengthened infrastructures or mechanisms on compliance to labour standards, gender equality and OSH".

As mentioned in the evaluation assessment of *Effectiveness*, a difficulty with the practical use of the reported indicators and their targets, resulting from the Outcome level focus of those reported to the donor, is that many indicators do not have targets until 2024. Although the project only reports PMP indicator results to USDOL for the 12 indicators at the LTO and MTO levels, the April 2023 TPR notes that the project will continue to record internally data for indicators at the lower levels of the results framework - STO and outputs. Considering that USDOL is encouraging projects to shift away from the strictly linear results framework model to a more flexible logic model, perhaps the project teams should re-consider the value of continuing to collect and analyse the indicator data at the lower levels, and rather use the activity and workplan monitoring processes to review progress on outputs and short-term outcomes.

³⁷ Some of the indicator targets are established for the next reporting period, April to September 2023, and some for 2024.

The evaluation review of the **indicator targets** established per country found that the rationale for the targets set is not always clear, and some are set too low. For example, for Indicator No. 1, Indonesia sets the target for the life of the project at ‘one’, and has counted the tripartite forum on fish processing in North Sulawesi, while three more are forums are anticipated. For Indicator 2: *Number of adopted or revised OSH policies, programmes, or profiles that are responsive to the needs of the target sectors*” both countries set a target of ‘one adopted or revised OSH policy’. In these instances, qualitative milestone targets would be more useful to measure progress, such as the adoption of a sector-responsive OSH policy, and milestone steps toward the target, rather than a quantitative target of the number of such policies. However, the remarks column of the PMP report does provide a narrative explanation of the results reported.

Gendered outcomes monitoring: The evaluation notes that several high-level indicators are planned to be gender disaggregated. The first is at the objective level – “Percentage of Workers, especially women workers who report an improvement of their working conditions”, with data to be reported from April 2024. At the LTO and MTO level, Indicator 9 (“*Number of workers in pilot enterprises with improved access to services on gender equality, labour standards and OSH*”), and Indicator 11 (“*Number and percentage of workers reporting and improved understanding of their rights and duties related to labour standards, gender equality and OSH*”) to assist in monitoring gendered effects and impacts. The remaining nine indicators are at a partner or institutional level, and may include gender equality improvements in institutional criteria, but do not capture gendered effects separately. To support the assessment of the impact on women workers it may be useful for the project team to conduct qualitative outcomes exercises on an ongoing basis (such as ‘change stories’) in target communities and enterprises, to ascertain impacts and outcomes, as well as including such qualitative assessment in the independent final evaluation.

Quality of progress reporting. The TPR reporting is comprehensive and includes useful analysis of challenges and opportunities, and risks and mitigation strategies, especially the 5th TPR (April 2023), that introduced a new report format. Previous reports tend to repeat much of the information in different sections. At a project-wide level, the ILO implements the project as ‘one project with two countries’, under the backstopping role of the LABADMIN/OSH Branch. The evaluation team learned that coordination meetings are held regularly between the countries, and most of the M&E elements follow a common framework, but the consistency of analysis frameworks could be improved in the TPRs. For example, Indonesia directly refers to the indicators in the progress review section of the last report, while the Philippines does not. Similarly, the teams compile separate TPRs, relying on the LABADMIN/OSH support team to consolidate them.

Learning and adaptive management. Regarding the application of M&E results to guide decision making, the project teams clearly use the workplan tracking record to monitor progress. There is less evidence that the indicators at MTO level and above are being applied to management decisions so far. This may be because most of the indicators are at a high level and do not have results reported so far.

The managers and members of both the project teams demonstrate reflection on the relative success of the strategies, (such as the pilot enterprise strategy in the Philippines) and are aware of the obstacles, but the process of review could be more institutionalized in each team through internal processes and constituent strategic planning processes. As the project has passed its midpoint a systematic review process is recommended for both countries.

3.5.3 Financial Resource Efficiency

Budget distribution. Overall responsibility for budget reporting and financial management sits with the Philippines office, administered through the ILO’s Integrated Resource Information System (IRIS), while each country has an allocated project budget.

The project budget as Modified in March 2022 is shown in **Table 9**.

Table 9: Budget Allocation by Category and Country

| Category | Amount USD \$ | Percentage of total | Philippines | Indonesia |
|----------------|---------------|---------------------|-----------------------|-----------------------|
| Staff costs | 1,593,480 | 31.9 | 913,780.08 | 680,060.00 |
| Travel | 184,600 | 3.7 | 118,600.00 | 45,400.00 |
| Supplies | 179,349 | 3.6 | 728,123.17 (Other) | 728,123.17 (Other) |
| Contracts | 2,467,350 | 49.3 | 1,558,610.99 49% | 909,189.92 54% |
| Indirect costs | 575,221 | 11.5 | | |
| Total | 5,000,000 | 100 | 3,319,114.24 | 1,680,885.76 |

The largest portion of the budget, just under 50%, goes to contracts, which can be equated with activity costs, and some travel costs are also related to activities, representing a relatively efficient use of donor funds. The Philippines’ budget represents 66.4%, while Indonesia’s budget represents 33.4% of the total budget. At the country level, in the Philippines, 49% of funds are allocated to activity (contract) costs. In Indonesia, 54 % of funds are allocated to contracts costs.

Delivery rates. As of March 31, 2023, the delivery rate was 32.5% project-wide; 34.4 % in the Philippines and 29.4% in Indonesia, based on actual expenditure plus encumbrance as a percentage of the total budget. The delivery rates are expected to accelerate in the second half of 2023 as more partner implementation agreements are released. For example, in the Philippines, three implementation agreements are expected to be released, which will accelerate financial delivery, and the agreement with GAPKI is shortly due for release in Indonesia.

3.6 Potential Impact and Likelihood of Sustainability

This section answers the evaluation questions regarding the inter-related questions of potential impact and sustainability, including the quality of sustainability planning and the results that appear likely to be sustained at this point in the project life.

3.6.1 Potential Impact

By design, the project is intended to bring impacts on governance systems, policies and processes social partner capacities to promote labour standards and gender equality in the selected rural selectors; and on the working conditions of women and men working in the selected rural sectors in Philippines and Indonesia. Given the status of the project’s progress in both countries, the evaluation has limited evidence on which to base analysis of the project’s likely impact. Nevertheless, the evaluation team offers some observations on the observed emerging changes in institutions, attitudes and skills that may be attributed to the project thus far.

Philippines

Governance frameworks

- Changes are emerging in Labour inspection processes, in the target regions and beyond, flowing from the project’s support to Strategic Compliance Planning
- Within the targeted regional/provincial ITCs, strategic planning processes are being put in place that identify which compliance issues need attention and action plans to address them
- Small-scale miners in Camarines Norte are beginning to have a voice in tripartite deliberations, decisions about standards compliance in the industry, and the opportunity to amend the regulations on small-scale mining permits.

Industry-level social partner capacity

- Workers' organizations partnering with the project are likely to have a wider reach to informal sector workers, and improved appreciation of the benefits of trade union membership
- Employers' organizations, at federation and sectoral level are beginning to have a stronger understanding of the value of improving OSH and labour standards, as well as gender equality within the industries.

Indonesia

Governance frameworks

- The establishment of a tripartite forum (particularly in North Sulawesi) combined with the anticipated labour inspection guide in fish processing—paying attention on gender issues—will strengthen not only labour inspectors but also labour unions and employers that have agreed to work together. Positive outcomes that came from the SAFE Seas Project that used a similar approach have boosted positive expectation among the actors.
- Increased sensitivity among labour inspectors and the private sector regarding gender and OSH in the workplace is anticipated to arise from the project's technical assistance to development of the MOM's Respectful Workplace Policy – which integrates gender and OSH aspects.

Industry and social partner capacity and practices

- The incorporation of gender and OSH elements in the updated AP2HI Code of Code that binds all members which seek certification from the Association, will potentially change the attitude and practices of participating fisheries companies, both processing and tuna pole and line operators.
- The result of communication training has shown a positive impact to labour unions and employers on the strengthened capacity to advocate on labour standards, gender and OSH issues. The evaluation also heard from trade union training participants about the benefits to their knowledge of project planning and communications methods.

Regarding impact at the regional or inter-country level, the project has not yet provided substantial opportunities for sharing knowledge or lessons, apart from a presentation to Indonesia MOM on electronic labour inspection systems by the Philippines project manager. As the initiatives advance in both countries the project could facilitate further knowledge sharing events, via online or face to face modalities.

3.6.2. Sustainability

We begin with an assessment of the project sustainability strategy, and then discuss how the project has applied the strategy in each country and the prospects of sustaining outcomes.

Project Sustainability Strategy

Overall, the evaluation finds that the project has developed and is implementing sound sustainability strategies in each country, based on a common set of approaches and principles,³⁸ while tangible tracking of progress toward sustainability through defined indicators is at an early stage. As noted in the revised Sustainability Strategy attached to the April 2023 TPR, the strategy is designed to become more concrete as the project evolves.

³⁸ The sustainability strategy uses the [OTLA Sustainability Guide](#) and accompanying stakeholder analysis and risk management templates.

The strategy is based on five approaches proposed to contribute to sustaining project outcomes: 1) participatory project management, 2) stakeholder engagement, 3) enhancing capacity among the tripartite partners (knowledge, skills, systems); 4) leveraging policies and systems including resources; and (5) evidence-based learning through the facilitation of learning activities, sharing of change or success stories, and knowledge sharing on good practices and lessons learned.

These approaches are embedded in the project's design and implementing strategies, towards increasing the likelihood that project gains are adopted and/or institutionalized by partners, stakeholders and selected enterprises.

Aligned with the approach, the project established a sustainability plan per country, with strategies, responsible organizations, indicators as evidence for sustained results against the MTOs and LTOs, to be tracked continuously. An extract of Indonesia's plan is included below.

The evaluation review of the sustainability plans and indicator tracking noted that some of the information reported has limited practical usefulness in monitoring progress toward sustainability and may create an unnecessary reporting burden as it is similar to the PMP M&E reporting. As an example, in Indonesia the project recorded activities such as 4 social dialogues conducted, against the sustainability indicator for sharing good practices against MTO2.1; and the number of employees trained by PT Nutrindo Freshfood International using ILO's e-OSH Learning, which reads as an activity output, rather than a report that the company is applying a project-initiated approach. Some of the sustainability indicators are also outcome level PMP indicators, meaning that reporting is duplicated. While the reporting is systematic, it may be more effective to track the progress towards sustainability based on qualitative milestones and narrative analysis, rather than quantitative values that are not indicative of adoption of project tools or approaches.

A further element of the sustainability strategy is the risk management register, which contains useful information and has been completed by each project team to identify risks and mitigating strategies.

Since USDOL has recently introduced a Theory of Sustained Change as a frame for designing and MEL of projects, and the sustainability factors are embedded in the design and PMP of projects, the evaluator suggests a review of the need for projects to develop and report on sustainability indicators, while the sustainability plan still appears to be a useful tool to focus attention on plans for transition of ownership and other required actions to promote sustainability.

Sustainability prospects in the Philippines

The Philippines project team has implemented wide-ranging actions to promote ownership among the tripartite partners of the projects' results. These include actions to involve partners at national, regional and province level. Based on the evaluation's interviews as well as the project reporting, the project has been successful in several of its sustainability strategies:

- the establishment of a broad and active tripartite PAC, with evidence of strong ownership of the interventions
- embedding constituent participatory and consultation processes in all events and developments, including target area selection and validation of the baseline and sectoral study.
- adapting the project implementation strategy around the national agenda on the OSH profile, and around DOLE's tripartism agenda.
- Leveraging and supporting the One Trade Union 15-Point Labour Agenda.
- Institutional capacity building approach has been made a central focus the governance strategy for the target sectors, through sectoral compliance plans.
- Encouraging the use of national resources wherever possible, for example, ECOP's contribution to Basic Occupational Safety and Health Training scholarships.

The results achieved so far that have prospects of continuing beyond the project life are those identified as emerging impacts above. The most prominent result with high prospects of sustainability are the application of the SCP approach to tripartite sectoral planning in the four target regions, as well as to labour inspection across DOLE regions.

As a strategy toward sustainability and expanded impact, the project design includes documenting and sharing good practices among the outputs of community-level pilots, but this could be reflected as well for the enterprise pilots, with multiple levels of good practice dissemination – province level, ITC, national, as noted in earlier discussion.

Sustainability prospects in Indonesia

It is difficult to assess which of the results contributed by the project are likely to be sustained at this early stage of implementation in Indonesia. However, the evaluation highlights the following encouraging prospects:

- Improved gender-responsive inspection in palm oil building on the guide developed by the Palm Oil project
- Eventual adoption of joint inspection guidelines for the fishing sector through the combined effort of projects on the fishing sector

- Sustained tripartite dialogue and planning for compliance through the tripartite forum on seafood processing in North Sulawesi
- Sustained improvements in labour standards compliance among tuna fishing/processing industry members of AP2HI through the application of its revised Code of Conduct
- Improved social dialogue mechanisms and OSH protections for women within the tuna processing pilot enterprises.

Towards both impact and sustainability, trade union representatives at the evaluation stakeholder meeting recommended that the project and partners should present the best practices on the cooperation between unions and AP2HI increased impact and sustainability could be achieved by presenting the good social dialogue practices in the selected enterprises under AP2HI to the members of the wider AP5I association.

4. Lessons Learned and Emerging Good Practices

This section identifies three lessons learned and three emerging good practices, drawn from evaluation interviewees, progress reports, and the evaluation analysis. The ILO/EVAL templates with the full descriptions of these lessons learned and good practices are provided in **Annex E**.

4.1 Lessons Learned

The evaluation identifies the following lessons learned which may be instructive for future programming by the ILO and USDOL.

LL 1 - Parallel implementation is needed in multi-country projects with unique governance and industry contexts.

Multi-country projects operating in unique country contexts should begin in parallel within the ILO's strategic and normative framework, rather than one country demonstrating good practice models to apply to the next country. The original two-phase strategy, where Indonesia was expected to apply successful models developed by the project in the Philippines but within a shorter timeframe was changed early in implementation to allow Indonesia an expanded scope and time to develop its interventions.

LL 2 – Social partner participants prefer a mix of in-person and online communications methods training.

In Indonesia, trade union and employer organization participants in the 4-day communications training that was delivered in online mode, found the training valuable in providing them with skills for social media campaigns and visual communications. However, participants expressed a preference for face-to-face training, or a mix of online and offline sessions, which they felt would enable richer interactive discussion, a better sense of participant understanding and skills on the part of the training providers; and a higher level of focus among the participants than the online mode, where participants may be multi-tasking with their daily work.

LL 3 - Multiple strategies are required to secure the buy-in of the private sector in the fisheries supply chains in the Philippines and Indonesia

The project design assumed that enterprises in each sector would be willing to participate as pilot models, demonstrating good practices in bipartite dialogue, improved OSH practices and gender equality mainstreaming measures, but the political dynamics in this sector were underestimated. In the tuna fishing sector in the Philippines, the private sector enterprises appear hesitant to engage with the project as model enterprise participants, based on reluctance to engage with worker organizations in bipartite dialogue. The strategy is still unfolding as the partner employer's organization is yet to commence this component; however, the project team is considering alternative entry points to support good practices in tuna fishing and processing enterprises, including engagement with the industry tripartite councils.

4.2 Emerging Good Practices

GP 1 - The Joint PAC model in Indonesia enabled coherent and efficient implementation that could be replicated in other countries and projects.

In Indonesia establishing a joint Project Advisory Committee by sector for multiple projects working in related sectors has proved to be an efficient way of working with the tripartite constituents, and also effective in promoting coherence among projects working in the same sector.

GP 2 - Adaptation of the ILO Strategic Compliance Planning approach to multiple contexts

The application of the ILO's Strategic Compliance Planning approach for labour inspection in the Philippines has proved to be valuable to the Philippines DOLE in prioritizing sectors and sub-sectors for labour inspection at regional level. Following training on the SCP approach provided by the regional Labour Inspection Specialist, as part of the annual planning of the Bureau of Working Conditions, regional DOLE representatives developed strategic compliance plans across 14 regions, several of which selected the project target sectors for focused inspection. The project also introduced and adapted the approach for sectoral industry planning to address labour standards compliance through the Industry Tripartite Councils that operate at regional and provincial levels in the Philippines.³⁹

GP 3 - Application of the Participatory Action-Oriented Training (PAOT) methodology for OSH promotion in multiple rural sectors.

Capacity building for constituent partners in the use of the PAOT approach is proving to be a valued entry point to introduce better occupational safety and health practices, especially in small enterprises and micro enterprises in the Philippines, although it is still in the initial stages of implementation. In the Philippines the project introduced the PAOT approach through TOT for tripartite constituents, to enable them to cascade the approach through the member organizations and enterprises in the fishing, mining and banana-growing sub-sectors. The approach was well received by the training recipients, who regard the methodology as a good entry point to OSH improvements for micro- and small enterprises.

As well as the general participatory methodology for identifying hazards, the regional OSH Specialist has supported the project with the production of a participatory OSH guide for the fishing sector (WIFI), and a parallel guide for the small-scale mining sector is planned.

GP 4 – Deep engagement with tripartite partners in the Philippines provides a strong foundation for sustainable results.

In the Philippines the project has established a strong network of government and social partner stakeholders, represented in the Project Advisory Committee, and has included them in all stages of development of strategies and activities. This has led to a robust sense of ownership among the constituents and a balanced participation of trade union and employer organizations, supporting the prospect of sustainable outcomes.

³⁹ [ILO Strategic Compliance Planning Brief](#)

5. Conclusions

5.1 Project Design Validity

Design feasibility. The project scope, initially provided by the USDOL FOA, covering the agriculture, fishing and mining sectors, and its multiple intervention levels from national governance to community, is very ambitious. The Project's strategy was to limit the scope to two sectors in Indonesia, palm oil and fish/seafood processing, and in each country to focus on specific sub-sectors – banana, small-scale mining, large-scale mining and the tuna supply chain. Nevertheless, this has led to a thin spread of human resources and time constraints, especially in the Philippines where all three sectors are addressed. The mining and fishing sectors in the Philippines both involve complex governance challenges, including multiple inspection jurisdictions. Taking resource considerations into account in the sub-sector selection process, the evaluation suggests that the Philippines' industry interventions could have been narrowed further to one part of the tuna supply chain, and one mining locality.

The geographic spread of the industry-level engagement component is wide in both countries and is mainly tackled through the implementation agreement modality. However, all provincial interventions will likely require monitoring visits and in some sectors and locations, cases direct liaison by the project team with local government units and small-scale producers is anticipated by the team, presenting a considerable workload.

Validity of the design strategy and logic. ILO's vision for the Rural Sectors project is to support improved labour standards in rural sectors through a coherent technical assistance approach at a sub-regional level, specifically in the Philippines and Indonesia. The Project's intervention strategy was to develop good practices first in the Philippines, to be applied at a smaller scale in Indonesia, but it proved more effective to allow Indonesia a longer timeframe and a similar scope, once funding was available. in approach in expertise and develop models in two countries. The two-country design is intended to apply a coherent strategic framework embedded in the LABADMIN/OSH principles and Safety+Health for All Programme. In the project modification, a larger allocation is provided to sub-regional sharing, however the content of the activity is not clearly developed.

The project design logic for improving workers' rights and conditions in rural sectors in the two countries is sound in theory. It is based on a clear problem analysis of the contributing factors to poor working conditions and leading to a strategy that addresses governance frameworks as a priority foundation for addressing labour standards compliance in rural sectors, OSH promotional frameworks and workplace gender equality; this is intended to be supported by increased social partner capacities to promote compliance and good practice models of labour standards application in the selected industry sectors. However, the process for two-way feedback between the two components could have been more clearly linked in terms of dissemination of good practices.

Overall, the final results framework is coherent from a results-based management perspective. There are some elements where the strategy and formulation could have been clearer, such as the process for sharing and potentially scaling up the good practices from the pilot enterprises and community models. Nevertheless, sharing good practices is captured in the sustainability plans of both countries, and in an output under the community level interventions.

Gender dimension in the design and implementation. A focus on women workers, as reflected in the project title and FOA, has been implemented through a gender mainstreaming approach in the Project Document design. While the gender mainstreaming strategy developed is very thorough, the evaluation found that the focus on women in the design interventions and the monitoring and evaluation of the effects on women workers and could be strengthened in both countries by further identifying and focusing on points in the supply chains where women work, identifying specific OSH

improvements benefiting women, and ensuring women's voice and consultation in bipartite committees. In Indonesia, the project's fish processing focus already provides good opportunity for a focus on women.

The M&E system includes gender disaggregated monitoring of participation, and of results particularly at the lower levels of the results framework, while at the Objective level the project will capture the percentage of women workers reporting improvement of their working conditions. However, this data will not be captured until the end of the project. Ideally, monitoring the effects of interventions on women's working conditions should be monitored earlier in the life of the project.

5.2 Relevance

In the **Philippines** representatives of the government, employers and workers find the project aims and strategies highly supportive and relevant to their priorities. The Project Advisory Committee (PAC) is well attended by a broad spectrum of constituents, indicating the project's relevance.

DOLE's BWC, and regional DOLE directors, as well as DENR-BMG find the project well aligned with their priorities toward more strategic labour inspection. The OSH Centre also finds considerable potential for the project to help expand the reach of OSH services. The Philippine Commission on Women also find the project aligns with their priorities. Employer organizations, chiefly represented by ECOP, but also PBGEA, are highly committed to the project agenda in helping industry meet labour standards, with a particular interest in OSH improvements. There is some divergence among the fishing sector employer associations, which are active participants in project training, but whose members are resistant to engaging with trade unions. For their part, trade unions across the spectrum are keen to collaborate with the project.

The project has intentionally built its strategies around the government's evolving agenda on tripartism, labour inspection and the national OSH framework, thus remaining relevant, albeit moving slowly.

In **Indonesia**, the project's key national government partner, the MOM, find the project generally relevant to their interest in building labour inspection capacity, supporting the Ministry's Grand Design for inspection. The leadership of the MOM Directorate of Labour Norms Examination also appreciates the project's support to the promotional framework for OSH, including completion of the National OSH profile, and ongoing support to produce sector-specific OSH profiles.

The project has found ready interest in two key employer associations, GAPKI in palm oil and AP2HI in fishing and seafood processing, while other fish processing associations approached are more concerned with the impact of restrictive and fluctuating government regulations on fishing. Several key trade union partners are highly engaged in the project's initiatives and welcome a stronger role as the project progresses.

5.3 Coherence

In both the Philippines and Indonesia, the Project teams and the Country Offices have ensured that the Rural Sectors project coordinates well with other projects working in the same sectors, on decent work in supply chains and occupational safety and health. In the Philippines, the project has collaborated in joint initiatives delivered with other projects including Trade for Decent Work and the Ship to Shore Rights in Southeast Asia project.

In Indonesia, the effort to promote coherence is a hallmark of the Country Office approach, and the Rural Sectors Project team has coordinated well with the other projects operating in the fishing and palm oil sectors, and on promotion of Convention 190 on Violence and Harassment at work,

promoting efficiency and mutual impact. However, there is a call from stakeholders to be informed more frequently between PAC meetings of the project progress and plans.

5.4 Effectiveness of Interventions

In the Philippines the project has made significant progress, especially under LTO 1, while it is making headway on commencing LTO 2 interventions; but has experienced some significant implementation delays particularly affecting the industry engagement interventions through planned social partner implementation agreements to work with pilot enterprises and surrounding communities. Given the status of implementation, the evaluation team considers that the governance level outcomes are likely to be achieved by the end of the project, while there is a significant risk that the industry engagement outcomes may not be achieved to a sustainable level by end of 2024.

Challenges arose from several external factors including the restrictions on mobility following the COVID-19 pandemic, affecting much of 2021, as well as national elections. Internal factors have also played a part, including project delays in processing proposals and the Baseline Study and Sectoral Assessment.

The project has achieved key results towards improved governance frameworks (LTO 1), including revitalizing relevant sectoral ITCs and building their capacity for sectoral compliance planning among industry tripartite councils for the target sectors, introducing the PAOT approach to OSH improvement, and successful promotion of Strategic Compliance Planning approach for the labour inspectorate across the national regions. The evaluation noted significant progress for the small-scale mining sector in Camarines Norte where the Mining ITC has begun implementing its sectoral plan, and with project support, representatives of small-scale mining organizations have joined the provincial mining ITC.

Toward the industry-level outcomes, progress has mostly been made in the awareness raising interventions, the project has partnered with the trade union, SENTRO in General Santos City to raise awareness of workers' rights and extend the union's reach in the fishing sector. Proposals are being finalised with trade unions FFW and ALU-TUCP to reach workers in the informal sector in banana and mining sectors with awareness campaigns on labour laws, OSH and gender equality. Regarding enterprise-level interventions, a substantial implementation agreement has been developed to partner with ECOP in building the capacity of employer organizations in the mining, fishing and banana sectors to implement compliance systems in pilot enterprises. The project has been successful in securing the participation of a major mining corporation, Nickel Asia Corporation, while challenges remain to secure fishing and banana industry pilot enterprises.

In **Indonesia**, the project has made significant progress considering the short implementation period since November 2021 and the recent appointments of the Partnerships Officer and Monitoring and Evaluation Officer in late 2022. Progress has been strongest toward LTO 1 outcomes, including support to the MOM to finalize the updated National OSH profile in January 2023, and support for to the MOM for a guideline on gender-sensitive inspection underway. The evaluation found that there is a degree of uncertainty regarding how to proceed to support labour inspectorate capacity nationally and sectorally. The Indonesia team held discussions with the MOM regarding support for Strategic Compliance Planning and potential improvement of the ECMS, but the fit of the ILO's approach with that favoured by the MOM, which has traditionally featured an advisory more than an enforcement approach is still not clear. At the provincial level, the project has successfully initiated a tripartite forum in North Sulawesi to plan for improvements in labour standards in fish processing. Establishing parallel sectoral forums in the other selected provinces is in progress.

Towards LTO 2, the main progress is in building the capacity of workers' and employers' representatives, focused on understanding labour standards, gender equality and OSH, as well as

capacity to deliver communication campaigns. The project has secured the commitment of two sectoral employers' organisations, GAPKI in palm oil and AP2HI in fish processing to conduct the enterprise and community pilot projects, with two of three planned implementation agreements underway. This success can be attributed partly to the ILO's prior relationships and strong reputation among these employer federations. The participation of four fish processing enterprises has been confirmed in Bitung and Ambon, however the evaluation took place before activities commenced. The project is at the early stage of preparing and delivering technical support to the partners on participatory OSH improvements, labour law compliance and gender at work, and plans to draw on the Regional Office OSH expertise as the project progresses.

5.5 Management Effectiveness and Resource Efficiency

The project-wide management arrangements initially included a Project Director based in the Philippines, under the initial two-phase design, focusing on the Philippines. Once Indonesia's scope was expanded with the cost modification, the country teams found that this arrangement reduced operational efficiency and technical flexibility. The recent separation of the management structure of the project in the two countries improved the efficiency of implementation. At the same time, there remain limitations to project-wide strategic guidance, coordination and reporting. From the LABADMIN/OSH perspective overarching technical support and coordination warrant more attention than is possible within their resources.

In both countries, the project has benefited from project managers with strong technical experience and excellent relationships with the constituents, as well as highly skilled technical staff with expertise among them in partnership building, advocacy and communications, gender equality and MEL.

In the **Philippines**, human resources have been stretched relative to the technical and sectoral project scope, and the Project Manager needs to focus on both technical and project management concerns, affecting delivery progress. The turnover in Programme Assistants contributed to a substantial backlog of administrative processing which delayed specific activities, while the recent resignation of technical officers is also expected to delay implementation. Several factors, including the staff resignations, point to the need for an improved management structure and task delegation, and planning processes toward efficient delivery.

In **Indonesia** the project faced some implementation delays related to late staff recruitment and administrative and logistical issues during 2022, but the team has sped up its delivery during 2023. The evaluation finds that the staffing size in Indonesia is currently adequate to undertake the tasks, including reasonably effective delegation of thematic responsibilities according to staff expertise.

So far, financial resources have proven to be sufficient across the project, with a commendable budget allocation to activity implementation. The project is currently underspending significantly in both countries, but the delivery rate is expected to increase as partner agreements are released in the remainder of 2023.

Monitoring, evaluation and learning. Overall, the Project has established a sound monitoring, evaluation and learning system, based on a detailed Performance Monitoring Plan, corresponding to the ILO's results-based monitoring and evaluation guidelines and ILAB's evolving requirements and guidance, under the respective MPGs applicable during the design and implementation.

The system has been updated through several iterations as the results framework was modified to streamline the logic and to integrate the required common indicators of LABADMIN/OSH and OTLA. Although MEL systems are intended to be flexible to change, the time and resources taken to modify the system has been significant and the changes in outcome indicators limit the ability of the project team to track changes from the baseline.

The PMP reporting to USDOL, updated as of April 2023, comprises a streamlined set of indicators at the medium-term and long-term outcome levels, reducing the analysis and reporting workload. While the revised outcome indicators are valid, the evaluation found some targets represent low benchmarks for achievement. The evaluation suggests further consultation among the project team and LABADMIN/OSH support team and with USDOL to determine whether to continue tracking the short-term outcome and output indicators. Given the substantial workplan monitoring by the team, it may be sufficient to analyse progress toward the short-term outcomes and outputs via workplan tracking. The gender-specific effects of the project are captured to a limited extent in the high-level outcome indicators but need to be monitored at a more qualitative level to capture changes experienced in women's working conditions in the target areas.

The system for reporting MEL data is thorough and utility-focused, using project-developed visual dashboard software. In both countries the project teams, in consultation with the Safety + Health for All Programme support team monitor the workplan closely, identifying the reasons for delays and mitigating actions as reported in the TPRs. This type of analysis, as well as the teams' understanding of the emerging regulatory and partnership opportunities and challenges in both countries is helping to shape the project team's strategies.

5.6 Potential Impact and Sustainability

The project has developed and is implementing sound sustainability strategies in each country, based on a common set of approaches and principles in line with USDOL guidelines. The tracking of progress toward sustainability through defined indicators is at an early stage, but the time invested in such tracking may not be warranted when the key indicators are already embedded in the outcome indicators.

In terms of anticipated lasting positive benefits of the project, in both countries, but especially the Philippines, the robust ownership strategies pave the way for lasting results and impacts. Given the status of implementation in both the Philippines and Indonesia, the most prominent signs of sustainable results and positive impacts are in improvements in the governance frameworks. In the Philippines these including strategic planning approaches to compliance in the rural sectors among regional labour inspectorates oriented toward risk-based targeting, and the introduction of a similar approach integrated in industry tripartite councils' planning.

In Indonesia, the project's support to gender equality at work and related OSH awareness through the MOM's Respectful Workplace policy is anticipated to have lasting impact. The aim to support more targeted strategic compliance planning to the MOM has potentially high impact if it is successful. At the provincial level, the establishment of a sectoral tripartite forum in North Sulawesi, with other target provinces expected to follow, has a strong prospect of impact on tripartite oversight of labour standards in palm oil and fish processing, while the sustainability of these new institutional mechanisms is uncertain.

Regarding the enabling environment, in the Philippines, workers organizations expect to gain a wider reach to informal sector workers, and potentially an enhanced appreciation among workers and employers of the positive role trade unions play in supporting workplace improvement and harmony. Among employers' organizations, at federation and sectoral level a stronger capacity to promote OSH and labour standards is emerging.

In Indonesia, among the emerging impacts, communications training has strengthened the capacity of members of labour unions and employers to promote labour standards, OSH and workplace gender equality through communications campaigns. The revised AP2HI Code of Conduct, incorporating gender at work and OSH standards fisheries companies also promises to have a positive impact across the sector. However, in both countries it is too early to suggest to what extent the enterprise and community-level improvements are likely to prove sustainable.

6. Recommendations

The recommendations are intended to provide the ILO and its stakeholders with suggested actions to strengthen the achievement of project outcomes and increase the potential for impact and sustainability.

Project-wide recommendations

1. The ILO should request a one-year project extension to enable the project to realize its outcomes in both countries.

- (a) The ILO should request USDOL to allow a one-year extension to November 2025, to enable the project to fully implement its interventions, especially those planned under LTO 2. This would allow both countries to consolidate the enterprise and community engagements and fully implement the sustainability plan. In Indonesia, under an extension, AP2HI and GAPKI should be encouraged to expand their reach to other enterprises and locations within the fish processing and palm oil sectors. In its extension proposal, the ILO should establish the budget implications and whether a cost increase is required, considering any expansion to the project staffing.
- (b) Provided the project makes progress according to its workplan and targets in 2024, the ILO and USDOL should discuss the possibility of additional funding for a second phase, to enable geographic expansion in the current sub-sectors and extension to another sub-sector in each country. The selection of an additional sub-sector would require feasibility studies. ILO staff noted potential to apply the project strategies potentially in pineapple or sugar in the Philippines, and tea or rubber or cocoa in Indonesia.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| LABADMIN/OSH; Project teams, Country Offices, USDOL | High | Immediate | High |

- 2. ILO should consider appointing an International Project Manager for the second half of the project, with or without a project time or cost-extension.** An international project-wide manager would provide project-wide technical guidance, a single focal point for coordination with LABADMIN/OSH and reporting, and support for the planned sub-regional learning component. This recommendation arises from the expressed need for more extensive backstopping and coordination than can be provided by LABADMIN/OSH.

| Responsible units | Priority | Time Implication | Resource Implication |
|--|----------|------------------|----------------------|
| LABADMIN/OSH; Project teams, PH and IND Country Offices, USDOL | High | Immediate | Medium- High |

- 3. Review the Monitoring, Evaluation and Learning system regarding a) performance indicator targets and b) measures to capture change in rural women workers' conditions.**

In the next reporting period, the project should review its performance targets for the USDOL-reported PMP indicators. outcome-level indicators, potentially raising the target levels for specific indicators per country.

Regarding the Objective-level indicator on women's experienced working conditions, the project should plan to collect qualitative data on changes in women workers' conditions, through the outcomes harvesting methodology or a similar approach in both countries. Monitoring exercises could be conducted at 6-monthly intervals once the industry level interventions commence. Project staff should consult with USDOL MEL staff and LABADMIN/OSH M&E Specialist regarding the methodology.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------------------|----------------------|
| Project team, M&E Officers, LABADMIN/OSH, USDOL | High | Effective throughout project | Medium |

4. **Both country teams should prepare plans with the implementing partners to document and share the good practices and lessons from the pilot enterprises and communities towards replication via the social partners and industry tripartite mechanisms and learning at the national policy level.** This may require adjustment to the workplan and potentially the sustainability plan to document and share the lessons from the pilot enterprises at different levels: with other enterprises through industry bodies in the sub-sector, via the employer organization implementation agreements, through the tripartite councils/forums in the region/province; and with national stakeholders.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| Project Managers, LABADMIN/OSH; Country Offices | High | Medium-term | Medium |

5. **Identify opportunities for learning exchange between the Philippines and Indonesia stakeholders and between the project teams.** Sub-regional sharing is allocated resources under the March 2022 cost-modification, but specific plans for the process and subjects are not evident. To promote the value of any cross-country learning activities, the project should consult the stakeholders and project teams on the topics on which they would appreciate exchanging and learning from one another.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| Project teams, LABADMIN/OSH; Country Offices, stakeholders, Technical Specialists | Medium | Medium-term | Medium |

Recommendations for the Philippines

6. **Expand project staffing and establish clear designation of tasks.** a) The evaluation supports the proposal to recruit an Administration and Finance Assistant until the end of the current project timeframe to enable the project to manage its administrative backlog and expanding workload.

The evaluation supports the proposal for an additional project officer, to enable the Project Manager to focus on project management and strategic planning, and the two officers to support the technical and operational implementation. A potential division of the TORs could assign one officer to the governance component and OSH matters project-wide, and the other officer responsible for supervision and monitoring of the industry engagement – engaging with both social partners.

- b) The Project Manager and team should establish clear staff task designation towards improved efficiency, while maintaining some necessary flexibility.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|--|
| Project Manager, Country Office management, LABADMIN/OSH, USDOL | High | Medium-term | Medium-high depending on project extension |

7. **Conduct a strategic planning exercise as soon as possible following the MTE to guide the second half of the project and develop a clear roadmap.** This exercise should initially be held internally among project staff, Country Office programme staff, and LABADMIN/OSH officers. The agenda should include:
- Challenges to private sector engagement and pilot enterprise commitment and in specific sectors and planned strategies to engage enterprises
 - Planning and implementation arising from the strategies.

Following internal discussion, the team should discuss proposals and any adjustments to the strategy with partners.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| Project Manager and team, Manila Country Office, LABADMIN/OSH | High | Medium-term | Medium |

8. **Address the timeliness of the project's planning for events and missions requiring administrative approvals and processes, and of review and processing of technical documents, contracts and implementing agency proposals.**

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| Project Manager and team, Country Office, Regional Office, LABADMIN/OSH | High | Immediate | Low |

9. **Continue to support legal and regulatory review for governance and promotion of compliance in the target sectors, setting priorities for the project support within the available resources.** The project can support the constituents' review and harmonisation of existing rules and standards, including inspection procedures, to ensure they capture the nuances of the sectors, and promote collaboration and efficiency in implementation. For example, constituents would like to see ongoing project support to review of the Small-scale Mining Act, and harmonisation of inspection rules between DOLE and DENR-BMG.

| Responsible units | Priority | Time Implication | Resource Implication |
|--|----------|------------------|----------------------|
| Project Manager and team, Country Office, LABADMIN/OSH | Medium | Medium-term | Medium |

10. **Pursue a range of strategies to engage pilot enterprises in the tuna fisheries sector, such as identifying industry champions, leveraging the influence of the regional fishing industry tripartite council and focusing on OSH improvement as an entry point.** The project may need to channel additional technical support to ECOP to assist it to achieve its aims under the Implementation Agreement to establish pilot enterprise models.

| Responsible units | Priority | Time Implication | Resource Implication |
|--|----------|------------------|----------------------|
| Project team, LABADMIN/OSH, Country Office | Medium | Medium-term | Low |

11. **Strengthen the focus on women rural workers.** This could be achieved through the following actions:
- Promote selection of pilot enterprises or informal sector smallholdings where women are concentrated. For example, the fishing industry pilot engagement could focus on tuna processing,

- b. Work with the newly formed women's worker associations in banana or fish processing
- c. Ensure the participatory action-oriented approach is gender sensitive in its guidance and application
- d. Continue to apply gender mainstreaming in promoting compliance to gender standards

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| Project Manager, Country Office, Regional gender and OSH specialists, LABADMIN/OSH, USDOL | High | Medium-term | Medium |

12. Partner with the Department of Interior of Local Government (DILG) to strengthen the project implementation at the local level and promote sustainability. DILG has endorsed the project to target municipalities but is not actively engaged in the project activities. With technical guidance from the project and DOLE, DILG could play an active role in advocating with LGUs to promote labour standards, OSH and workplace gender equality, especially among informal workers. LGUs could contribute to improving working conditions in rural sector by capacitating rural health units to promote OSH; collecting data on work-related sickness or injuries of workers.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| Project manager and team, Country Office, Regional specialists, USDOL | High | Medium-term | Medium |

Recommendations for Indonesia

13. Conduct a strategic review and planning exercise to clarify strategies for the second half of the project. The evaluation suggests this exercise be initially conducted internally to ILO, including review of:

- a. The optimal strategic approach to support inspection capacity globally and in the sectors
- b. The plan for establishing tripartite sectoral forums in Ambon, Riau and East Kalimantan, and any anticipated challenges.
- c. The timeframe for completing the sectoral enterprise/community demonstration models.

following the internal review, the team should discuss the strategies and any adjustments to the workplan with partners and provide them with regular updates.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| NPC & project team, Country Office, LABADMIN/OSH, technical specialists | High | Short-term | Medium |

14. In response to the labour inspectorate's persistent human resource and budget constraints, offer to expand Strategic Compliance Planning training for labour inspectors at the provincial level, and continue to encourage the integration of SCP in the agenda of labour inspection reform at national and local levels.

| Responsible units | Priority | Time Implication | Resource Implication |
|--|----------|------------------|----------------------|
| NPC and project team, LABADMIN/OSH, labour inspection specialist | Medium | Medium-term | Medium |

15. Identify opportunities for direct interventions to support rural women workers. This can be pursued through:

- supporting the active role of women in predominantly male-led organizations and enterprises
- strengthening workplace gender committees
- continuing to apply gender mainstreaming
- monitoring changes in women's OSH and other workplace issues in the MEL system

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| Project team, Country Office, LABADMIN/OSH, USDOL | High | Short-term | Medium |

16. Support a stronger role and capacity for workers' organizations in raising awareness at the project sites and in remediation of labour issues at the community level, for example, building on existing grass-roots monitoring and grievance mechanisms in the sectors.

| Responsible units | Priority | Time Implication | Resource Implication |
|---|----------|------------------|----------------------|
| NPC & project team, Country Office, LABADMIN/OSH, Workers' specialist | High | Short-term | Medium |

17. In the palm oil sector, build on relevant initiatives of the USDOS-funded Palm Oil project, such as the Participatory Action Oriented Training for OSH in the sector and the labour inspection guide for palm oil. This may include training of provincial labour inspectors using the new gender sensitive inspection guide combined with updated training on the labour inspection guide in palm oil introduced in 2021.

| Responsible units | Priority | Time Implication | Resource Implication |
|--|----------|------------------|----------------------|
| Project team, Country Office, LABADMIN/OSH | High | Short-term | Medium |

18. In the seafood processing sector conduct seminars and develop communications products (such as video and infographics) to present successful practices from the cooperation between unions and the tuna handline association (AP2HI) to the Seafood Processing Association (AP5I) and its members to engage their cooperation and interest in labour issues.

| Responsible units | Priority | Time Implication | Resource Implication |
|-------------------------------------|----------|------------------|----------------------|
| Project Coordinator and team, AP2HI | High | Medium-term | Medium |

Recommendations for USDOL

19. ILAB should consider adjusting the requirements within Sustainability Plans for this and future projects, removing the requirement for developing and reporting on sustainability indicators. The sustainability indicators can overlap with project outcome indicators and add unnecessary burden to project reporting requirements. The evaluator believes a standalone Sustainability Plan continues to be useful to identify sustainability strategies and plan for transition to local ownership and resourcing of successful interventions.

| Responsible units | Priority | Time Implication | Resource Implication |
|-------------------|----------|------------------|----------------------|
| USDOL | Medium | Medium-term | Low |

ANNEXES

Annex A. Evaluation Data Collection Matrix

| No. | Criteria and Questions | Sources of Data | Stakeholder interviews | Methods |
|---------------------------|---|--|---|---|
| Relevance | | | | |
| 1 | To what extent is the Project consistent with the key needs and priorities of ILO constituents (government, employers and workers) and with national strategies for promoting compliance with labour standards on OSH and gender equality? | Project documents, national policy documents, constituent interviews | Constituents Project team ILO CO staff | Document review Stakeholder interviews (including ILO staff) |
| 2 | To what extent are the Project design and interventions adequate to promote international labour standards in each country? | Project documents, national policy documents, constituent interviews, current ILS ratifications | Project team ILO technical and CO staff | Document review stakeholder interviews |
| Validity of design | | | | |
| 3 | a. Is the Project design adequate and appropriate to meet the project objectives and identified outcomes? b. To what extent does the Project's Results Framework link the outputs to the intended outcomes and objectives? | Examination of the problem analysis and TOC, results framework in the Project document, project team, donor | Project team ILO technical and backstopping staff Donor | Document review Stakeholder interviews |
| 4 | Is the gender dimension adequately considered in the Project Document, Monitoring and Evaluation Plan, and interventions? How well are gender equality issues addressed in the design? | Project documents Project team | Project team and backstopping staff Regional Gender Specialist | Document review Stakeholder interviews |
| Coherence | | | | |
| 5 | To what extent does the Project contribute to ILO <u>global and country programmes</u> , including the Programme and Budget (biennia 2020-21 and 2022-23), ILO Flagship Programme "Safety + Health for All" and the Decent Work Country Programmes in Philippines and Indonesia? How does the Project support the Sustainable Development Goals – particularly Goal 5 and Goal 8, and UN joint development frameworks at country level? | ILO P&B documents Safety & Health for All Flagship programme SDGs UN COVID-19 recovery frameworks per Philippines and Indonesia | Country Directors Programme Analysts LABADMIN/OSH staff | Document review Stakeholder interviews |
| 6 | Are the interventions complementary with other projects in the countries, including other interventions of the ILO at the country, regional, provincial, and enterprise levels? | Outlines and evaluations of other ILO and non-ILO projects addressing related concerns conducted in parallel | Staff of related ILO projects Project teams Donor | Document review Stakeholder interviews |

| No. | Criteria and Questions | Sources of Data | Stakeholder interviews | Methods |
|----------------------|--|---|--|---|
| | | to the project or in the recent past | CO programme staff | |
| 7 | How well does the project fit with other interventions of the US Government and other partners? | Documentation of other US government interventions, or relevant interventions of other partners | USDOL Project team LABADMIN/OSH staff | Document review Stakeholder interviews |
| Efficiency | | | | |
| 8 | How well are the project's resources (human, financial and technical) being managed to ensure timely, cost effective and efficient delivery of Project results? | Organization chart Budget and budget revisions Expenditure rate per country Staff perceptions of efficiency measures | Project teams LABADMIN/OSH officers Operations Analyst Stakeholders Country Director | Document review Stakeholder interviews |
| 9 | Are there any alternate management and implementation strategies which the project could have carried out to better manage its resources? | Organization chart Budget and budget revisions Expenditure rate per country Staff perceptions of efficiency measures | Project teams LABADMIN/OSH officers Operations Analyst Stakeholders Country Director | Document review Stakeholder interviews |
| 10 | What are the strengths and weaknesses of the Comprehensive Monitoring and Evaluation Plan and its implementation? Is the M&E system being used effectively to inform learning and management decision making? | M&E framework documents, including all revisions | Project team Backstopping team Donor | Document review Stakeholder interviews |
| Effectiveness | | | | |
| 11 | To what extent is the project achieving its objectives and expected results? <ul style="list-style-type: none"> ▪ Is there evidence of certain project components advancing more than others? ▪ Have there been any unintended results (positive or negative) that emerged during the implementation? ▪ How effectively is the project communicating its achievements and best practices? | Six-monthly Progress Reports PMP reports for the relevant periods Perceptions of all stakeholders | All stakeholders, including donor | Document review Stakeholder interviews |

| No. | Criteria and Questions | Sources of Data | Stakeholder interviews | Methods |
|-------------------------|--|---|--|---|
| 12 | What are the key external or internal contributing factors that have facilitated or hindered progress? <ul style="list-style-type: none"> ▪ To what extent has the project adapted to the evolving situation due to the COVID-19 pandemic, or any other risk factor? How adaptable and responsive has the project been to the changing context? | TPR reports Perceptions of project staff and stakeholders | Project team ILO officers Incl. Specialists and Programme Analyst Constituents Donor | Document review Stakeholder interviews |
| 13 | Is the project effective in establishing and retaining its focus on women workers at all levels? | TPRs Stakeholder interviews M&E/PMP reporting | Project team Other ILO officers Including Specialists and Programme Analyst. Constituent stakeholders | Document review Stakeholder interviews |
| 14 | To what extent has the project been able to establish partnerships and synergies <u>both within each country and between</u> ILO Philippines and ILO Indonesia operations which support the project's strategy and performance, and coordination and collaboration among the elements of the project, (e.g. compliance, gender and OSH) for maximum benefits and effective use of resources? | The question relates to effectiveness and efficiency. Project team and other ILO perceptions | Project Managers CO Directors | Stakeholder interviews |
| Potential Impact | | | | |
| 15 | What is the likelihood that the project interventions will result in positive and long-term changes? Will these interventions help rural workers in achieving improved decent work conditions? What is the likelihood of both Indonesia and the Philippines achieving the project outcomes by the end of the project? | Project Theory of Change TPRs Perceptions of constituents and Project Teams | Project team Other ILO officers Including Specialists and Programme Analyst. Constituent stakeholders | Desk review Stakeholder Interviews |
| 16 | To what extent has the project set up actions and mechanisms that will ensure the achievement of long-term effects, including sharing of any | TPRs Perceptions of constituents and Project Teams | Project teams in each country | Stakeholder interviews |

| No. | Criteria and Questions | Sources of Data | Stakeholder interviews | Methods |
|--|---|--|---|---|
| | emerging good practice of subregional interventions/activities between PH and IND? | | Safety and Health for All programme staff Country Office | |
| 17 | To what extent has the project strengthened the institutional capacity (service and policy) of the government, employers' and workers' organizations in promoting safe and healthy working environments for all workers (with a specific focus on women)? | TPR and PMP reports against the MTO and LTOs Perceptions of constituents | Constituent stakeholders | Desk review Stakeholder interviews |
| 18 | Are there any observed trends in changes in attitudes, skills, institutions, living conditions etc. that can be attributed to the project's interventions? | Project qualitative reporting of monitoring - Outcomes harvesting Perceptions of constituents | Constituent stakeholders | Desk review Stakeholder interviews |
| Contribution towards Sustainability | | | | |
| 19 | What mechanisms and actions did the project put in place to ensure ownership of the project's results at the country, regional/province and enterprise levels? | Documented sustainability strategy TPRs | Project team Constituent stakeholders | Desk review Stakeholder interviews |
| 20 | To what extent is the project sustainability strategy being implemented? | Sustainability Strategy and TPRs Stakeholder perceptions | Project team Constituent stakeholders | Document review Stakeholder interviews |
| 21 | Which project outcomes are most likely sustainable and transferable to the communities/sectors or relevant institutions when the project ends? | TPRs Constituent perceptions Project team perceptions | Project team Constituent stakeholders | Document review Stakeholder interviews |
| ILO Cross cutting themes: Gender, disability, and non-discrimination; tripartism, social dialogue | | | | |
| 22 | Has the project integrated gender equality, disability, and non-discrimination as cross-cutting concerns throughout its deliverables, including periodic reports? | TPR reports Perceptions of project staff and backstopping staff | Project team Gender specialist Constituents | Document review Stakeholder interviews |
| 23 | Is the project contributing to social dialogue and tripartism, and the ILO Conventions, specifically on OSH and Labour Inspection? | TPR reports, perceptions of project staff and backstopping staff | Project team ROAP specialists Constituents | Document review Stakeholder interviews |

Annex B. List of Desk Review Documents

Project Documents

- USDOL Funding Opportunity Announcement FOA-ILAB-20-07
- Project Cooperative Agreement - Award No. IL-35632-20-75-K-
- Project Document – Submitted post-Award
- Annexes to the Project Document
- Award Modification No. 1, March 23, 2022
- Six-monthly Technical Project Reports (TPRs) and Annexes to TPRs 1-5.
- Monitoring and Evaluation documents including Performance Monitoring Plan and Results Framework (initial and updated versions), data tracking system
- Budget documents
- Project products – including Philippines project promotional video
- Rapid Asia/ILO. Baseline Study and Sectoral Assessment for the Project “Improving Workers’ Rights in Rural Sectors of the Indo-Pacific with a Focus on Women”. March 2023

ILO and UN Strategic Documents

- Decent Work Country Programme Philippines 2020-2024
- UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines 2020 – 2023
- UN Socio-Economic Recovery Framework Indonesia
- Indonesia UN Sustainable Development Cooperation Framework (UNSDCF), 2021-2025
- Decent Work Country Programme for Indonesia 2020-2025
- UN Sustainable Development Agenda 2030
- ILO COVID-19 Response Framework, May 2020

ILO Evaluation Guidelines, USDOL Guidelines and Other Relevant Evaluation-related documents

- OECD/DAC Evaluation Guidelines, Updated 2019.
<https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>
- USDOL. Bureau of International Labor Affairs, Office of Trade and Labor Affairs. Management Procedures and Guidelines for Cooperative Agreements. Fiscal Year 2022. February 15, 2022
- UNEG Ethical Guidelines
- ILO Evaluation Office, ILO Policy Guidelines for Evaluation - Principles, rationale, planning and managing for evaluations - *i-eval* resources - 3rd Edition
- ILO Evaluation Office, Guidance note 3.1: Integrating gender equality in monitoring and evaluation
- ILO Evaluation Office, Guidance Note 3.2: Adapting evaluation methods to the ILO’s normative and tripartite mandate
- ILO Evaluation Office, Guidance Note 3.3. Strategic Clustered Evaluations to gather information more effectively. June 2020.

Annex C. List of Stakeholders Interviewed

ILO staff at project, regional and HQ levels, and donor representatives

| # | Name | Position/Organization | Date |
|---|------------------------|--|----------|
| Philippines Project staff | | | |
| 1 | Cerilyn Pastolero | Project Director, Philippines | 04/05/23 |
| 2 | Jennifer Santos | Monitoring and Evaluation Officer, Philippines | 01/05/23 |
| 3 | Ana Liza Valencia | Partnerships Officer, Philippines | 02/05/23 |
| 4 | Alyannah Lagasca | Programme and Administration Assistant, Philippines | 03/05/23 |
| Indonesia Project staff | | | |
| 5 | Januar Rustandie | National Project Coordinator, Indonesia | 10/05/23 |
| 6 | Mega Savitri Aniardari | Monitoring and Evaluation Officer, | 10/05/23 |
| 7 | Adelin Alexandra | Partnerships Development Officer, Indonesia | 10/05/23 |
| 8 | Dewi Budhiwaskito | Administration and Finance Assistant, Indonesia | 10/05/23 |
| ILO Manila Country Office | | | |
| 9 | Khalid Hassan | Country Director, CO Manila | 05/05/23 |
| 10 | Conception Sardana | Senior Programme Officer, CO Manila | 05/05/23 |
| 11 | Diane Respall | Programme Analyst ROAP, formerly Programme Officer, CO Manila | 19/04/23 |
| 12 | Virginia Creer | Operations Analyst, CO Manila | 14/04/23 |
| ILO Jakarta Country Office | | | |
| 13 | Michiko Miyamoto | Country Director, Jakarta Country Office | 11/05/23 |
| 14 | Muhamad Nour | National Project Coordinator, Alliance 8.7 Accelerator Lab to Combat Modern Slavery | 08/05/23 |
| 15 | Yunirwan Gah | National Project Coordinator, Advancing Worker Rights at Palm Oil Sector Project | 08/05/23 |
| 16 | Albert Bonasahat | National Project Coordinator, Ship to Shore Rights Project | 08/05/23 |
| 17 | Dyah Retno Sudarto | National Project Coordinator, Promotion of Ratification of C190 | 08/05/23 |
| 18 | Lusiani Julia | Programme Officer | 11/05/23 |
| Safety + Health For All - LABADMIN/OSH - HQ Backstopping | | | |
| 19 | Justine Tillier | Programme Analyst, Safety & Health for All Programme, LABADMIN/OSH | 04/05/23 |
| 20 | Mini Thakur | Monitoring and Evaluation Coordinator, Safety & Health for All Programme, LABADMIN/OSH | 24/04/23 |
| Regional Specialists - ROAP | | | |
| 21 | Rene Robert | Senior Specialist, Labour Administration, ROAP | 18/04/23 |
| 22 | Yuka Ujita | Senior Specialist, OSH, ROAP | 14/04/23 |
| 23 | Ravindra C Samithadasa | Specialist on Workers' Activities, ROAP | 12/05/23 |
| Donor | | | |
| 27 | Keith Goddard | Government Office Representative, OTLA, USDOL | 18/04/23 |
| 28 | Lili Bacon | International Relations Officer, OTLA, USDOL | 18/04/23 |

Philippines stakeholders

| # | Name | Position/ Organization | Date |
|----|-------------------------------|--|----------|
| | Employers | | |
| 1 | Jose Roland Moya | Director General, Employers Confederation of the Philippines | 8/05/23 |
| 2 | Dang Snyder | Senior Manager for CSR, Employers Confederation of the Philippines (ECOP) | 24/04/23 |
| 3 | Beatrice Francia | Vice-Chairperson for Management, Philippine Banana Growers and Exporters Association | 19/04/23 |
| 4 | Rosanna Contreras | Executive Director, SOCCSKSARGEN Federation of Fishing and Allied Industries, Inc. | 19/05/23 |
| 5 | Jessie Pagaran | Assistant VP for Employee, Labor and Industrial Relations, Nickel Asia Corporation | 18/04/23 |
| 6 | Mayette Davina | HR Manager, Hinatuan Mining | 27/04/23 |
| 7 | Marife Quiam | SARGEN Tuna Handline Fishing Association | 19/05/23 |
| | Government | | |
| 8 | Kima Karla Cedo | Focal for Fisheries Management Area, Bureau of Fisheries and Aquatic Resources | 19/05/23 |
| 9 | Eugene Puente | DA - Gender and Social Inclusion | 24/04/23 |
| 10 | John Peter Miraña | Engineer II - DENR - Mines and Geosciences Bureau | 25/04/23 |
| 11 | Dr. Teresita Cucueco | Executive Director, DOLE - Occupational Safety and Health Center | 20/04/23 |
| 12 | Charlene Parafina | Senior Industrial Hygienist Environmental Control Division, OSH Centre | 20/04/23 |
| 13 | Jhia Anjela Rivera | Research Analyst, DOLE OSH Centre | 20/04/23 |
| 14 | Bong Soriana | Training and Public Information Division, OSH Centre | 20/04/23 |
| 15 | German Eser Jr. | Chief of Training and Public Information Division, OSH Centre | 20/04/23 |
| 15 | Alvin Curada | Director, Department of Labor and Employment - Bureau of Working Conditions | 27/04/23 |
| 17 | Kristine Carol S. Ramos | Manager – Labor Inspectorate Program, DOLE, Bureau of Working Conditions | 27/04/23 |
| 18 | Atty. Randolph Pensoy | Regional Director, DOLE - Region XI Office | 05/05/23 |
| 19 | Annie Tangpos | Chief of Technical Support and Services Division, DOLE - CARAGA | 27/04/23 |
| 20 | Ruby Carasco | Chief- Technical Support Division of DOLE XII, Operation Division Head Koronadal City Field Office | 15/05/23 |
| 21 | Sarah Aviado | PIO, Camarines Norte Province, Advisor to Small-scale Gold Miners' Association of Jose Panganiban | 26/5/23 |
| 22 | Ma. Zenaida A. Angara-Campita | DOLE Director, Region V 0 Bicol Region | 28/04/23 |
| 23 | May Saludez | Senior GAD Specialist, Philippine Commission on Women | 15/05/23 |
| 24 | Maria Kristina De Guzman | Labor Inspection Auditor -DOLE BWC | 05/05/23 |
| 25 | Marie Angelique Espiritu Yaun | Labor Inspector from DOLE IV B, Regional Office- Cavite | 05/05/23 |
| 26 | Isidrick Paqueo | Senior Labor and Employment Officer DOLE XI | 05/05/23 |

| # | Name | Position/ Organization | Date |
|----|------------------------------|--|----------|
| | | Davao de Oro Field Office | |
| 27 | Louie M. Esparagoza | Supervising Labor and Employment Officer -DOLE XII | 05/05/23 |
| 28 | Churchill Jean Duque | Senior Labour and Employment Officer-DOLE XI | 05/05/23 |
| 29 | Renalyn Alano | Focal Person, DOLE Regional Office V | 05/05/23 |
| | Workers Organizations | | |
| 30 | Susanita Tesiorna | President, Alliance of Workers in the Informal Economy/Sector (ALLWIES) | 2/05/23 |
| 31 | Julius Cainglet | Federation of Free Workers | 3/05/23 |
| 32 | Policarpio Asilo | President - Hinatuan Mines Employees Union (KMU) | 10/05/23 |
| 33 | Josefina Lim | National Vice President for Mindanao, National Trade Union Center of the Philippine | 20/04/23 |
| 34 | Sofriano Mataro | Regional Vice-President for Southern Mindanao Region - Trade Union Congress of the Philippines (TUCP)/ Associated Labour Unions (ALU) | 20/04/23 |
| 35 | Herbert Demos | Project Coordinator, Sentro ng mga Nagkakaisa at Progresibong Manggagawa, SOCCSKSARGEN | 19/04/23 |
| 36 | Ramon Certeza | IndustriAll Global Unions | 25/04/23 |
| 37 | Julius Cainglet | Vice President, Federation of Free Workers | 03/05/23 |
| 38 | Rogelio Data, Jr. | President, Samahan ng mga Magkakabod ng Camarines Norte (SAMACANO) | 26/04/23 |
| 39 | Rolando Persia | Vice President- SAMACANO and President-Magkamatao Small Scale Miners Association (MSSMA) | 26/04/23 |
| 40 | Shiela Nazareno | Secretary - SAMACANO and CEO/Managing Head - MSSMA | 26/04/23 |
| 41 | Shirley Suzara | Treasurer – SAMACANO and Vice President, Samahan ng mga Minero sa Barangay Casalugan (SMBC) | 26/04/23 |
| 42 | Mateo Magallanes | Auditor- SAMACANO and President, Samahan ng mga Magkakabod ng Dalas (SMD) | 26/04/23 |
| 43 | Wilfredo Golez | Member of Board of Directors- SAMACANO, Chairman of the Board- SMBC, Representative for Small Scale Mining, Provincial Mining and Regulatory Board | 26/04/23 |
| 44 | Erick James Berdin | Pollution Control Officer/ Craftcode Focal Person - SMBC | 26/04/23 |
| 45 | Realyn Rieza | Member - SMBC | 26/04/23 |
| 46 | Arlene Galvez | Pollution Control Officer, MSSMA, Adviser-SAMACANO, and Adviser, National Coalition of Small-Scale Miners in the Philippines | 26/04/23 |

Indonesia Stakeholders

| | Name | Position/Organization | Date of Interview |
|----|-------------------------------|---|-------------------|
| | Government | | |
| 1 | Yuli Adiratna | Director, Directorate of Labour Norms Examination, Ministry of Manpower | 11/05/23 |
| 2 | Andre Indra | Labour Inspector, Directorate of Labour Norms Examination, | 11/05/23 |
| 3 | M. Nicodemus Prihasto Demay | Labour Inspector, Directorate of Labour Norms Examination | 11/05/23 |
| 4 | Siti Umi Salamah | Director, Directorate of Labour Inspection System, Ministry of Manpower | 12/05/23 |
| 5 | Dyah Hartanti P | Staff, Directorate of Labour Inspection System | 12/05/23 |
| 6 | Primahdrita | Staff, Directorate of Labour Inspection System | 12/05/23 |
| 7 | Opat | Staff, Directorate of Labour Inspection System | 12/05/23 |
| 8 | Roberti Kairupan | Head, Labour Inspection Unit, North Sulawesi Office of Manpower | 9/05/23 |
| 9 | Fredrik Harry Tania | Labour Inspector, North Sulawesi Office of Manpower | 9/05/23 |
| 10 | Martinus Borong | Labour inspector, North Sulawesi Office of Manpower | 9/05/23 |
| 11 | Jerry Masinambow | Labour Inspector, North Sulawesi Office of Manpower | 9/05/23 |
| | EMPLOYERS | | |
| 12 | Thomas Darmawan | Former Chairman of the Fisheries Committee (APINDO) | 9/05/23 |
| 13 | Hendra Sugandhi | Chairman, Fisheries Committee (APINDO) | 9/05/23 |
| 14 | Imron Nasir | ASTUIN (Indonesia Tuna Association) - APINDO | 9/05/23 |
| 15 | Sumarjono Saragih | GAPKI (Indonesia Palm Oil Association) - Central | 12/05/23 |
| 16 | Eko Sanjaya Tamba | GAPKI - Central | 12/05/23 |
| 17 | Dedi Aspian Nur | Secretary, GAPKI – East Kalimantan | 12/05/23 |
| 18 | A. Fatah | GAPKI – East Kalimantan | 12/05/23 |
| 19 | Aswar Muchtar | GAPKI – East Kalimantan | 12/05/23 |
| 20 | Kornelis | GAPKI – East Kalimantan | 12/05/23 |
| 21 | Mariato | GAPKI - Riau | 12/05/23 |
| 22 | Hubbal Sembiring | GAPKI - Riau | 12/05/23 |
| 23 | Janti Djuari | Chair, AP2HI (Indonesia Line, Pole and Handline Tuna Association) | 12/05/23 |
| 24 | Ilham Alhaq | Staff, AP2HI | 12/05/23 |
| 25 | Prayoga Huda | Staff, AP2HI | 12/05/23 |
| 26 | Bagus Prakoso | Staff, AP2HI | 12/05/23 |
| 27 | Ivonne Peleh | HR, PT. Sinar Pure Foods International | 12/05/23 |
| | Workers' Organizations | | |
| 28 | Sulistri A | Secretary General, F-KAMIPARHO (KSBSI) | 11/05/23 |
| 29 | Endroyono | Senior Advisor, SPPI (Indonesia Fisheries Labour Union) | 11/05/23 |
| 30 | Nurul | F-Sarbumusi Gobel (K-Sarbumusi) | 11/05/23 |
| 31 | Laurensia Siahaan | FSP PP (KSPSI CAITU) | 12/05/23 |
| 32 | Oni Isti Ngaenah | KSPN | 12/05/23 |
| 33 | Siti Sopiah | SP Tanah Air (KSPN) | 11/05/23 |

| | Name | Position/Organization | Date of Interview |
|----|---------------|--|--------------------------|
| 34 | Octavia Putri | SP Tanah Air (KSPN) | 11/05/23 |
| 35 | Arnon | Head, SAKTI | 9/05/23 |
| 36 | Lidia Wahani | Head, Srikandi (Women's wing of SAKTI) | 9/05/23 |

Annex D. Performance Monitoring Plan Indicator Results

The tables below present the Performance Monitoring Plan indicator results reported with the 5th TPR at LTO and MTO level, comparing April 2023 results with targets for the period, where applicable, and end of project, for the Philippines and Indonesia. Project objective-level indicators are also included for reference, although the relevant data will not be collected until the end of the project.

Table D.1: Philippines – LTO 1 Performance as of April 2023

| # | INDICATOR | Target April 2023 & End of Project | Actual April 2023 | Narrative Result |
|---|---|--|-------------------|---|
| Project Objective: Improved compliance | | | | |
| | Incidence rates of occupational diseases. Injuries, disabilities, and death and morbidity and severity of diseases and injuries in the rural sectors | Targets not established Baseline data available from Philippine Statistics Authority - 2017 | Not applicable | To be completed at end of project. Initial discussion with partners suggested selecting key priority indicators for compliance for tracking |
| | Compliance rate with all labour standards (PH only) | Targets not established | Not applicable | To be completed at end of project |
| | Percentage of workers, especially women workers who reported an improvement of their working conditions (BOTH COUNTRIES) | Life of Project: 80% April 24: 50% Oct 2024: 30% | Not applicable | Intended source: Pilot enterprise reports or Project survey. |
| LTO 1: National frameworks for compliance to labour laws, gender equality and occupational safety and health (OSH) in rural sectors are enhanced | | | | |
| 1 | Number of government partners, bureau /directorate or government bodies with newly established/strengthened infrastructures or mechanisms on compliance to labour standards, gender equality and OSH (Counts either strengthened or newly established mechanisms) Definition: Infrastructure or mechanisms defined as institutions, fora, national/regional/provincial and local coordination bodies, tripartite social dialogue structures, newly established/revitalized provincial OSH committees and tripartite forums that influence the promotion of | PH: End of project: 4 No target set for April 2023 reporting Oct 2023: 1 Apr 2024: 2 Oct 2024:1 | Not applicable | Not applicable this period |

| # | INDICATOR | Target April 2023 & End of Project | Actual April 2023 | Narrative Result |
|--|--|--|--|---|
| | compliance to labour standards, OSH and gender equality. Strengthened will be defined as having new process, plans or strategy. To be measured as “strengthened”, these processes and other improvement should be a new one or addition or something that was not available before and that was put in place through the support of the Project. | | | |
| 2 | Number of adopted new or revised OSH Policies, Programmes, or Profiles that are responsive to the needs of the target sectors | End of Project: 1 No target for Apr 2023 Target for April 2024:1 | Not applicable | The country has an OSH profile, but it is not specific to the project sectors. |
| MTO 1.1. National and regional tripartite mechanisms of industry tripartite partners in (1) mainstreaming gender and sector specific labor issues in industry tripartite councils and (2) Occupational Safety and Health in line with ILO Convention No 187 are enhanced | | | | |
| 3 | Number of adopted measures that improve the legal framework, organizational structure, policies and operating procedures to improve compliance Disaggregated by sector: banana, fishing, SSM, LSM | End of Project: 4 No target for Apr 2023 Targets set for Apr – Sep 2022: 1 Oct – Mar 2024:2 Apr – Oct 2024: 1 | Cumulative result: 1 (achieved April – Sept 2022) | Achieved target for previous reporting semester. In 2022 (Apr – Sept) the Mining ITC in Region 5 adopted a Tripartite Sectoral Plan leading to the implementation of the plan, including expanding the members of the ITC to include SSM organizations; endorsement of the Resolution amending the Small-Scale Mining law; and promotion of gender equality in the region |
| 4 | Number of partners that adopt measures which promote gender equality in the rural sectors Disaggregated by sector: banana, fishing, SSM, LSM | End of project: 8 No target for April 2023 Future targets: Apr – Sep 2023: 2 | No target thus far, but narrative results reported for Apr-Sep 2022– | Year 1 achievement: Banana: Recommendations provided on review of the Voluntary Code of Good Practices in the Banana Industry (social dialogue |

| # | INDICATOR | Target April 2023 & End of Project | Actual April 2023 | Narrative Result |
|--|----------------------------------|--|-------------------|---|
| | | Oct – Mar 2024: 4 Apr – Sep 2024:2 | Apr – Sep 2022 | attended by: Female: 15; Male:12) Year 2 achievements: (1) The Mining Industry Council had a female representative from the small - scale mining organizations as a Management representative; (2) SSM partner in Camarines Norte , through Project support for the consultations of the National Coalition of Small Scale Miners Associations, endorsed the proposed amendments on the Small Scale Mining Act or RA 7076. Year 3 achievement: The Project Developed its Gender Mainstreaming Strategy for adoption of its tripartite partners |
| MTO 1.2. Enhanced and improved monitoring, enforcement, and remediation of labour standards, OSH | | | | |
| 5a | Number of inspection visits (PH) | Baseline: 87,000 End of Project: 35 No target for April 2023 Future targets: Oct 2023:10 Apr 2024: 20 Oct 2024: | Not applicable | Baseline Value: Data obtained is national data for 2020. Regional and sectoral data have been requested to DOLE in a PAC meeting. Follow up to be done within the year. Target to have data is the next reporting period <u>Evaluator comment:</u> the Life of Project target of 35 inspection |

| # | INDICATOR | Target April 2023 & End of Project | Actual April 2023 | Narrative Result |
|---|---|--|---|--|
| | | | | visits is not clearly justified in the reporting |
| 6 | <p>Number of targeted strategic compliance plans implemented (PH)</p> <ul style="list-style-type: none"> ▪ Disaggregated by sector: banana, tuna, SSM, LSM | <p>End of Project: 3 (covering one plan per sector) No target for Apr 2023 Targets set for Apr 2024 and Oct 2024 reporting periods</p> | <p>Result: Banana:1 Tuna: 1 SSM:1 LSM:1</p> | <p>Milestone or number indicates developed SCPs. Process of adoption often takes time as the SCP is integrated in DOLE regional overall plans.</p> <p>Evaluator comment: The project has supported progress towards the drafting and approval of DOLE regional office strategic compliance plans as described in the report body.</p> |
| 7 | Number and percentage of labor inspectors reporting that the training they received is useful to their work | <p>End of Project: 20 No target for Apr 2023 Future targets: Oct 2023: 5 Apr 2024:15 Oct 2024: 5</p> | Not applicable | Not applicable this reporting period |

Table D.2: Philippines LTO-2 Performance Indicators as of April 2023

| # | Indicator | Target April 2023 & End of project | Actual April 2023 | Narrative Result |
|--|---|--|---------------------|--|
| LTO 2 Enhanced enabling environment for the promotion and compliance on labour laws, gender equality and OSH | | | | |
| 8 | Number of workers' and employers' organizations with improved structures, mechanisms, policies or governance systems to support | End of Project: 5 No target for Apr 2023 Targets for future reporting periods: Oct 2023: 2 Apr 2024:2 Oct 2024:1 | None for April 2023 | Not applicable |
| 9 | Number of workers in pilot enterprises with improved access to services on gender equality, labour standards and OSH <ul style="list-style-type: none"> ▪ Disaggregated by sex | End of Project: 50 No target for Apr 2023 Targets for future reporting periods: Oct 2023: 20 Apr 2024: 30 | None for April 2023 | Not applicable |
| MTO 2.1 Mechanisms and structures that promote compliance to labour laws , gender, and OSH in the supply chain | | | | |
| 10 | Number and percentage of employers reporting an improved understanding of their legal duties and responsibilities | End of Project:30 No target for April 2023 Targets for future reporting periods: Oct 2023:20 Apr 2024: 30 | None for April 2023 | Not applicable Evaluator comment: No percentage targets provided for employer rates of understanding. Raw number is not readily interpreted. |
| 11 | Number and percentage of workers reporting an improved understanding of their rights and duties related to labour standards, gender equality and OSH | End of Project: 60 No target for April 2023 Targets for future reporting periods: 30,30 | None for April 2023 | Not applicable |

| # | Indicator | Target April 2023 & End of project | Actual April 2023 | Narrative Result |
|----|--|---|--|--|
| 12 | <p>Number of public information/awareness campaigns implemented Disaggregated by OSH, GLS, GE</p> <p>Definition: Indicator will look at campaigns, communication plans or awareness raising, advocacy plans or programmes, that were implemented by tripartite partners. Focus of these can be promotion of compliance to the project's three thematic areas namely labour standards, OSH and gender; or either one of the thematic areas</p> <p><u>Evaluator comment:</u> Reported results include project-conducted campaigns as well as partner-conducted campaigns.</p> | <p>End of Project:15 Targets Oct 2021 – Sep 2022: 6 April 2023:2</p> <p>Targets for the forthcoming reporting periods: Oct 2023:2 Apr 2024:3 Oct 2024:2</p> | <p>Cumulatively: OSH: 6 (1 Apr 2021 and 5 Oct 2022) GLS: 5 (1 Sep 2021 and 4 Apr 2022) GE:2 (Sep 2022– Mar 2023)</p> | <p>Exceeded targets for the period to date</p> <p><u>OSH:</u> 1 online awareness raising conducted by the Project; 3 awareness raising by workers organization on OSH; 2 orientations on PAOT and OSH</p> <p><u>GLS:</u> 1 learning session with pilot enterprises</p> <p>3 Webinars conducted by ECOP on Responsible Labour Practices; 1 online awareness raising conducted by the Project"</p> <p><u>GE:</u>1 awareness raising on gender-based violence and harassment in mineral supply chain</p> <p>1 Gender activity integrating orientation on ILO conventions on gender</p> |

Table D.3: Indonesia PMP results as of April 2023 TPR (Period Oct 2022 – March 2023)

| | Indicator | Target April 2023 & End of Project | April 2023 result | Narrative result |
|---|--|---|-------------------|--|
| Project objective | | | | |
| | Incidence rates of occupational diseases. Injuries, disabilities, and death and morbidity and severity of diseases and injuries in the rural sectors | Not provided | Not applicable | To be completed at end of project |
| | Percentage of workers, especially women workers who reported an improvement of their working conditions | Not provided | Not applicable | End of project. Intended source: Pilot enterprise reports or Project survey. |
| LTO 1: National frameworks for compliance to labour laws, gender equality and occupational safety and health (OSH) in rural sectors are enhanced | | | | |
| 1 | No. of government partners, with newly established/strengthened infrastructures or mechanisms on compliance to labour standards, GE and OSH <ul style="list-style-type: none"> ▪ Disaggregated by topic | Final target: 1 No target for Apr 2023 | 1 | Tripartite forum on fish processing established in North Sulawesi in October 2022 <i>Evaluator comment:</i> Target is set low at 1, cannot be disaggregated. |
| 2 | Number of adopted new or revised OSH Policies, Programmes, or Profiles that are responsive to the needs of the target sectors | Final target: 1 OSH policy No target for Apr 2023 Target set for Apr-Sep 2023 | 1 | National OSH policy launched on April 2023. <i>Evaluator comment:</i> A qualitatively stated target, and progression steps toward the target, would be more meaningful than a target of “1” |
| MTO 1.1. National and regional tripartite mechanisms of industry tripartite partners in (1) mainstreaming gender and sector specific labor issues in industry tripartite councils and (2) Occupational Safety and Health in line with ILO Convention No 187 are enhanced | | | | |
| 3 | Number of adopted measures that improve the legal framework, organizational structure, policies and operating procedures to improve compliance Disaggregated by geographical scope, partners | Final target: 2 measures adopted No target for Apr 2023 | 1 | Tuna Handline association (AP2HI) new code of conduct signed on 8 December 2023 |

| | Indicator | Target April 2023 & End of Project | April 2023 result | Narrative result |
|--|--|---|-------------------|---|
| 4 | Number of partners that adopt measures which promote gender equality in the rural sectors | Final target: 5 partners No target for April 2023 | Not applicable | Not applicable |
| MTO 1.2. Enhanced and improved monitoring, enforcement, and remediation of labour standards, OSH | | | | |
| 5b | Number of new or enhanced mechanisms adopted by the Labour Inspectorate to improve monitoring and enforcement of labour standards and OSH (IND only) | Final Target: At least one new or improved mechanism adopted by the labour inspectorate At least one new/ improved mechanism adopted by the labour inspectorate No target for Apr 2023 | Not applicable | New guideline for gender-sensitive inspection is in development (FGD on 30 March 2023) with est. completion by the second quarter of 2023 <i>Evaluator: Target is set low at one mechanism. A qualitative measure may be more useful, with milestones toward it.</i> |
| 7 | Number and Percentage of labor inspectors reporting that the training they received is useful to their work | Final target: 25 inspectors report improved capacity No target Apr 2023 No percentage target set | Not applicable | 50 inspectors to be trained on OSH in second semester 2023 |

Table D.4: Indonesia PMP results for LTO-2 as of April 2023

| # | Indicator | Target April 2023 & End of project | Actual April 2023 | Narrative Result |
|---|---|--|---------------------|---|
| LTO 2 Enhanced enabling environment for the promotion and compliance on labour laws, gender equality and OSH | | | | |
| 8 | <p>Number of workers' and employers' organizations with improved structures, mechanisms, policies or governance systems to support compliance to labour standards, gender equality and OSH</p> <p>Definition: Improved structures or mechanisms or governance systems are defined as organizations, forums, national/regional and local coordination committees, organization committees or social dialogue structures that drives the promotion and compliance to labour standards, OSH and gender equality. Improved will be defined as new or upgraded programmes or any changes to an existing structures, mechanisms or policies that promote compliance to GLS, GE and OSH.</p> | <p>End of Project: At least 5 partners</p> <p>First target set for April to Sept 2023: At least 3 partners</p> | None for April 2023 | Not applicable |
| 9 | <p>Number of workers in pilot enterprises with improved access to services on gender equality, labour standards and OSH (Disaggregated by sex)</p> <p><i>Evaluator comment: Would be useful to provide the result as a percentage of the total number of workers in the pilot enterprises</i></p> | <p>Final target: 160 workers (80 per sector) report improved access to services on labour standards:</p> <p>Targets set for April 2024:and October 2024:</p> | None for April 2023 | No activities implemented yet |
| MTO 2.1 Mechanisms and structures that promote compliance to labour law, gender, and OSH in the supply chain | | | | |
| 10 | <p>Number and percentage of employers reporting an improved understanding of their legal duties and responsibilities.</p> <p><i>Evaluator comment on indicator: Not a strong indicator for a mechanism or structure, more appropriate as output or STO indicator.</i></p> | <p>Final target: 50</p> <p>Target Apr 2023: 30 employers</p> <p>Actual: 42 employers</p> | | 42 employers (AP2HI members) reported improved understanding after training on 9 Dec 2022. Appears to be 100%. The denominator is not provided to calculate a percentage. |

| | | | | |
|----|--|---|-----------------------------------|---|
| | | | | |
| 11 | Number and percentage of workers reporting an improved understanding of their rights and duties related to labour standards, gender equality and OSH | Final target: 280 workers, 130 Fishing; workers, Palm oil: 150 (percentage target not provided) No target for April 2023 | Not applicable | Results for this indicator are expected to be recorded in the final 2 semesters |
| 12 | Number of public information/awareness campaigns implemented Definition: Indicator will look at campaigns, communication plans or awareness raising, advocacy plans or programmes, that were implemented by tripartite partners. Focus of these can be promotion of compliance to the project's three thematic areas namely labour standards, OSH and gender; or either one of the thematic areas | Final Target: At least 20 news articles/social media posts published No target for April 23 | April 2023: 13 articles published | 1 Oct 2021 to 31 Mar 2022: 1 webinar + 5 news articles published 1 October 2022 to 31 Mar 2023: 8 news articles/social media posts published <i>Evaluator comment: IND has not set the target in terms of campaigns per partner, but as the number of communications events or publications. It would be useful to know which partners produced the articles.</i> |

Annex E. ILO Lessons Learned and Emerging Good Practice Templates

Mid-term Evaluation “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

Project DC/SYMBOL: RAS/20/07/USA

Name of Evaluator: Ruth Bowen

Date: 20 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LESSON LEARNED ELEMENT | TEXT – Lesson Learned 1 |
|--|--|
| Brief description of lessons learned (link to specific action or task) | Multi-country projects addressing sectoral labour standards compliance, including occupational safety and health, that operate in unique country contexts, should ideally begin in parallel rather than one country demonstrating models to apply to the next country. This would enable each country to develop tailored approaches in full and permits sufficient time for implementation to be rolled-out. The initial project design assumption that implementation in Indonesia could begin a year later than the Philippines, and that Indonesia could readily adopt the labour standards compliance and OSH promotion models developed in the Philippines, was found to be impractical, as recognized early in Indonesia’s start-up. |
| Context and any related preconditions | The context relates to projects implemented in two or more countries that aim to introduce tailored approaches to improving working conditions in particular industry sectors. |
| Targeted users / Beneficiaries | ILO and donor project design teams, country level tripartite constituents |
| Challenges /negative lessons - Causal factors | Commencing the project activities, a year later in Indonesia limited the timeframe to develop and roll-out the intended approaches. The technical methods developed for promoting labour standards compliance in the Philippines, although relevant, could not be simply transferred to Indonesia without adequate partnership building processes in that country. |
| Success / Positive Issues - Causal factors | N/A |
| ILO Administrative Issues (staff, resources, design, implementation) | Requires consideration during the design of multi-country projects, resources required for the project duration in each country |

Mid-term Evaluation report “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

Project DC/SYMBOL: RAS/20/07/USA

Name of Evaluator: Ruth Bowen

Date: 20 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LESSON LEARNED ELEMENT | TEXT – Lesson Learned 2 |
|--|---|
| <p>Brief description of lessons learned (link to specific action or task)</p> | <p>Social partner participants prefer a mix of face-to-face and online communications methods training.</p> <p>In Indonesia, trade union and employer organization participants in the 4-day communications training that was delivered in online mode, found the training valuable in providing them with skills for social media campaigns and visual communications. However, participants expressed a preference for face-to-face training, or a mix of online and offline sessions, which they felt would enable richer interactive discussion, a better sense of participant understanding and skills on the part of the training providers; and a higher level of focus among the participants than the online mode, where participants may be multi-tasking with their daily work.</p> |
| <p>Context and any related preconditions</p> | <p>Training in communications methods for trade union and employer organization leaders and staff in Indonesia.</p> |
| <p>Targeted users / Beneficiaries</p> | <p>Trade union and employer organization officers of various levels in Indonesia.</p> |
| <p>Challenges /negative lessons - Causal factors</p> | <p>In the fully online training participants found that they could be distracted by their daily work tasks.</p> |
| <p>Success / Positive Issues - Causal factors</p> | <p>Participants found the training contents to be valuable to their roles in educating their members about labour standards, OSH and gender equality concerns.</p> |
| <p>ILO Administrative Issues (staff, resources, design, implementation)</p> | <p>Relevant to the design of training courses</p> |

Mid-term Evaluation “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

Project DC/SYMBOL: RAS/20/07/USA

Name of Evaluator: Ruth Bowen

Date: 20 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LESSON LEARNED ELEMENT | TEXT – Lesson Learned 3 |
|--|---|
| <p>Brief description of lessons learned (link to specific action or task)</p> | <p>Multiple advocacy strategies are required to secure the buy-in of the private sector in the fisheries supply chain in the Philippines and Indonesia.</p> <p>The Project design assumed that enterprises in each target sector would be willing to participate as pilot demonstration models for good practices in bipartite dialogue mechanisms, improved OSH practices and gender equality measures. However, in sub-sectors such as fishing vessel operation and fish processing, and to some extent banana growing, the private sector has so far been hesitant to engage with workers’ organizations in bipartite dialogue, especially given the dynamics between the industry and specific trade unions representing the fishing industry in the country. Therefore, in the Philippines, the project team is considering alternative entry points via Industry Tripartite Councils, to encourage improved labour standards and gender equality in the sector, in addition to, or instead of a pilot enterprise approach. In Indonesia the project team is considering the use of the ILO SCORE methodology to increase the buy-in of participating seafood processing enterprises.</p> |
| <p>Context and any related preconditions</p> | <p>Improving workers’ rights in supply chains through pilot enterprise cooperation models managed by employer confederations</p> |
| <p>Targeted users / Beneficiaries</p> | <p>Project design teams and project managers</p> |
| <p>Challenges /negative lessons - Causal factors</p> | <p>Implementation processes can be delayed in cases where it is difficult or not possible to engage private sector enterprises as partners in demonstrating good practices.</p> |
| <p>Success / Positive Issues - Causal factors</p> | |
| <p>ILO Administrative Issues (staff, resources, design, implementation)</p> | <p>No significant administrative issues</p> |

Emerging Good Practices

Mid-term Evaluation “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

Project DC/SYMBOL: RAS/20/07/USA

Name of Evaluator: Ruth Bowen

Date: 20 July 2023

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

| GOOD PRACTICE ELEMENT | TEXT: Good Practice 1 |
|---|---|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | The ILO Jakarta Country Office established sectoral joint Project Advisory Committees serving multiple projects working in parallel in the fishing and palm oil sectors, including the project “Improving Workers’ Rights in Rural Sectors of the Indo-Pacific with a Focus on Women”. This served to streamline communications with the project stakeholders and foster coherence among the individual projects’ interventions. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | Relevant to ILO Country Offices and projects where several projects are implemented addressing decent work in the same or related industrial sectors. |
| Establish a clear cause-effect relationship | Contributes to the coherence and efficiency of projects addressing similar themes within country-level programming |
| Indicate measurable impact and targeted beneficiaries | Tripartite partners |
| Potential for replication and by whom | Good potential for replication in other ILO Country Offices |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework) | Decent Work Country Programme ILO Indonesia and Timor Leste 2022-2025 |
| Other documents or relevant comments | N/A |

Mid-term Evaluation evaluation “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

Project DC/SYMBOL: RAS/20/07/USA

Name of Evaluator: Ruth Bowen

Date: 20 July 2023

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

| GOOD PRACTICE ELEMENT | TEXT: Good Practice 2 |
|--|---|
| <p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p> | <p>Adaptation of the ILO approach to Strategic Compliance Planning (SCP) for labour inspectorates is proving effective in multiple labour standards compliance planning contexts in the Philippines. ILO SCP for Labour Inspectorates Brief 2017</p> <p>The application of the ILO’s Strategic Compliance Planning methodology for labour inspection in the Philippines has proven to be valuable to the Philippines Department of Labour and Employment (DOLE) in prioritizing sectors and sub-sectors for labour inspection at regional level. Following training on the approach provided by the regional Labour Inspection specialist, regional DOLE representatives developed strategic compliance plan across 14 regions. The approach has also been adapted for industry sectoral planning for addressing labour standards compliance through the sectoral Industry Tripartite Councils that operate at regional and provincial levels.</p> |
| <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p> | <p>The SCP methodology is based on assessment of industry risk profiles for labour standards violations and can be applied to identify sectors, sub-sectors and enterprises that can be prioritised for inspection and advisory services. The approach supports the efficiency and effectiveness of labour norms compliance efforts in contexts where labour inspection resources are thinly spread and for sectors that are dominated by micro and small enterprises. Training on the approach provided by the regional labour inspection specialist was the first step required to promote the methodology.</p> |
| <p>Establish a clear cause-effect relationship</p> | <p>Not applicable</p> |
| <p>Indicate measurable impact and targeted beneficiaries</p> | <p>Beneficiaries are tripartite constituents, government labour inspectorates and workers in the targeted industry sectors.</p> |
| <p>Potential for replication and by whom</p> | <p>Departments and ministries of labour, labour inspectorates, tripartite industry governance bodies.</p> |

| | |
|--|---|
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | The approach serves ILO Programme & Budget 2022-2023 Outcomes 1, 6 and 7. |
| Other documents or relevant comments | <u>ILO SCP for Labour Inspectorates Brief 2017</u> |

Mid-term Evaluation evaluation “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

Project DC/SYMBOL: RAS/20/07/USA

Name of Evaluator: Ruth Bowen

Date: 20 July 2023

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

| GOOD PRACTICE ELEMENT | TEXT - Good Practice 3 |
|--|--|
| <p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p> | <p>Application of the Participatory Action-Oriented Training (PAOT) for Occupational Safety and Health (OSH) promotion in multiple rural industry sectors. In the Philippines the project has introduced a PAOT Training of Trainers (TOT) approach with tripartite constituents, to be applied in introducing OSH improvements in the fishing, mining and banana-growing sub-sectors. The approach was well received by the training participants who regard the methodology as a good entry point to OSH improvements for micro- and small rural enterprises, which are less likely to access formal government safety officer courses.</p> <p>As well as the general participatory methodology for identifying hazards, the regional OSH Specialist has supported the project with a participatory OSH guide for “Work Improvement in the Fishing Industry” (WIFI). Creation of a parallel guide for the small-scale mining sector is planned.</p> |
| <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p> | <p>Requires initial training or Training of Trainers and identification of partner staff who are able to roll-out the training to the industry level enterprises and communities.</p> |
| <p>Establish a clear cause-effect relationship</p> | <p>Not applicable</p> |
| <p>Indicate measurable impact and targeted beneficiaries</p> | <p>Targeted beneficiaries are personnel in OSH departments under ministries/departments of labour, and employers’ and workers’ organization representatives at federation, association and enterprise level. The approach has not been fully implemented yet, therefore evidence regarding the impact is not available.</p> |
| <p>Potential for replication and by whom</p> | <p>Ministries of labour, workers’ and employers’ organizations, and enterprises, aiming to improve occupational safety and health at work, especially in informal workplaces and among micro-small and medium enterprises.</p> |
| <p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</p> | <p>The approach serves the ILO Programme & Budget 2022-2023 Outcomes 1, 6 and 7.</p> |

Other documents or relevant comments

Work Improvement in the Fishing Industry (WIFI) Guide, available from Regional Office for Asia and the Pacific

Mid-term Evaluation evaluation “Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific with a Focus on Women”

Project DC/SYMBOL: RAS/20/07/USA

Name of Evaluator: Ruth Bowen

Date: 20 July 2023

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

| GOOD PRACTICE ELEMENT | TEXT - Good Practice 4 |
|--|--|
| <p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p> | <p>Deep engagement with tripartite partners in the Philippines through a broad stakeholder Project Advisory Committee. In the Philippines the Rural Sectors project has established Project Advisory Committee comprising a strong network of government and social partner stakeholders and has included them in all stages of development of strategies and activities. This has led to a robust sense of ownership among the stakeholders, supporting the prospects of well-implemented interventions and sustainability.</p> |
| <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p> | <p>Constituent stakeholders that find the project relevant to their needs and priorities.</p> |
| <p>Establish a clear cause-effect relationship</p> | <p>Not applicable</p> |
| <p>Indicate measurable impact and targeted beneficiaries</p> | <p>Beneficiaries are all the project stakeholders.</p> |
| <p>Potential for replication and by whom</p> | <p>The approach can be replicated in projects that operate at country-level with multiple tripartite constituent stakeholders at national and sub-national level.</p> |
| <p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</p> | <p>The approach serves the Decent Work Country Programme Philippines 2020-2024, and the ILO principle of tripartism.</p> |
| <p>Other documents or relevant comments</p> | <p>None</p> |

Terms of Reference

Improving Workers’ Rights in the Rural Sectors of the Indo-Pacific, with a Focus on Women

Mid-Term Evaluation

Key facts

| | |
|--|--|
| Title of project being evaluated | Improving Workers Rights in Rural Sectors of Indo – Pacific with a focus on women |
| Project DC Code | RAS/20/07/USA |
| Type of evaluation (e.g. independent, internal) | Independent |
| Timing of evaluation (e.g. midterm, final) | Mid-term |
| Donor | US Department of Labor |
| Administrative Unit in the ILO responsible for administrating the project | ILO – CO Manila ILO CO - Jakarta |
| Technical Unit(s) in the ILO responsible for backstopping the project | LABADMIN-OSH |
| P&B outcome (s) under evaluation | Contribution to the ILO policy outcome areas, which address the essential elements of a human-centred recovery with decent work, such as Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue. Outcome 6: Gender equality and equal opportunities and treatment in the world of work Outcome 7: Adequate and effective protection at work for all |
| SDG(s) under evaluation | Goal 5; Goal 8 |
| Budget | US\$ 5,000,000 |

1. Introduction and Rationale of the Midterm Evaluation

This Terms of Reference (TOR) concern the independent midterm evaluation of the project 'Improving Workers' Rights in the Rural Sectors of the Indo – Pacific with a focus on women' which is being implemented in Indonesia and the Philippines.

The overall objective of the mid-term evaluation is to provide an objective assessment of the Project's progress on the achievement towards the project's development objectives and performance based on the Project's results framework and Performance Monitoring Plan (PMP), provide strategic recommendations to improve project management and implementation, and identify emerging good practices and lessons learned within the framework of the project so far.

The independent midterm evaluation will be carried out between February to April 2023. It will be conducted in compliance with the UNEG Evaluation's Norms and Standards and with the principle for project evaluation set forth in the [ILO Policy Guidelines](#) for Evaluation: Principles, Rationale, Planning and Managing for Evaluations, 4th edition (Aug 2020), and the US DOL Management Procedure and Guidelines (2023). It will be managed by an independent evaluation manager and will be conducted by an evaluation team composed of an international evaluator and a national evaluator for each of the country of focus. Key stakeholders, including tripartite constituents, and partners in the two countries covered under the project will be included in the evaluation.

The evaluation will also need to address all relevant cross-cutting drivers for ILOs work which includes gender equality and non-discrimination, promotion of international labour standards, tripartite processes and constituent capacity development.

2. Background

The Philippines and Indonesia are two of the biggest users of the US Generalized System of Preference (GSP)⁴⁰ along with Thailand, and Brazil.

The Philippines was the United States' 30th largest supplier, USD 4.1 billion, in 2020 with electrical machinery (USD 4.4 billion), machinery (USD 2.8 billion), optical and medical instruments (USD 367 million), leather products (USD 359 million), and animal or vegetable fats and oils (coconut oil) (USD 348 million as top import categories⁴¹. This is a decrease from its USD 12.8 billion total goods imports to the US in 2019. U.S. total imports of agricultural products from Philippines totaled USD 973 million in 2020 with vegetable oils (USD 348 million), processed fruit and vegetables (\$185 million), fruit and vegetable juices (USD 102 million), tree nuts (USD 82 million), and raw beet and cane sugar (USD 59 million) as the leading categories⁴².

⁴⁰ The Generalized System of Preferences (GSP) is a trade program that provides nonreciprocal, duty-free treatment for certain U.S. imports from eligible developing countries (Source: [Generalized System of Preference](#))

⁴¹ Philippines. Retrieved from <https://ustr.gov/countries-regions/southeast-asia-pacific/philippines>

⁴² Ibid.

Indonesia, on the other hand, is the US' 21st largest supplier of goods imports, USD 20.2 billion, in 2020 and 17th largest supplier of agricultural imports with agricultural products totalled to USD 2.4 billion⁴³. This is an increase from its USD 20.1 billion total goods imports in 2019. Vegetable oils (USD 972 million), industrial alcohols and fatty acids (USD 324 million), cocoa paste and cocoa butter (USD 257 million), unroasted coffee (USD 234 million), and spices (USD 176 million) comprised the leading agricultural imports categories for Indonesia⁴⁴.

As of 2020, the Philippines' utilization rate of US GSP is at 74%, which is an increase of 7% from 2017 and remaining at 74% from 2019 despite a decreased of USD 1,557,286,518 following the effect of the pandemic⁴⁵. In 2020, the Philippines ranked 5th globally among the beneficiary developing countries in terms of total claimed US GSP value, only behind Thailand, Indonesia, Brazil, and Cambodia.⁴⁶ The Philippines expects the renewal of its participation in the US GSP that expired on 31 December 2020.

For Indonesia, its participation to the US GSP was extended in November 2020 which covers 3,572 types of products, ranging from manufacturing, agriculture, fisheries, and other primary industries.⁴⁷ However, given GSP is currently expired, Indonesia expects renewal when the program is reauthorized. As of 2020, Indonesia has only exported 729 product types under the GSP status and will likely contribute to Indonesia's trade surplus with the US if it is utilized to its full potential – the trade surplus reached US\$12.7 billion in 2019⁴⁸.

In recent years, the rural sectors, particularly agriculture, largely contribute to the US trade relations with Philippines and Indonesia. The rural sectors of agriculture, fishing and mining combined, belong to the list of top products which these countries export to the US under the US GSP, contributing to the employment of millions of men and women workers in the rural communities. However, despite the sectors contribution and significance to trade relations, the rural sectors of agriculture, fishing and mining are characterized by poverty and poor working conditions, especially at the lower tiers of the supply chain in rural areas. Working conditions in these sectors are characterized with widespread informality, use of ambiguous employment relationships and non-standard forms of employment, low wages and other issues related to payment of wages, long working hours, unsafe and unhealthy working environment - all of which are conditions which make these sectors at higher risk of occupational accidents and diseases, low productivity, lack of ability to organize, and violations such as forced labour and child labour.

Women workers in these sectors are at a further disadvantage, as their work is usually undervalued or perceived as merely assisting their husbands or male family members.

⁴³ Ibid.

⁴⁴ Ibid

⁴⁵ United States Generalized System of Preference. Retrieved from <https://www.dti.gov.ph/generalized-system-of-preferences/>

⁴⁶ Ibid

⁴⁷ US Extends GSP Status for Indonesia. Retrieved from <https://www.aseanbriefing.com/news/us-extends-gsp-status-for-indonesia/>

⁴⁸ Ibid

2.1 The Project

The International Labour Organization (ILO) is implementing the project on “Improving Workers Rights in the Rural Sectors of the Indo – Pacific with a focus on Women”, which aims to contribute to ensuring and sustaining improved working conditions, especially for women workers, through the improvement and promotion of labour laws compliance in the rural sectors in the Philippines and Indonesia. The Project, supported by the US Department of Labor Office of Trade and Labour Affairs (USDOL/OTLA), is being implemented from 1 December 2020 in Philippines and 1 November 2021 in Indonesia until 30 November 2024. The project is rooted in the Global Programme [Safety + Health for All](#). Contributing to the achievement of the Sustainable Development Goals in reducing the incidence of fatal and non-fatal work-related accidents and diseases, the Programme supports governments, employers, workers and other key stakeholders in developing and implementing solutions that work locally, and can be scaled globally, to create exponential improvements wherever they are needed. In this framework, the project implements activities following the four strategic components of Safety + Health for All:

1. Building knowledge on decent work deficits in the targeted sectors of the rural economy
2. Creating conducive national and sectoral frameworks including OSH policies, laws and programmes as well as strategic compliance plans
3. Strengthening capacities of stakeholders at all levels, including labour inspectors, employers’ and workers’ representatives; cooperatives, rural extension services and other stakeholders active in the rural sectors targeted
4. Promoting demand for safe and healthy workplaces in collaboration with local authorities and social partners

The project seeks to improve the capacity of government, employers’ and workers’ organizations in the promotion of compliance with acceptable conditions of work (minimum wages, hours of work, and occupational safety and health) and promotion of gender equality. It works at various levels (at the national, sectoral/ industry, workplace, supply chain/ value chain and community levels), taking on approaches aimed at systematically addressing decent work deficits in target subsectors. Specifically, the project’s strategies focus on (1) making data available on the rural sectors to better address the sectors specific needs; (2) standard setting in the sectors of agriculture, fishing, and mining; (3) enhancing enforcement and technical advisory services; and advocacy and promotions of compliance to labour standards, OSH, and gender at the national, subregional / provincial, local / community and enterprise levels. The project also leverages on existing policies, commitments and priorities of tripartite partners, including alignment of law and practice with ratified ILO Conventions and compliance with labour provisions of trade agreements to support greater market access.

The project has two main long-term outcomes, which focus on governance and industry engagement. Gender equality is mainstreamed in Project outcomes, outputs and indicators:

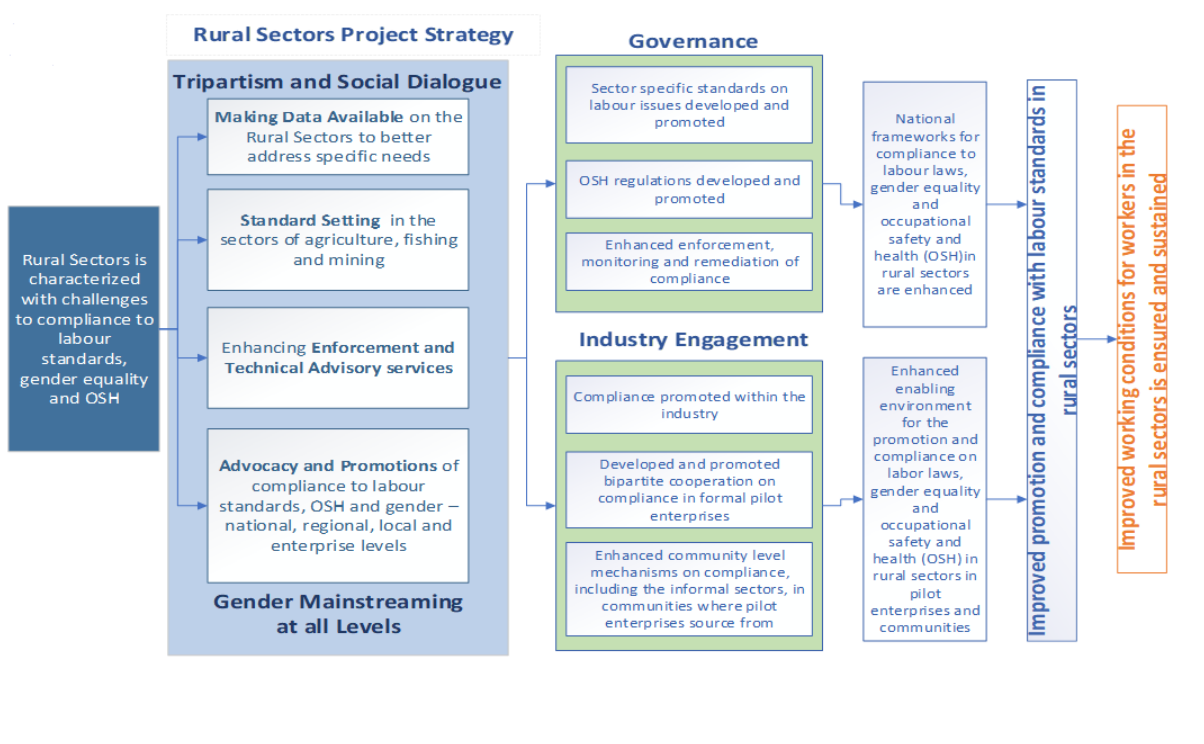
- **Long – Term Outcome 1:** National frameworks for compliance to labour laws, gender equality and occupational safety and health (OSH) in rural sectors are enhanced
- **Long – Term Outcome 2:** Enhanced enabling environment for the promotion and compliance on labour laws, gender equality and occupational safety and health (OSH) in rural sectors in pilot enterprises and communities

Under each long-term outcome are the following medium and short term outcomes:

- **Medium Term Outcome 1.1:** National and regional tripartite mechanisms of industry tripartite partners in (1) mainstreaming gender and sector specific labour issues in industry tripartite councils and (2) Occupational Safety and Health in line with ILO Convention No 187 are enhanced
 - **Short Term Outcome 1.1.1** Enhanced and improved gender-responsiveness of national and regional level tripartite systems for developing and promoting labour laws in target sectors
 - **Short Term Outcome 1.1.2** Promotional framework of industry tripartite partners for safety and health at work is developed in the target sectors
 - **Short Term Outcome 1.2.1** Inspection policy and processes on sector-specific labour laws, OSH, and gender issues are improved
- **Medium Term Outcome 1.2:** Enhanced and improved gender-responsiveness in government's monitoring, enforcement and remediation on labour and OSH
 - **Short Term Outcome 2.1.1** Improved capacity of employers' and workers' organizations to promote compliance to gender, labour laws, and OSH in the supply chain of target sectors
 - **Short Term Outcome 2.1.2.** Community level tripartite mechanisms on addressing gender equality and labour and OSH in pilot communities are established and operational
 - **Short Term Outcome 2.1.3.** Gender - responsive workplace level mechanisms on labour laws compliance, and OSH are implemented

The hypothesized relationship between the Project's outputs and outcomes is reflected in the Project Results Framework attached as Annex I. The project is also implemented under the Framework of the Safety + Health for All Flagship Programme launched by the ILO Director General in late 2015. This Programme is aimed at improving the safety and health of workers by reducing the incidence of work-related deaths, injuries & diseases worldwide.

Figure 1. Project's Overall Strategy and Results



For the Philippines, the Project shall focus on the banana industry for agriculture, tuna in the fishing sector and in both large and small-scale mines for mining. For Indonesia, the Project shall focus on the palm oil industry for agriculture and fish industries for fishing. Since the Project shall be mainstreaming gender equality in the process, focus will likewise be given to specific issues which affect women workers in selected tiers of the Project's target sub-sectors.

3. Purpose, objectives, and scope of the evaluation

The evaluation will be conducted in accordance with the ILO Evaluation Policy, the [ILO Results-Based Evaluation Strategy](#), and the USDOL Management Procedures & Guidelines (MPG) for Cooperative Agreements. The ILO considers that evaluation is an integral instrument of accountability and learning. The ILO applies the evaluation criteria established by the OECD / DAC Quality Standards for Development Evaluation and the UNEG Code of Conduct for Evaluation in the UN System.

3.1 Evaluation Purpose and Objectives

The evaluation's purpose is to provide an objective assessment of the Project's progress on the achievement towards the project's development objectives and performance based on the Project's results framework and Performance Monitoring Plan (PMP), provide strategic recommendations to improve project management and implementation, and build knowledge on project's emerging practices and lessons learned.

Specifically, the evaluation will have to:

- **Assess the relevance** (is the project doing the right things?) and/or validity of the Project design, project results framework, implementation strategy and the project contribution towards sustainability
- **Assess the Project progress to date** towards achieving its planned outcomes and outputs (global in alignment to global programs and priorities, country level and project level), including identifying supporting factors and constraints that could affect the achievement and nonachievement of results
- **Identify unexpected results**, both positive and negative, that emerged from the Project implementation
- **Analyse the efficiency of the Project** especially in its delivery and/or performance, strategy and management, and implementation
- **Assess to what extent are Project results or gains likely to continue or be sustainable;** and
- **Identify strategic recommendations**, lessons learned and good practices (national, subregional, community and enterprise levels)

3.2 Evaluation Scope

The midterm evaluation will cover the period 1 December 2020 until December 2022. In terms of geographic coverage, the midterm evaluation will include all project areas for both the Philippines and Indonesia, including the activities that were implemented / conducted by the Project's implementing partners.

Table 1. Geographical Coverage of the Project

| Country | Sector | Region/Province | Specific areas |
|-------------|----------|-----------------------------|--|
| Philippines | Banana | Region XI (Davao del Norte) | Tagum City; Davao del Norte; Davao City |
| | Mining | Region V (CamNorte) | Hinatuan Mining: - Municipality of Tagana-an in Surigao del Norte - Surigao City |
| | | Caraga (Surigao) | Taganito Mining: - Municipality of Claver, Surigao del Norte Small Scale: - Municipality of Labo, Camarines Norte |
| | Tuna | Region XII (General Santos) | General Santos City |
| Indonesia | Fishing | North Sulawesi Province | Kota Bitung |
| | | Maluku Province | Kota Ambon |
| | Palm oil | Riau Province | Kabupaten Siak |
| | | East Kalimantan Province | Kabupaten Kutai Kartanegara |

Thematically, the midterm evaluation will cover the areas of compliance to labour standards, occupational safety and health, and gender equality. In relation to gender equality, where possible, the evaluation must be conducted with gender equality as a mainstreamed approach and concern. This implies (i) applying gender analysis by

involving both men and women in consultation and evaluation’s analysis; (ii) inclusion of data disaggregated by sex and gender in the analysis and justification of project documents; (iii) the formulation and/or analysis of gender-sensitive strategies and objectives and gender-specific indicators; (iv) inclusion of qualitative methods and utilization of a mix of methodologies; (v) forming a gender-balanced team, and (vi) assessing outcomes to improve lives of women and men. Thus, analysis of gender-related concerns will be based on the [ILO Guidance Note 3.1: Integrating Gender Equality in Monitoring and Evaluation](#). The evaluation will be conducted following [UN evaluation standards and norms](#).

The evaluation should also include an assessment of the impact of the COVID – 19 pandemic on project’s implementation and management.

3.3 Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)

The midterm evaluation will be conducted in accordance with the OECD/DAC evaluation criteria of relevance and strategic fit, coherence, efficiency, effectiveness, [potential] impact, and sustainability.

The following questions (below) intend to guide and facilitate the evaluation. Other questions or aspects that are of relevant to the evaluation based on the inception phase and consultation with stakeholders can be added in accordance with the evaluation purpose and consultation with the evaluation manager.

| Evaluation Criteria | Evaluation Questions |
|--|---|
| <p>Relevance and Strategic Fit: looks at the extent to which the objectives are aligned with national, regional and local priorities and needs, the stakeholders’, including donor priorities for each project country’s priorities and needs</p> | <ul style="list-style-type: none"> ▪ To what extent was the Project consistent with the key needs, demands and priorities of ILO constituents (government, employers, and workers) and whether its consistent with the ILS? national needs, priorities and strategies for promoting compliance to labour standards, including on occupational safety and health (OSH) and gender equality? ▪ Are the objectives, outputs and activities consistent with the ILO Programme and Budget, DWCP in Philippines and Indoneasia, ILO Flagship Programme Safety + Health for All? |
| <p>Validity of the Design: Assesses the overall project design including the linking of its results and complementarity of the different project components</p> | <ul style="list-style-type: none"> ▪ Was the project design adequate to meet project objectives and identified outcomes? To what extent does the Project's Results Framework link the outputs to the intended outcomes and objectives? ▪ Are the project outcomes aligned with the priorities of the Flagship Programme Safety + Health for All? |

| | |
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| | <ul style="list-style-type: none"> Did the project adequately consider the gender dimension on the Project Document, Monitoring and Evaluation Plan, and interventions? How was this achieved? |
| <p>Coherence: assess the extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa. Also includes assessment of synergies and interlinkages between the intervention and other interventions carried out by the ILO and its partners, and consistency of the intervention with other actors' interventions in the same context (i.e., harmonisation or coordination to avoid possible duplication).</p> | <ul style="list-style-type: none"> How is the Project contribution to the ILO Decent Work Country Programmes (PH and ID), Sustainable Development Goals – particularly Goal 5 and Goal 8, and relevant ILO Conventions? How well does the interventions of the project fit with other interventions of the USG, and other relevant partners? Are they complementary with other projects in the countries other interventions and strategies of the ILO at the global, country, regional / provincial and enterprise levels? |
| <p>Efficiency: Assess the extent to which the intervention delivers results in an economic and timely way. It also assess the extent to which management capacities and arrangements put in place support the achievement of results</p> | <ul style="list-style-type: none"> How well are the project's resources (human, financial and technical) being managed to ensure timely, cost effective and efficient delivery of Project results? Are there any alternate ways which the project could have done to better manage its resources? |
| <p>Effectiveness: Assess the extent to which the intervention achieved, or is expected to achieve, its objectives and results.</p> | <ul style="list-style-type: none"> To what extent is the Project achieving its objectives and results? Have there been any unintended results (positive or negative) that emerged during the implementation? Have the project communicated its achievement and best practices? To what extent has the project adapted to the evolving situation that came because of the COVID-19 pandemic or any other risk factor? Are there evidences of certain project components/objectives advancing more over the others? What would be the contributing factors both that facilitated or hindered progress? How adaptable (and responsive) has the project been to this changing context? Is the project effective in establishing and retaining its focus on women workers at all levels? To what extent was the Project able to establish partnerships and synergies both ILO Philippines and ILO Indonesia operations which supports the project's strategy and performance deliver and coordination and collaboration among the elements of the project, e.g. compliance, gender and OSH for maximize benefits and effective use of resources. |
| <p>[Potential] Impact: Assess the extent to which the intervention has generated or is expected to generate significant positive</p> | <ul style="list-style-type: none"> How likely will the project interventions result in positive and long-term changes? Will these interventions help rural workers in achieving an improved decent working conditions? What is the |

| | |
|--|--|
| <p>or negative, intended, or unintended, higher-level effects</p> | <p>likelihood of both Indonesia and the Philippines achieving the project outcomes by the end of the Project?</p> <ul style="list-style-type: none"> ▪ To what extent has the Project set up / setting up actions and mechanisms that will ensure the achievement of long-term effects including sharing of any emerging good practice of subregional interventions/ activities between PH and IDN? ▪ To what extent has the project strengthened the institutional capacity (service and policy) of the government, employers' and workers' organizations in promoting safe and healthy working environment for all workers (with a specific focus on women)? ▪ Are there any observed trends in changes in attitudes, skills, institutions, living conditions, etc. that can be attributed to project interventions? ▪ |
| <p>Contribution towards sustainability: Assess the extent of contribution to which the net benefits of the intervention continue or are likely to continue.</p> | <ul style="list-style-type: none"> ▪ What mechanisms and actions did the project put in place to ensure ownership of the project's results at the country, regional/province and enterprises level? ▪ Is the project sustainability strategy being implemented? ▪ Which project outcomes are most likely sustainable and transferable to the communities/sectors or relevant institutions when the project ends? |
| <p>ILO Cross-Cutting Themes: Gender, disability, and non-discrimination; tripartism and social dialogue</p> | <ul style="list-style-type: none"> ▪ Has the project integrated gender equality, disability, and non-discrimination as a cross-cutting concern throughout its deliverables, including periodic reports? ▪ Has the project contributed or is contributing to social dialogue and tripartism, and ILO Conventions specifically on OSH and Labour inspection? |

4. Methodology

The evaluation will comply with UNEG evaluation norms, standards and follow ethical safeguards, as specified in ILO's evaluation procedures. The evaluation should address OECD/DAC and UNEG evaluation criteria and concerns, i.e. relevance, coherence, effectiveness, efficiency, sustainability and impact. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluation team.

The evaluators should review data and information that is disaggregated by sex and assess the relevance and effectiveness of gender-related strategies and outcomes to improve the lives of women and men. Furthermore the evaluation should follow non-discriminating factors that allow for a balanced view of the project's performances. All this information should be accurately included in the inception report and evaluation report. To the extent possible, data collection and analysis should be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes (Annex 5).

The methodology for collection of evidence should be implemented in three phases: (1) an inception phase based on a review of existing documents; (2) a fieldwork phase to collect and analyse primary data; and (3) a data analysis and reporting phase to produce the final evaluation report.

Both qualitative and quantitative evaluation approaches should be considered for this evaluation. Proposed methods of data collection include, but not limited to the following:

- Document review (including project documents, secondary data and literature): The data material will be prioritised according to relevance of content, source and credibility and analysed by consultant but not limited to the following:
 - ILO's policy framework for tackling the economic and social impact of the COVID-19 crisis
 - Decent Work Country Programme for the Philippines and Indonesia (DWCP), 2020-2024
 - ILO programme and budget 2020-2021 and 2022-2023
 - Project theory of change
 - UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines (SEPF), 2020-2023
 - Technical progress reports (6 months updates)
 - USDOL The Management of Evaluations of Sole Source-Funded ILO Projects
- Key Informant Interviews and/or Focus Group Discussions key project partners, direct beneficiaries, and community members from target communities
- Stakeholders consultation workshop (if required)
- Field visits to pilot enterprises and communities

A detailed methodology will be elaborated on the basis of this TOR. The detailed methodology should include key and sub-question(s), detailed methods, data

collection instruments, and data analysis plans. It's expected that the evaluator(s) will refine evaluation questions after the initial desk review of relevant documents and propose evaluation tools that include multiple levels and types of respondents/informants, with appropriate statistical and quantitative data analysis methods for each evaluation question as deemed appropriate.

Attempts should be made to collect data from different sources by different methods for each evaluation question. Findings be triangulated to draw evidenced based, valid and reliable conclusions and recommendations. Data shall be disaggregated by sex where possible and appropriate. It is expected that the evaluator will define or identify best possible platform for data collection in relation to the COVID – 19 situation in the both countries. The evaluator should ensure that both women's and men views (as in women workers as well as women representatives of stakeholders and partners to the extent possible) and perceptions are also reflected in the data collection tools and that gender-specific questions are also included.

To the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to ILO's normative work, social dialogue, diversity and non-discrimination, including disability issues.

4.1 Key Stakeholders

The midterm evaluation should include key stakeholders and ILO staff who have been instrumental and critical in the Project's management and implementation. It is also envisioned for the evaluation to collect data from workers' in selected target enterprises.

Table 2. List of Proposed Stakeholders

| Project Key Partners |
|---|
| PHILIPPINES |
| <ul style="list-style-type: none"> ▪ Department of Labour and Employment (DOLE) and its attached Bureaus: Bureau of working conditions (BWC) <ul style="list-style-type: none"> ○ Department of Labor and Employment - Institute for Labor Studies (DOLE-ILS) ○ National Wages and Productivity Commission (NWPC) ○ Department of Labor and Employment - Bureau of Labor Relations (BLR) ○ Occupational Safety and Health Centre ○ Bureau of Workers with Special Concerns (BWSC) ▪ Department of Trade and Industry (DTI) ▪ Department of Agriculture (DA) and relevant Bureaus <ul style="list-style-type: none"> ○ Bureau of Fisheries and Aquatic Resources (BFAR) ○ Cooperative Devt Authority (CDA) ▪ Department of Environment and Natural Resources (DENR) and its attached Bureaus: Mines and Geosciences Bureau & the Environment Management Bureau ▪ Philippine Commission on Women (PCW) ▪ Employers Confederation of the Philippines ▪ Pilipino Banana Growers and Exporters Association (PBGEA) ▪ Mindanao Banana Farmers and Exporters Association (MBFEA) ▪ SSAFFII – fishing vessels/ canning ▪ Chamber of Mines ▪ Small Scale Miners Associations ▪ Trade Union Congress of the Philippines (TUCP)/ Associated Labour Unions (ALU) ▪ Federation of Free Workers (FFW) |

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|--|
| <ul style="list-style-type: none"> ▪ Kilusang Mayo Uno (KMU) ▪ Sentro ng mga Nagkakaisa at Progresibong Manggagawa (SENTRO) ▪ National Trade Union Congress (NTUC) ▪ Alliance of Workers in the Informal Economy/Sector (ALLWIES) ▪ IndustriAll Global Unions ▪ ILO project team of Bringing Back Jobs Safely under the COVID-19 Crisis in the Philippines (BBSJ) ▪ ILO project team of Achieving reduction of child labour in support of education: Programme to reduce the worst forms of child labour in agriculture sector in BARMM (ARISE) |
| INDONESIA |
| <ul style="list-style-type: none"> ▪ Ministry of Manpower (MoM) <ul style="list-style-type: none"> ○ Directorate General of Labour Inspection & OSH ▪ Employers' Association of Indonesia (APINDO) <ul style="list-style-type: none"> ○ Fishery Unit ○ Palm Oil Unit ▪ Indonesian Palm Oil Association (IPOA/GAPKI) ▪ Indonesian Pole & Line and Handline Tuna Fisheries (AP2HI) ▪ Federation of Forestry and Agriculture Trade Unions (FSB HUKATAN SBSI) ▪ Federation of Food and Beverage Trade Unions Tourism Restaurants Hotels and Tobacco (Kamiparho) ▪ The Indonesian Fisheries Trade Union (SPPI) ▪ ILO Advancing Worker Rights at Palm Oil Sector Project ▪ ILO Project – Ship to Shore Rights Indonesia ▪ ILO Project – Alliance 8.7 Accelerator Lab to Combat Modern Slavery |
| ILO Specialists |
| <ul style="list-style-type: none"> ▪ Senior Specialists, Occupational Safety and Health ▪ Specialist, Labour Administration/ Inspection ▪ LABADMIN/OSH ▪ ILO CO-Manila Programme Officer ▪ ILO CO – Jakarta Senior Programme Officer ▪ Project Manager ▪ Specialist, Workers' Activities ▪ Senior Specialist, Employers' Activities |
| Donor |
| <ul style="list-style-type: none"> ▪ US DOL |

5. Main deliverables

Under this engagement, the evaluation consultant is expected to deliver the following:

Deliverable 1: Inception Report and workplan (not more than 30 pages including annexes)

The Inception Report will include the details on how the evaluator understands what is being evaluated including the evaluation questions. The inception report must elaborate the methodology being proposed in the TOR, with changes if applicable, including proposed methods, data sources, and data collection procedures. The report shall also include selection criteria or sampling methodology for the selection for individuals for interviews or group discussions, and selection of target area or enterprise to be visited, and list of stakeholders that will be included in the evaluation. A detailed timeline / workplan along with a detailed methodology should clearly state the limitations of the chosen evaluation matrix methods, including those related to representation of specific group of stakeholders. A detailed timeline / workplan will also be part of the inception report.

Deliverable 2: Presentation of initial findings (PowerPoint presentation to be submitted by the evaluator and delivered during a face-to-face workshop or online meeting)

A presentation should be prepared for the ILO, its key partners and US DOL on the evaluation's initial findings. The Evaluation Manager will organize and coordinate with the Project team for the list of stakeholders for the workshop/online meeting. On this activity, the evaluator will present the initial findings to validate information and data collected through the various data collection methods.

Deliverable 3: A first draft of the evaluation report (not more than 50 pages)

The draft evaluation report will have to be written in English and should adequately cover the evaluation criteria and questions as finalised in the inception report, along with the recommendations, lessons learned, good practices, technical recommendations for the key stakeholders. The draft evaluation report should be in the format of the ILO https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf

Deliverable 4: Final Evaluation Report including an Evaluation Summary (not more than 50 pages excluding executive summary and annexes)

The final evaluation report will be submitted to the evaluation manager. The Evaluation Manager has to ensure that all comments from the Project team and the Project's key stakeholders are integrated. The Report's annexes shall include the questions matrix, tools used during data collection, field work schedule, a list of interviewees, list of documents analysed, lessons learned template and emerging good practices template. The quality of the report will be determined based on quality standards defined by the ILO Evaluation Office.

The final evaluation report approved by ILO and USDOL should be converted to a document that will detail brief summary of the evaluation methodology and findings. This can be in the form of an executive summary document or infographic.

The report and all other outputs of this evaluation must be produced in English. All draft and final reports, including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with Microsoft Word for Windows.

6. Management arrangements and work plan (including timeframe)

The evaluation will be undertaken for approximately 3 months from March 2023 – May 2023. Data collection will be on April 2022. A detailed timetable will be included in the inception report to be developed by the evaluator.

A national consultant for each of the country (Indonesia and Philippines) will be hired along with the international consultant who will lead the evaluation.

Below is an estimated timeline for the evaluation:

| Tasks | No of Days (Lead Evaluator) | No of Days (National Evaluator) | Tentative Dates |
|---|--|--|--|
| <ul style="list-style-type: none"> ▪ Desk Review of Project related documents ▪ Preparation and finalizing of the inception report | 8 days | 4 days | 27 – 31 March 2023 |
| <ul style="list-style-type: none"> ▪ Data collection: Interviews, surveys and/or group discussions with key partners, ILO staff and project team; beneficiaries at the factory level ▪ Debriefing with the Project Team ▪ Stakeholders' workshop | 15 days | 15 days | 3 April – 21 April 2023 Indonesia 3-14 April Philippines 10-21 April Stakeholder debriefing in the week of 24 th April |
| <ul style="list-style-type: none"> ▪ Report drafting and finalization ▪ Sharing the draft report to all concerned for comments ▪ HQ to share to US DOL and Project Teams for comments ▪ EM consolidate the comments and send to IE | 10 days | 6 days | 24 April – 5 May 2023 |
| <ul style="list-style-type: none"> ▪ finalization of evaluation report | 2 days | | 08- 12 May 2023 |
| <ul style="list-style-type: none"> ▪ Approval of the final evaluation report by ILO EVALUATION OFFICE & USDOL | | | 15- 31 May 2023 |
| Total number of days | 35 days | 25 days | |

All logistics costs associated with the evaluation mission will be covered by the Project. The evaluator will report to the Evaluation Manager. Any technical, logistical and methodological matters should be discussed with evaluation manager.

5.1 Role of the ILO's Evaluation Manager

- Develop the Terms of Reference in consultation with the Project team, ILO staff and specialists and key stakeholders
- Review the inception report including evaluation questions, data collection methods and tools together with the evaluation team and coordinate with concerned stakeholders, whenever applicable
- Monitor the conduct or implementation of the evaluation, as appropriate, particularly adherence to ILO principles and guidelines and timelines
- Review the evaluation report and provide initial comments in line with EVAL's guidance for evaluation managers;
- Circulate the draft evaluation report to all concerned stakeholders;
- Collect comments on the draft report and forward to the evaluator;
- Liaise with Project staff whenever necessary especially in arranging procurement and logistical processes
- Liaise with the Regional Evaluation Officer on issues and other concerns regarding the management of the evaluation

5.2 Role of the Project Team

- Provide all documentary and information requirements of the Project including list of key stakeholders
- Provide assistance on logistical arrangements such as facilitating scheduling of meetings or evaluation activities with stakeholders

6. Profile of the Evaluator

The Lead Evaluation Consultant has the responsibility to undertake the evaluation and deliver all the required deliverables as per this TOR. For data collection in Indonesia and the Philippines, he/she will be supported by a national consultant who will conduct field data collection with beneficiaries and interviews with key partners, whenever applicable.

The table below described desired competencies and responsibilities for an evaluation team leader:

| Responsibilities | Profile |
|--|---|
| <ul style="list-style-type: none"> ✓ Designing, planning and conducting the evaluation and the evaluation report, in accordance with the ILO's guidelines, specifications and timeline ✓ Conduct evaluation and deliver all deliverables under this TOR ✓ Desk review of project documents and other related documents ✓ Develop evaluation instrument and draft inception report ✓ Organize and schedule all necessary interviews/stakeholder consultations, in coordination / consultation with ILO, USDOL and other partners; ✓ Participate in briefings and discussions in line with the work outlined in the TOR ✓ Facilitate stakeholders' workshop/ debriefing with the project and key stakeholders ✓ Draft evaluation report ✓ Finalize evaluation report ✓ Draft stand-alone evaluation summary as per standard ILO format ✓ Supervise other team members, such as national consultant (to be | <ul style="list-style-type: none"> ✓ Advanced university degree preferably in social sciences, economics, development studies, evaluation or related fields, with demonstrated strong research experience; ✓ A minimum of 7 years of professional experience in evaluating international programmes, projects and development initiatives with particular experience in evaluating labour, OSH, and supply chain and rural sectors related programmes; ✓ Strong background in results – based management, logical framework/ Theory of Change and other strategic approaches, evaluation methods and approaches, information analysis and report writing, ✓ Has professional experience evaluating or conducting research on labour context in particularly in the rural sectors supply chain ✓ Ability to bring gender-sensitive dimensions into the evaluation in the design, data collection, analysis and report writing of the evaluation ✓ Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable and extensive international experience in the fields of project formulation, execution, and evaluation is an advantage; ✓ Excellent communication and interview skills, ✓ Proven ability to produce analytical reports in good English |

| Responsibilities | Profile |
|---|--|
| contracted separately by the ILO) and ensure quality assurance for their deliverables | <ul style="list-style-type: none"> ✓ Excellent analytical skills with the ability to analyse and interpret data from a range of sources ✓ Flexible and responsive to changes and demand and open to feedback |

The table below described desired competencies and responsibilities for the Evaluation National Consultant for Indonesia and National Consultant for the Philippines:

| Responsibilities | Profile |
|---|--|
| <ul style="list-style-type: none"> ✓ Desk review of project documents and other related documents ✓ Assist the team leader in developing evaluation instrument and drafting inception report ✓ Take part in the interviews with key stakeholders and assist in note taking during interviews in Indonesia and the Philippines ✓ Undertake field visits in Indonesia and Philippines ✓ Provide interview notes and/or analysis in the format agreed upon with the Lead Evaluator ✓ Assist the team leader in facilitating stakeholders' workshop/ debriefing with the project and key stakeholders ✓ Contribute to the drafting of the evaluation report prepared by the team leader ✓ Might be requested to write certain sections in the draft report as requested by the team leader participate in and jointly facilitate the stakeholders workshop ✓ Provide verbal interpretation for the team leader during the evaluation data collection as required | <ul style="list-style-type: none"> ✓ Indonesian and Filipino National based each of the country of focus. Fluent in Bahasa (ID National Consultant) and Filipino or Bisaya (PH National Consultant) ✓ University degree in social sciences, economics, development studies, evaluation or related fields ✓ Extensive experience in applying, qualitative and quantitative research methodologies including participatory approaches ✓ Has professional experience evaluating or conducting research on labour particularly in rural sectors, supply chain and / or OSH ✓ Excellent communication and interview skills, ✓ Proven ability to produce analytical reports in good command of English ✓ Excellent analytical skills with the ability to analyse and interpret data from a range of sources ✓ Flexible and responsive to changes and demand and open to feedback |

7. Legal and ethical matters

This evaluation will comply with UN and ILO norms and standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed. Evaluators also must act with cultural sensitivity and pay particular attention to protocols, codes and recommendations that may be relevant to their interactions

with women. The [United Nations Evaluation Group \(UNEG\) Ethical Guidelines for Evaluation](#) will be applied in the evaluation and has to be followed. The consultant 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 will follow ILO EVAL's Code of Conduct for carrying out the evaluations.

7.1 Confidentiality and non-disclosure

All data and information received from the ILO or other stakeholders for the purposes of this assignment shall be treated as confidential and shall be used for the purpose of this independent evaluation.

All intellectual property rights for this evaluation and its product is attributed to the ILO and may not be disclosed to third parties or published without the prior written consent of the ILO.

----- End of Terms of Reference -----